



# Town of Union

*Door County, Wisconsin*

## *20-Year Comprehensive Plan*

*Prepared by:*  
Bay-Lake Regional  
Planning Commission



May 2007



**TOWN OF UNION**  
**DOOR COUNTY, WISCONSIN**

<b>Chairperson:</b>	Cletus Fontaine
<b>Clerk:</b>	Rena LaLuzerne
<b>Treasurer:</b>	Denise Englebergt
<b>Supervisor:</b>	John Bur
<b>Supervisor:</b>	Ron Renard



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# **TOWN OF UNION 20-YEAR COMPREHENSIVE PLAN**

Prepared by:

Bay-Lake Regional Planning Commission  
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*The preparation of this document was financed through a contract between the Town of Union and the Bay-Lake Regional Planning Commission with financial assistance from the Wisconsin Department of Administration, Division of Intergovernmental Relations. Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.*



RESOLUTION NO 62807  
**TOWN OF UNION PLAN COMMISSION**  
**ADOPTION OF THE TOWN OF UNION**  
**20-YEAR COMPREHENSIVE PLAN**

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

AND WHEREAS, the *Town of Union 20-Year Comprehensive Plan* has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (future land use plan) for the 20-year planning period;

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

AND WHEREAS, the Comprehensive Plan has been drafted and reviewed by the Town of Union Plan Commission;

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

Dated this 28<sup>th</sup> day of June, 2007.

Resolution introduced and adoption moved by: Ron Renard

Motion for adoption seconded by Karen DeGrove

Voting Aye: 3      Nay: 0

APPROVED: Hal Quilley

Town of Union Plan Commission Chair

ATTEST: Rena LaLuzerne

Town of Union Plan Commission Secretary



**TOWN OF UNION**  
**ORDINANCE NO. 71707**

An Ordinance to Adopt Chapter 13: as part of the Code of Ordinances of the Town of Union, Door County, Wisconsin Pursuant to Wisconsin Statutes Section

WHEREAS, the Town of Union, Door County, Wisconsin, approved a contract with the Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Union, under the guidelines of Section 66.1001 Wisconsin Statutes; and,

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

WHEREAS, on June 28, 2007 the Town of Union Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Plan Commission (at the direction of the Union Town Board) conducted held a public hearing on June 28, 2007, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

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

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

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

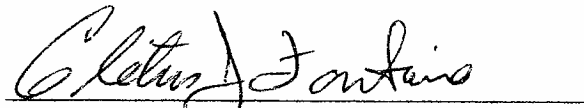
Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan  
for the Town of Union with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the  
Town of Union;
2. The Clerk of every local governmental unit that is adjacent to the Town of Union;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission;
6. The public library that serves the area in which the Town of Union is located.


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

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

Adopted this 17<sup>th</sup> day of July 2007, by a majority vote of the members of the Town  
Board of the Town of Union

  
Town Board Chairperson

Attest:

  
Town Clerk



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# **CHAPTER 1**

## **ISSUES AND OPPORTUNITIES**

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# CHAPTER 1 - ISSUES AND OPPORTUNITIES

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## HOW TO USE THIS PLAN

This Comprehensive Plan for the Town of Union is a legal document that will serve to guide officials and citizens when making decisions about future growth and development over the next 20 years.

This comprehensive plan consists of eleven chapters in two parts along with an Appendices section. The information contained herein describes and discusses, in detail, the growth and preservation of the town.

**Part I: Town Plan:** Describes how the Town of Union envision themselves developing over the next 20 years including detailed development strategies and a generalized future land use map, along with implementation processes that assist the plans in going from vision to reality.

***Chapter 1: Issues and Opportunities*** - contains the Town's vision statement and future development strategies (goals, objectives, policies and programs) and a summary of demographic information.

***Chapter 2: Future Land Use Plan*** - contains a projection of future land use demands, the detailed strategy of the Town's preferred land use, and the future land use map.

***Chapter 3: Implementation*** - contains a work plan to assist in implementing the goals, objectives and policies of each element of the Comprehensive Plan.

***Chapter 4: Summary of Community Resources*** – is a brief overview and summary of the natural, cultural and agricultural resources, population, housing, economic conditions, public services, facilities and utilities, transportation, and land use information found in Part II of the document.

**Part II: Community Resources:** Contains all background information for development of the Town's Future Land Use Plans (Chapter 2).

***Chapter 5: Natural, Agricultural and Cultural Resources*** - provides a description of the Town's physical setting and conditions that includes the natural, agricultural and cultural resources of the community.

***Chapter 6: Population and Housing*** - presents historic demographic information along with future population and housing projections.

***Chapter 7: Economic Development*** – presents employment and other economic data including labor force statistics.

***Chapter 8: Transportation*** – provides an inventory of the existing transportation system and highlights current and future transportation needs.

***Chapter 9: Utilities and Community Facilities*** - inventories the area's utilities and community facilities, including schools and emergency services.

***Chapter 10: Intergovernmental Cooperation*** – identifies important issues and contains programs to facilitate joint planning and decision making processes with other governmental units.

**Chapter 11: Land Use Controls and Inventory** – provides a summary of applicable regulatory land use controls and presents a detailed land use inventory of the Town.

**Appendices:** Contains public participation materials, detailed land use for both the Town of Union, in depth program descriptions, a list of acronyms and definitions, inventory of endangered and threatened species within the county, Nominal Group results, and other relevant data supporting the plans.

### **STATE PLANNING ENABLING LEGISLATION**

This plan is the first comprehensive plan developed by the Town of Union. The plan is adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes, which states in part that, “Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit’s comprehensive plan.” And thus, meets the requirements of Wisconsin’s “Smart Growth” law (1999 Wisconsin Act 9).

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

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- County zoning ordinances enacted or amended under s. 59.69.
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.

### **DESCRIPTION OF PLANNING AREA**

The Town is located in the southwest portion of Door County. It is bordered on west by Green Bay; on the east by the Town of Brussels, on the north by the Town of Gardner and on the south by the Town of Red River which is in Kewaunee County. The Town of Union is approximately 21 square miles in size.

State Highway 57 (STH 57) crosses the Town of Union initially from south to north and then west to east, providing access to the City of Sturgeon Bay (12 miles north of the town ) and south to the Green Bay urban area (20 miles south) of the town. Map 2.1 illustrates the general location of the Town of Union in Wisconsin; Map 2.2 is a map of the Town planning area.

The Namur area (located in the central portion of the town) was settled in 1853 by French-speaking Belgian immigrants. Most of the immigrants farmed in their European homeland and brought their agrarian skills with them. At the time of settlement, Door and Kewaunee County’s abundant timber provided the immigrants with building materials for their log cabin homes. However, the 1871 Peshtigo fire destroyed both timber and many of the wood buildings in the area. As a result, the immigrants constructed new dwellings with red brick similar to the stone houses of the Belgian tradition.

The Town of Union was created in 1865, and named for the unified way in which residents handled public matters. It was and continues to be a farming and rural residential community, typical of northeastern Wisconsin. The town also has a significant seasonal population with numerous cottages and year-round residents located along the Green Bay shoreline. Its’ unique natural and cultural features include approximately six-miles of Green Bay shoreline, the Niagara Escarpment and of course, the Namur Historic District.



Currently, there are a total of 261 buildings within the district built between 1871 and 1930. Typical farmsteads include a red brick farmhouse located near the adjacent road, a log barn and many small outbuildings. The buildings are usually centered on the farmyard and surrounded by fields and pasture land. The district includes Belgian community buildings such as St. Mary of the Snows Catholic Church and cemetery, Fairview Elementary School, and the Harold Euclide General Store.

### **PLAN DEVELOPMENT PROCESS**

The plan was completed in four phases:

#### ***First Phase:*** Promote Public Participation and Identify Issues

- Adopted public participation procedures to foster more public input during the planning process (Appendix A).
- Conducted an issues identification workshop (Appendix B) and a visioning survey (Appendix C) in order to identify current and future issues and concerns relative to land use and development within the Town of Union.

#### ***Second Phase:*** Inventory and Interpretation

- Collection of data on existing conditions.
- Analyzed data to identify existing and potential problem areas.
- Developed an overall vision statement along with the plan's goals, objectives, policies and programs by using results from the various issue identification workshops and background data.

#### ***Third Phase:*** Development of the General Plan Design (Future Land Use Plan).

- Utilized the first two stages to create recommended land use plans to guide future conservation, growth and development within the area over the next twenty years.
- The preliminary General Plan Designs were presented to the citizens of the community as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final General Plan Design maps and text.

#### ***Fourth Phase:*** Establish tools necessary for implementation of the plans.

- Recommendations for regulatory techniques including zoning.
- An action plan was established to ensure that the intent of the plans will be achieved.

### **Public Participation**

A major element of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures for Adopting Comprehensive Plans", written public participation procedures were adopted by the Town of Union in 2005. A copy of these written procedures is included in the Appendix A.

The Town conducted more than 12 plan commission meetings (to which the public was invited) to review background data, plan elements and growth options. Two "Open Houses" were also held to present background information and plan recommendations to the public. From these

meetings, the Town Plan Commission and other interested citizens developed the *Town of Union 20-Year Comprehensive Plan*.

### **Visioning Workshop**

The Town of Union conducted a nominal group visioning meeting with its Plan Commission, members and other interested citizens on September 15, 2004 in order to produce a list of issues and concerns regarding future development in the town.

The visioning exercise was conducted with the community to determine the public's future image of the Town of Union. The visioning process was designed to provide a foundation for the development of the goals, objective, policies and other elements of the Comprehensive Plan. Town Plan Commission members crafted the following vision statement as a whole after review of all individual comments made during the visioning process.

### **2025 Vision Statement**

*The Town of Union – through thoughtful and careful planning has preserved and protected the unique and important natural and cultural resources of the community including Green Bay, the Niagara Escarpment, the Namur Historic District, and the scenic views of the waters of Green Bay.*

*Through ongoing implementation of thoughtful policies and programs the Town has guided development in a rational and orderly fashion – thereby preserving the Town's rural character and cultural heritage, protecting prime agricultural lands and providing a safe environment within which to live and raise a family.*

### **GOALS, OBJECTIVES AND POLICIES**

The following statements describe the intent of the Town of Union regarding the overall growth and development of the community over the next 20 years. Goals, objectives, policies and programs each have a distinct and different purpose within the planning process. Definitions used within this planning process include:

- Plan: a design which seeks to achieve agreed upon goals and objectives.
- Goal: desired situation toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- Objective: measurable ends toward reaching a defined goal.
- Policy: rule or course of action used to ensure plan implementation.
- Program: a coordinated series of policies and actions to carry out a plan.

The Town of Union has identified goals and objectives to guide the land use planning process. Under Section 66.1001 of the Wisconsin State Statutes each of the nine elements of a comprehensive plan needs to be integrated and made consistent with the other eight elements of the plan. For example, the goals and policies of the Natural, Agricultural and Cultural Resources Chapter must be consistent with programs, policies and actions recommended in other chapters of the Plan, such as the Housing and Population element and the, Economic Development element.

The following stated Goals, Objectives, Policies, and Programs are based on the data and other information contained within *Part II: Community Resources* of this comprehensive plan.

### **Planning Goal**

The goal of the Town of Union is to develop a comprehensive plan that is consistent with s.66.1001 of the Wisconsin State Statutes in order to develop the town in an orderly and cost efficient manner thereby serving and protecting the interests of all of the area's residents.

**Objective 1.1:** Adopt and maintain a Comprehensive Plan under s.66.1001 that reflects the needs of all current and future citizens of the Town of Union for the next 20 years.

**Objective 1.2:** Regularly update the comprehensive plan to keep it current in order to provide for the greatest possible benefits regarding the future development of residential, commercial, industrial, and parkland expansion and development.

**Policy 1.1a:** Consult this plan when the Town and other units of government make any decision regarding land use and land use policies.

**Policy 1.1b:** Present the adopted plan to municipalities within and adjacent to the Town as described within the Implementation section of the plan.

**Policy 1.1c:** Encourage cooperation and communication between the Town of Union, neighboring municipalities, county government and the Bay-Lake Regional Planning Commission in implementing this plan.

### **Natural, Agricultural, and Cultural Resources Goals, Objectives and Policies**

#### **Natural Resources**

**Goal:** To provide a safe, clean and orderly natural environment for the residents of the Town of Union.

**Objective 1.1:** Protect and preserve existing wetlands within the planning area.

**Policy 1.1a:** Development of wetlands should be discouraged.

**Objective 1.2:** Protect and enhance environmental corridors.

**Policy 1.2a:** Discourage development within identified environmental corridors.

**Objective 1.3:** Ensure areas adjacent to lakes, rivers, streams and wetlands are developed in ways that protect these natural resources from any negative environmental impacts.

**Policy 1.3a:** Development adjacent to lakes, rivers, streams and wetlands should be carefully planned.

**Objective 1.4:** Conserve and enhance the presence of the distinctive natural amenities within the area by recognizing the special attractiveness of the area's natural landscapes and open spaces.

**Policy 1.4a:** Developers should show that proposed developments will not have a negative impact on these resources.

**Objective 1.5:** Protect existing public open spaces and wildlife habitat from development and ensure their continued availability for public use.

***Policy 1.5a:*** Work with local developers to protect the unique character of existing natural resource areas and open spaces within the Town of Union.

### **Historic, Archeological and Cultural Sites**

**Goal:** To preserve the Town of Union's historic, archeological and cultural locations and structures for existing and future residents.

***Objective 1.1:*** Preserve buildings, structures and other landscape features that are part of the area's cultural history.

***Policy 1.1a:*** Initiate efforts to preserve and enhance historical sites, structures and areas.

***Objective 1.2:*** When appropriate, historic sites/buildings should be tied into recreational sites to further enhance them and make them accessible to the public.

***Policy 1.2a:*** Support tying historical sites and structures into recreational areas.

***Objective 1.3:*** Inform residents about the historical significance of the community.

***Policy 1.3a:*** Discourage the destruction of historical sites and structures and incompatible developments around them.

### **Housing Goals, Objectives and Policies**

**Goal #1:** To provide for a variety of quality housing opportunities for all segments of the Town's current and future population.

***Objective 1.1:*** Continue to develop and support policies and programs that help citizens obtain affordable, quality housing.

***Policy 1.1a:*** The Town should continue promoting adequate housing ranges for all persons including low and moderate income, elderly, and residents with special needs.

***Policy 1.1b:*** The Town should continue to support local initiatives to improve the housing conditions within each community.

***Policy 1.1c:*** The Town should continue the rehabilitation and preservation of existing housing within each community.

***Policy 1.1d:*** The Town should support and cooperate with local non-profit agencies that provide housing assistance.

***Policy 1.1e:*** The Town should ensure residents are aware of available housing assistance programs.

***Objective 1.2:*** Encourage new housing development in areas where it is needed and can be done in an environmentally and cost effective way.

***Policy 1.2a:*** Encourage new housing in areas in which community facilities already exist.

***Policy 1.2b:*** Carefully regulate development that has the potential to adversely affect the assessed value or livability of neighboring residential properties.

***Policy 1.2c:*** Regulate the construction of new homes through adequate building codes and ordinances.

**Policy 1.2d:** Encourage single family homes, and adequate availability of apartments and elderly housing.

**Policy 1.2e:** Identify areas in which new development should be restricted or maintained as open space.

**Policy 1.2f:** Explore new development ideas which encourage a responsible use of land and the retention of natural or unique areas.

**Policy 1.2g:** Utilize the Town's zoning ordinances to achieve the above goals.

**Policy 1.2h:** Review housing codes to determine their impacts on the communities' housing stock.

**Goal #2:** To provide for a variety of quality housing opportunities for all segments of the Town's population in such a way that will minimize the adverse impacts on the environment and preserve the area community character.

**Objective 2.1:** Develop and enforce policies and programs to assist citizens to obtain adequate housing.

**Policy 2.1a:** Provide adequate housing for all persons including low and moderate income, elderly, and handicapped residents of the Town.

**Policy 2.1b:** Provide affordable housing for first time home buyers.

**Objective 2.2:** Encourage new housing development in areas that will preserve the rural nature of the planning area.

**Policy 2.2a:** Consider the development of architectural review standards to ensure that new development within existing residential areas maintains the character of the area.

**Objective 2.3:** Encourage new housing to infill areas throughout the area.

**Policy 2.3a:** Rehabilitate and preserve the existing housing stock in the Town.

**Objective 2.4:** Identify unique natural areas that should be retained as open space prior to new development.

**Objective 2.5:** Explore new development ideas to minimize possible negative impacts on the water resources and other aspects of the environment.

**Policy 1.2h:** Regulate the construction of new homes through building codes and ordinances.

**Policy 1.2h:** Encourage single family dwellings, multi-family/condominiums, duplexes, and new subdivisions.

### **Economic Development Goals, Objectives and Policies**

**Goal #1:** Attract new businesses to the Town of Union to complement existing employers and diversify the economy.

**Objective 1.1:** Decide what types of businesses would fit the existing agricultural oriented business community that can be accommodated by the Town's limited public infrastructure.

**Objective 1.2:** Create a strategy that includes stakeholders, roles and responsibilities, marketing strategies, resources, etc. that will be utilized to attract employers to the area.

**Objective 1.3:** Determine which areas or regions may provide the best opportunities to recruit desired businesses to the area.

**Objective 1.4:** Prepare marketing materials and portfolio of information that can be used to market the Town of Union and the Namur Historic District.

**Objective 1.5:** Monitor and evaluate effectiveness of business attraction strategies and make adjustments as necessary.

**Policy 1.1a:** Research what types of businesses are moving to the region.

**Policy 1.1b:** Inventory what types of regional and local marketing efforts are underway in order not to duplicate or counter them.

**Goal #2:** To increase the number and overall skills of the workforce in the Town of Union.

**Objective 2.1:** Continue to improve existing housing and public services within the Town of Union.

**Objective 2.2:** Expand residential developments to offer a range of housing options for the workforce.

**Objective 2.3:** Support the County's efforts to build public-private partnership that will be able to facilitate and provide the necessary training.

**Objective 2.4:** Support the County's efforts to provide ongoing information to area employers on the resources available for training assistance.

**Objective 2.5:** Support the County's efforts to create a marketing campaign specifically designed to attract skilled workers to the area.

**Objective 2.6:** Build and maintain a strong working relationship between the Public School system, business community, and the County's Economic Development Corporation to further enhance the employment opportunities available to high school and graduating students.

**Policy 2.1a:** Support the County's efforts to increase personal per capita incomes through more and varied employment choices.

**Policy 2.1b:** Support efforts by schools to prepare students for local career opportunities.

**Policy 2.1c:** Encourage vocational, technical, and college education, employment counseling, and support services such as day care and after school child care programs.

**Policy 2.1d:** Support the County's efforts to encourage the creation and retention of employment opportunities particularly those benefiting the unemployed, underemployed, and low-to moderate income persons.

**Policy 2.1e:** Support the County's efforts to establish a strong housing program that would focus on renovation of older structures, the building of transitional housing, and the building of single family homes.

**Goal #3:** To increase the amount of tourism revenue generated within the Town of Union.

**Objective 3.1:** Continue to promote the Town of Union through local, regional, and statewide marketing efforts.

**Objective 3.2:** Develop a plan to better direct visitors to retail stores and recreational assets in the area.

**Objective 3.3:** Invest in the expansion of the natural resources that will be attractive to visitors.

**Objective 3.4:** Improve the appearance of the primary entrance corridors to the Town of Union.

**Objective 3.5:** Establish and promote a community calendar that includes events of interest to all members of the family.

**Objective 3.6:** Create and maintain an environment that is pleasant and inviting to visitors.

**Policy 3.1a:** Promote cooperation among businesses in the County to develop creative ways to bring in shoppers from the surrounding areas.

**Policy 3.1b:** Support the County's efforts to evaluate what types of retail outlets and services are needed to attract additional tourists and visitors to the area.

**Policy 3.1c:** Support efforts to obtain financial and technical resources to preserve, enhance, and promote the historic assets with the Town.

### **Transportation Goals, Objectives and Policies**

**Goal:** To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the adopted 20 Year Comprehensive Plan.

**Objective 1.1:** Develop a transportation system that provides for all transportation modes.

**Objective 1.2:** Develop a transportation system that is harmonious with surrounding land uses.

**Objective 1.3:** Provide for convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.

**Objective 1.4:** Provide for adequate traffic controls (i.e. turning lanes, frontage streets) near businesses and industries located adjacent to the STH 57 corridors.

**Objective 1.5:** Provide and maintain aesthetically pleasing transportation corridors.

**Objective 1.6:** Plan for and designate future road rights-of-way within the town.

**Objective 1.7:** Develop an integrated multi-modal transportation system which, through its location, capacity, and design, will effectively serve the existing land use development pattern and promote implementation of the town's land use and transportation plan, meeting the anticipated transportation demand generated by existing and planned land uses.

**Objective 1.8:** Develop a balanced transportation system which will provide the appropriate types of transportation needed by all residents, regardless of income, physical ability or age, businesses, and industries at a level of service which will permit ready adaptation to changes in transportation demand and technology including travel needs and transportation management.

**Objective 1.9:** Develop a transportation system which reduces accident exposure and provides for increased travel safety.

**Objective 1.10:** Develop a transportation system which is economical and efficient, satisfying other objectives at the lowest possible environmental, social and financial public cost.

**Objective 1.11:** Develop a transportation system which minimizes adverse effects upon the property tax base and the natural and cultural resource base.

**Objective 1.12:** Develop a transportation system which preserves a high aesthetic quality and possesses a positive visual relation to the land.

**Objective 1.13:** Develop a transportation system that facilitates energy conservation while minimizing associated pollution effects.

**Objective 1.14:** Develop a transportation system that identifies and preserves multi-use utility and transportation corridors.

**Objective 1.15:** Provide a safe system of bicycle paths and designated bicycle routes throughout the town.

**Objective 1.16:** Provide safe and convenient pedestrian traffic movement.

**Policy 1.1a:** The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the Town land use development objectives. The disruption of future development should be minimized by utilizing transportation corridor preservation techniques.

**Policy 1.1b:** The total amount of land used for transportation facilities should be minimized.

The dislocation of households, businesses, industries, and public and institutional buildings as caused by the reconstruction of existing or the construction of new transportation facilities and terminals should be minimized.

**Policy 1.1c:** The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites as caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.

**Policy 1.1d:** Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.

**Policy 1.1e:** Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.

**Policy 1.1f:** The location of transportation facilities in or through environmental corridors and natural areas should be avoided.

**Policy 1.1b:** The loss of wetlands and environmental corridor land to transportation facility construction should be avoided.

**Policy 1.1g:** Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.

**Policy 1.1b:** Use of the natural resource base in the development of transportation facilities should be minimized.



**Policy 1.1h:** Abandoned utility right-of-way corridors should be preserved for future transportation facilities such as bicycle, pedestrian, transit, or arterial roads.

**Policy 1.1i:** Full use of all existing transportation facilities should be encouraged through low- and non-capital intensive techniques cooperatively fostered by government, business, and industry, prior to any capital-intensive or disruptive construction of new facilities.

**Policy 1.1j:** The amount of transportation system operating and capital investment costs should be minimized.

**Policy 1.1k:** The transportation system should provide access and service with choices of modes throughout the Town in a way designed to reduce overall average travel times to destinations.

**Policy 1.1l:** Bicyclists and pedestrians should be accorded a comfortable margin of safety on all streets and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.

**Policy 1.1m:** Bicycle lanes or wide curb lanes should be constructed on arterial roads and highways.

**Policy 1.1n:** Bicycle paths should be constructed to serve corridors not served by streets and highways. The most common uses are along rivers, lake shores, canals, utility rights-of-way, and within college campuses.

**Policy 1.1o:** Bicycle routing should direct bicyclists to suitable highways and streets without significantly compromising directness. Established bicycle suitability models should be used.

## **Utilities and Community Facilities Goals, Objectives and Policies**

### **Community Facilities and Public Utilities**

**Goal:** To provide quality community services to all the residents of the Town of Union and to provide for orderly development of the area through the planned development of public and community facilities.

**Objective 1.1:** Develop, maintain and upgrade as needed the Town's community facilities/utilities and public services for all of the area's residents.

**Policy 1.1a:** Continue to invest in new public works equipment to adequately and economically perform required duties.

**Policy 1.1b:** Continue to encourage the concept of "mutual aid agreements" for public services being provided.

**Policy 1.1c:** Ensure that the Town of Union continues to receive effective and efficient law enforcement, fire and emergency/medical services.

**Policy 1.1d:** Support the development of elderly and childcare services within the area.

**Policy 1.1e:** Plan for a construction of a new Town Hall and Community Center, as needed.

**Policy 1.1f:** Ensure that citizens are provided with adequate electric, natural gas and telecommunication services.

**Policy 1.1g:** Provide for the continuous availability of public utility capacity and provide those areas identified for development with adequate water, sewer and stormwater facilities.

**Policy 1.1h:** Consider the possible impacts to the Town's groundwater capacity and quality when weighing future developments.

**Policy 1.1i:** Continue to monitor resident satisfaction with the recycling program in the area.

**Policy 1.1j:** Continue cooperation and communication between the Southern Door School District, the Town of Union and surrounding communities to maintain and upgrade facilities to collectively provide for quality educational opportunities.

**Policy 1.1k:** Provide public facilities to development that will not place an unreasonable burden on the ability of the Town to provide them.

### **Parks and Recreational Lands**

**Goal:** To ensure all residents have convenient recreational sites within the town that are both safe and multi-functional.

**Objective 1.1:** Continue to have quality recreational sites within the town for all of the area's residents.

**Policy 1.1a:** Continue to maintain and improve the recreational sites within the Town.

**Policy 1.1b:** Continue to be responsive to recreational trends particularly among the youth of the area.

**Policy 1.1c:** Ensure that any future railway developments are discussed with residents as well as affected property owners.

**Policy 1.1d:** Promote utilizing natural features for enhancing the area's recreational opportunities.

**Policy 1.1e:** Use the official mapping powers to preserve any areas designated for future park and recreational uses.

**Policy 1.1f:** Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

### **Intergovernmental Cooperation Goal, Objectives and Policies**

**Goal:** To foster cooperation between the Town of Union and any other governmental entity that makes decisions impacting the Town.

**Objective 1.1:** Encourage coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

**Objective 1.2:** Promote coordination with adjacent communities on future planning projects to best maintain the character of the surrounding area.

**Objective 1.3:** Have improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.

**Objective 1.4:** Develop boundary and cooperative agreements with the towns of Brussels, Gardner, and Red River.

**Policy 1.1a:** Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts, to include staying aware of issues or regulations that would impact development within the planning area.

**Policy 1.1b:** Explore the possibility of jointly developing and managing future recreational facilities with adjoining towns and the county.

### **General Plan Design Goals, Objectives and Policies**

**Goal:** To promote future development that will meet the needs of the Town of Union while protecting and enhancing its visual and historical character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.

### **General Growth**

**Objective 1.1:** Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the character of the area for both existing and future residents.

**Policy 1.1a:** Utilize the Comprehensive Plan as an illustration of the Town's overall development policies.

**Policy 1.1b:** Update Towns Code of Ordinances, as needed.

**Policy 1.1d:** Allow future development in an orderly way to allow for proper distribution of community services.

**Policy 1.1e:** Work with Door County and surrounding communities to ensure compatible growth within the planning area and along border areas.

**Policy 1.1f:** Develop design standards to be followed by developers in planning their projects.

**Policy 1.1g:** Ensure that new development is consistent with the Town's comprehensive plan.

**Policy 1.1h:** Develop a Subdivision Ordinance.

### **Residential**

**Objective 1.1:** Strive to maintain the stability and integrity of existing residential clusters while encouraging the development of new residential areas sufficient to meet the housing needs of the projected population. A community that is characterized a variety of housing types and densities, pedestrian accessibility, parks/parkways, inclusion of open green spaces within developments, new trailways, and environmental protection is most desired.

**Policy 1.1a:** Protect residential areas designated on the General Plan Design map from impacts of non-residential uses not appropriate for the area. Residential areas should be distanced, buffered, or otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.

**Policy 1.1b:** Infill development should be designed to be compatible with the established residential area.

***Policy 1.1c:*** Provide for sufficient densities within the planning area to meet the current and future needs of the local population.

***Policy 1.1d:*** Provide, through land use regulations, the potential for a broad range of housing choices to meet the needs of the community.

***Policy 1.1e:*** Housing developments shall conform to the zoning districts that they are contained within.

***Policy 1.1f:*** Conservation subdivision design should be considered in any new subdivisions in the Town.

***Policy 1.1g:*** Identify residential areas in transition on the General Plan Design map for appropriate future non-residential development.

### **Commercial**

***Objective 1.1:*** Encourage harmonious and well-planned commercial development which will serve the needs of the Town residents, tourists and the specialized needs of the rural areas.

***Policy 1.1a:*** Areas already characterized by commercial development and where services and facilities are available should be given preference.

***Policy 1.1b:*** Ready access to adequate public water supply, public sanitary sewer service, stormwater drainage facilities, electrical power, natural gas supplies, and communications should be available.

***Policy 1.1c:*** Points of vehicle entry and exit should be properly located and controlled to prevent safety problems and traffic congestion on adjacent arterial streets. Adjacent streets should be capable of accommodating the increased traffic associated with the commercial development.

***Policy 1.1d:*** Emphasis shall be made to provide adequate landscape screening “buffer” between commercial uses and adjacent noncommercial uses.

***Policy 1.1e:*** Adequate building setbacks should be provided from abutting roads and highways.

### **Industrial**

***Objective 1.1:*** Provide planned locations for industrial parks or business parks that have access to major traffic routes but are appropriate for the character of the area. By focusing development in these specific areas, the communities will be better served.

***Objective 1.2:*** Future heavy industrial uses should be encouraged to locate within designated industrial and business parks.

***Objective 1.3:*** Intensive industrial uses should not be intermixed with retail commercial sales, residential, governmental, or institutional uses.

***Policy 1.1a:*** To be permitted, industrial development should not detract from the community’s appearance, over burden community services nor clutter any “Door Way” into the Town of Union.

***Policy 1.1b:*** The Town should consider developing a set of design standards for industrial/business park settings with consideration to the following nine elements:

1. Landscaping and fencing should be designed to establish a clear edge along the side of the site that is visible to motorists and others passing by or viewing the site;
2. Design entries to the site as gateways for vehicular entrances, marked with decorative items or other features more prominent relative to the other features surrounding the site or road. The construction materials should be similar to those used for the building and other site amenities;
3. Establish lighting and sign controls allowing for soft lighting (limited only to the site) and signs that fit the area's character;
4. Integrate road drainage with site design;
5. Encourage landscaping continuity not fragmentation;
6. Save existing trees whenever possible;
7. Utilize double or single rows of trees or shrubs when a visual screen is needed;
8. Make service areas attractive; and
9. Make vehicle entrances appealing to motorists.

***Policy 1.1c:*** The site should have available adequate water, sanitary sewer, stormwater drainage natural gas and electric supplies.

***Policy 1.1d:*** The site should have direct access to an arterial and highway system.

***Policy 1.1e:*** Industrial sites should have adequate buffering from adjacent non-industrial uses.

***Policy 1.1f:*** The site should have adequate points of entry and exit, an internal street system, along with adequate off-street parking and loading facilities.

### **Natural and Cultural Resources**

***Objective 1.1:*** Encourage preservation of water resources, unique open spaces, and other cultural and natural resources while furthering the integration of existing natural areas (contiguous woodlands, meadows, open spaces, etc) into site designs creating environmental corridors throughout the planning area for wildlife habitat and/or pedestrian linkages.

***Policy 1.1a:*** Promote residential subdivisions that relate to natural and cultural features.

***Policy 1.1b:*** Utilize the environmental corridor designation of the General Plan Design to promote/preserve wildlife habitat and trails where appropriate.

***Policy 1.1c:*** Preserve buildings (churches, historic homes and buildings), structures (bridges, etc.) and other landscape features (cemeteries, etc.) that are part of the Town's cultural history.

***Policy 1.1d:*** Promote trail systems within natural corridors developed with a number of connecting points to existing pedestrian paths/sidewalks.

***Policy 1.1e:*** Carefully control the types of developments within and adjacent to the comprehensive plans identified environmental corridors (depicted on the General Plan Design) by establishing an overlay district under the zoning code.

***Policy 1.1f:*** Promote continued public access to remaining undeveloped waterfront areas.

### **Community Services**

***Objective 1.1:*** Continue to provide adequate areas for public services and encourage private and public delivery of community services in order to reach the desired vision of this plan.

***Policy 1.1a:*** The Town of Union should continue to monitor services provided to residents and explore options of maintaining/improving upon the level of existing services.

***Policy 1.1b:*** The Town of Union should work with the adjoining towns and Door County to help provide future services as effectively and efficiently as reasonably possible.

***Policy 1.1c:*** The Town should continue to address the facility and program needs of the elderly population and those approaching senior status.

***Policy 1.1d:*** The Town should explore child care facility needs.

### **DEMOGRAPHIC TRENDS AND FORECASTS**

The following summary includes information regarding the town's demographic trends, age distribution, education levels, income levels and employment characteristics, as well as population, housing and employment forecasts.

#### **Existing Conditions**

##### **Demographic Trends**

The Town of Union has grown slowly but steadily since 1900; from 639 persons in 1900 to a total of 880 persons in 2000. The 2000 Census count was more than 22 percent higher than that of 1990 which was recorded at 721 persons. The Town's population is projected to slowly increase throughout the remainder of the 20 year planning period to an estimate of 991 persons in 2025, or an increase of 12.6 percent.

##### **Age Distribution**

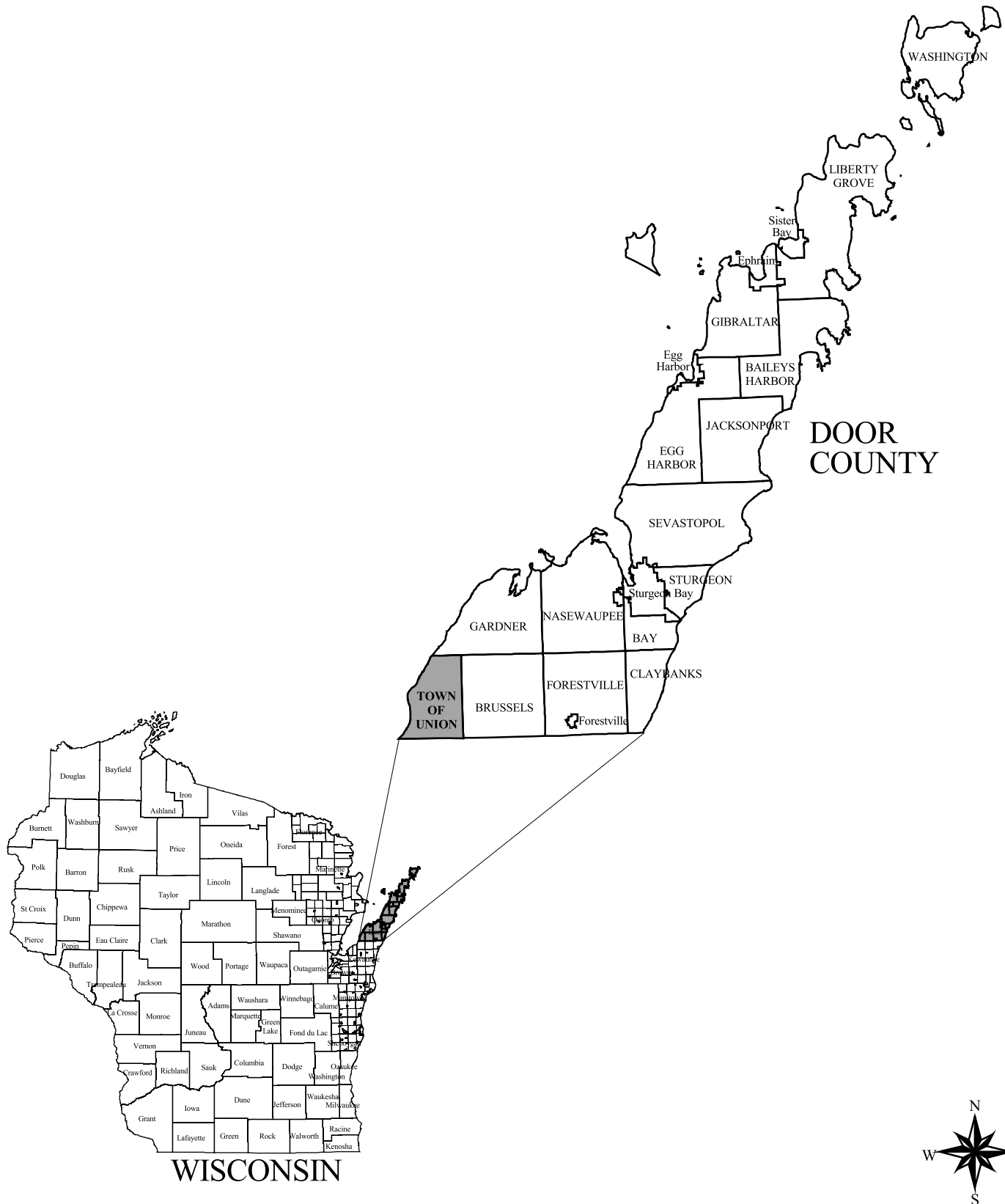
In 2000, the greatest percentage of the Town's population was in the 35-44 age groups with 16.5 percent, while the 25-34 age groups had fallen to 11.1 percent from the 17.3 percent recorded in 1990. The 45-54 age groups comprises 14.5 percent of the Town's population. Although a majority of the Town's population was still within the "Prime Earning" age group of between 25 and 54, the 55 and over population is increasing significantly from approximately 21 percent in 1990 to 25 percent in 2000.

The percent of the Town's population that is of "school age" between the ages of 5 and 17 is slightly higher than the state and considerably higher than that of the county. In 2000; 20.5 percent of the town's population was of school age, while 19.1 of the State's population and 17.5 percent of the County's population were between the age of 5 and 17.

# Town Location

Map 1.1

Town of Union  
Door County, Wisconsin



Source: Town of Union; Door County County; Bay-Lake Regional Planning Commission, 2007.



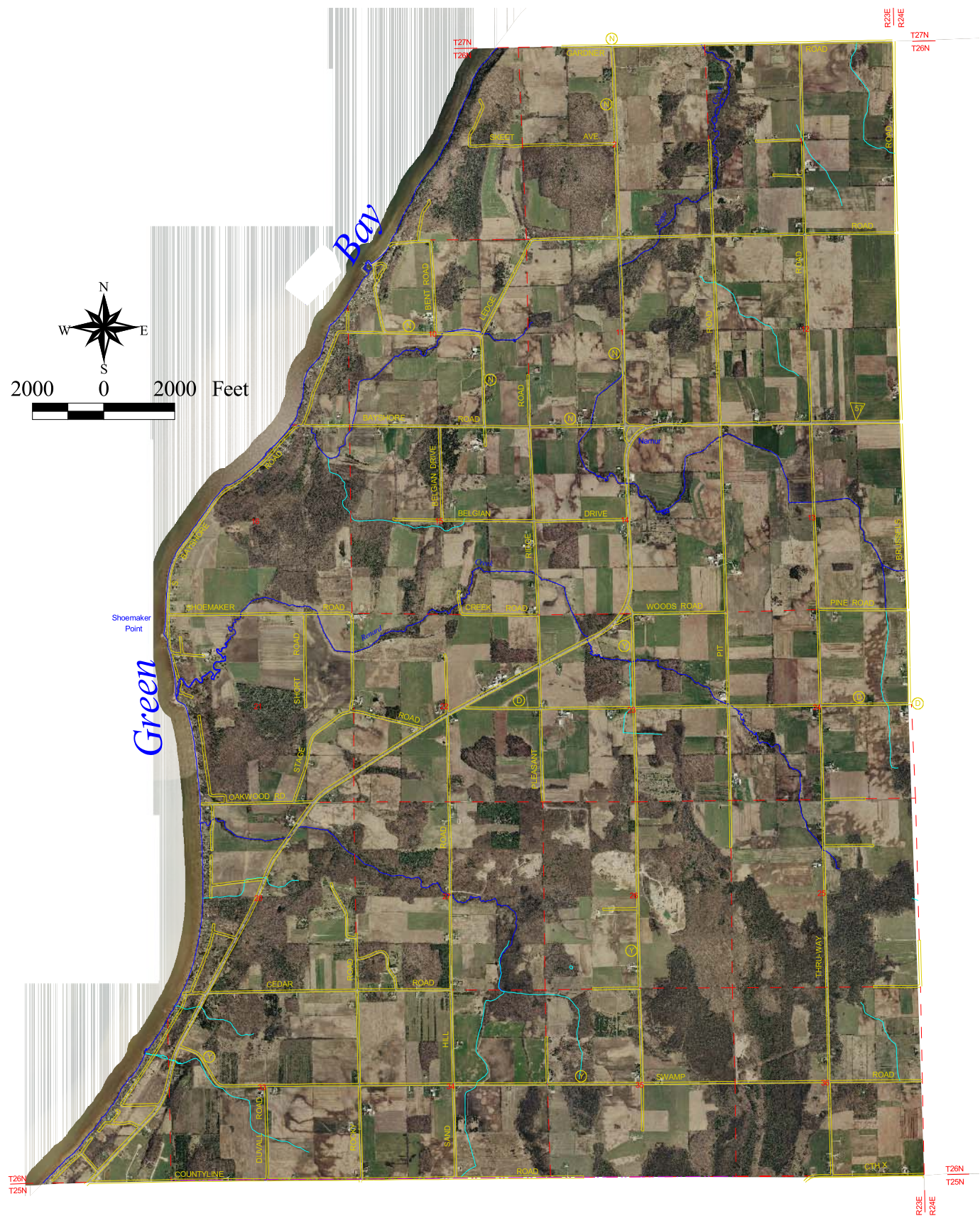


# Planning Area

## Town of Union

### Door County, Wisconsin

Map 1.2



Source: Door County, 2003; Town of Union; Bay-Lake Regional Planning Commission, 2007.



# **CHAPTER 2 FUTURE LAND USE PLAN**

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## **CHAPTER 2 - FUTURE LAND USE PLAN**

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### **INTRODUCTION**

This element provides the future land use plan for the Town of Union. The data included in Part II of this document was instrumental in the development of the town's future plan. Present and future land use needs such as the amount of land needed to accommodate future growth, plus a basic strategy and physical plan to guide the location, density, and intensity of land development is contained within this element.

The planning *criteria* and *constraints* presented within this chapter, along with the demographic trends detailed in Chapter 6 have been utilized to develop a projection of future land use demands and to assist in guiding the selection of future locations for specific types of land uses. Existing land use controls were also inventoried to assist in the development of the General Plan Design (GPD). The General Plan Design portion of this chapter identifies the wishes of the community relative to how development should occur within the plan's timeframe and it provides direction to residents, the business community, and government officials. The General Plan Design will serve as a guide to the Town Plan Commission and members and the Town Board in their decision-making processes.

### **PLANNING CRITERIA**

Planning criteria are developed in order to give a community a basis from which their land use recommendations can be made. Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use developments. The planning criteria used by the Town, when developing the General Plan Design, was based upon values identified by the State (Smart Growth Criteria), and the Town of Union Goals, Objectives and Policies identified in Chapter 1.

#### **State and Local Planning Criteria**

The general plan design for the town will:

- Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, agricultural, commercial and industrial structures;
- encourage rural residential sub-division designs that support a range of transportation choices;
- protect natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources;
- protect economically productive areas, including farmland and forests;
- encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs;
- preserve cultural, historic and archaeological sites;
- encourage coordination and cooperation among nearby units of government;
- build community identity by enforcing design standards;

- provide an adequate supply of affordable housing for individuals of all income levels throughout each community;
- provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses;
- promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels;
- balance individual property rights with community interests and goals;
- promote the land use developments that create or preserve varied and unique urban and rural communities; and,
- provide 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.

### **LAND USE ISSUES AND CONFLICTS**

The current development within the Town of Union has occurred over several decades with few conflicts between uses. However, opportunities for conflict can arise, especially as residential growth occurs in historically agricultural areas, and commercial or industrial development occurs adjacent to residential uses. The County and Town Zoning Ordinances stipulating adequate buffers, screening and setbacks will alleviate much of the incompatibility that may occur.

The General Plan Design addresses areas for uses with regards to their neighboring parcels and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities.

### **ANTICIPATED LAND USE TRENDS**

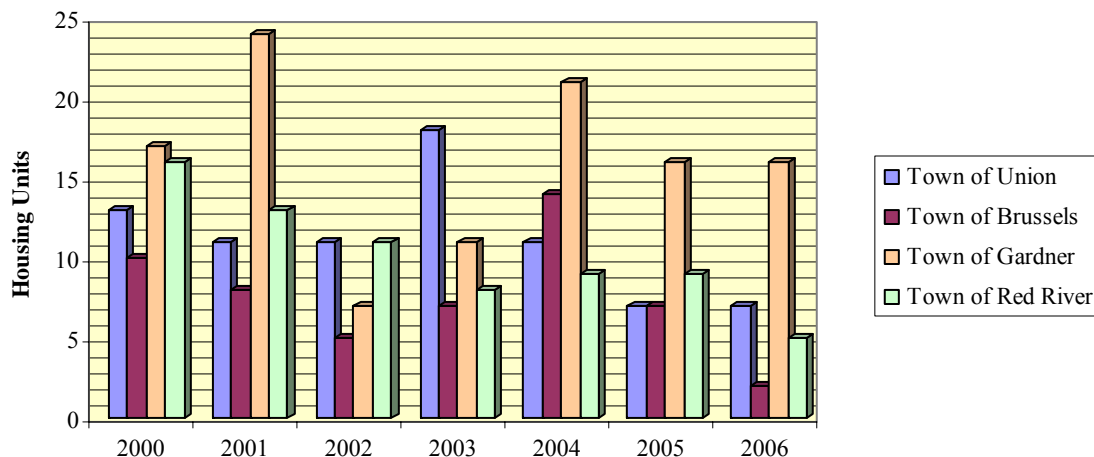
Analyzing data presented in Part II of this document, the following land use trends were identified for the planning period. It is expected that these trends will influence the Town of Union's future growth and preservation. The town will need to address these trends over the next two decades in order to reach the desired vision. The following land use trends were used to provide direction in the development of the General Plan Design, along with the goals, objectives, and policies, and issue identification process.

- The demand for larger lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
- The natural features of the area will continue to be maintained, preserving the natural vegetative structure resulting in the protection of wildlife habitats.
- The statewide trend toward fewer but larger farms will continue and the larger farms will become more industrial in operation in order to improve efficiency.
- The new four-lane STH 57 will continue to be an attractant to multipurpose commercial activity (small retail, professional services, general purpose shopping) as businesses attempt to capitalize on the highway's high volumes of traffic, visibility and ease of access.
- The southern portion of the County (including the Town of Union) may experience a demand for senior housing and related transportation services as the population ages.

- As computer technology continues to advance in global information (Internet), home occupations will likely increase.
- There will be continued growth in health care and the institutional/professional industries.
- The rural character will continue to be maintained in the Town of Union, preserving the natural, open space landscape resulting in the protection of wildlife habitats and environment.
- Alternative design techniques will be explored (e.g., conservation subdivisions and clustering) to preserve the rural make-up of the Town while allowing development to occur.
- The use of on-site wastewater septic systems and individual groundwater wells will continue within the Town

According to the State of Wisconsin Demographic Services Center report from January 1, 2000 through December 31, 2006, there were a total of 75 housing unit (including manufactured and mobile homes) additions in the Town of Union compared to 53 units in the Town of Brussels, 110 units in the Town of Gardner, and 71 units in the Town of Red River (Figure 2.1). During that same time span there were 28 housing units razed or removed from the town for a net increase of 47 housing units.

Figure 2.1: Housing Unit Additions, Town of Union and Select Communities, 2000 - 2006



Source: State of Wisconsin Demographic Services Center, 2007; and, Bay-Lake Regional Planning Commission, 2007

## **DEVELOPMENT CONSIDERATIONS**

### **Environmental and Public Utility Considerations**

The abundance of agricultural lands and open space features add significantly to the aesthetic appeal of the town while providing important ecological and environmental functions such as storm water retention and flood control.

### **Redevelopment Opportunities**

Redevelopment possibilities within the Town of Union include non-metallic mining sites (sand and gravel pits, stone quarries) that are required to be reclaimed and restored to a condition that allows for a productive post-mining use.



## **Land Supply & Value**

### **Amount**

Being a rural community, there is a significant amount of land available for future development within the Town of Union.

### **Demand**

The rural nature of the town offers itself to development as the demand for larger lot sizes and open space properties increases. Demand for property is a function of many factors. Obviously waterfront is and probably will always be in demand even at premium prices that have reached \$3,000 to \$4,000 per linear foot of frontage. The demand for highway commercial lands in the Town of Union may increase along STH 57 during the 20 year planning period.

### **Price**

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the town will continue to fluctuate as the market continues to change.

## **DESIGN YEAR LAND USE PROJECTIONS**

### **Five-Year Incremental Land Use Projections**

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, industrial and agricultural land uses in the community over the twenty year planning period. The Town of Union's future land use projections can be viewed in Table 2.1.

### **Residential Projections**

The methodology used to project the town's future residential land use acreage employed the following:

1. The projected housing needs,
2. an average dwelling unit per 1.5 acre ratio for housing development,
3. a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

### **Commercial Projections**

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the town based on the 2004 land use inventory.

### **Industrial Projections**

Industrial lands are projected in the same manner as the commercial lands by using the current ratio of residential acreage to industrial land use acreage by parcel in the town based on the 2004 land use inventory.

Table 2.1 illustrates the potential amount of acreage needed for future developments within the Town of Union through 2025 based on the WDOA population projections. These projections



allow the town to achieve its vision of preserving its rural make-up of agricultural lands and open spaces.

Table 2.1: Five-Year Incremental Land Use Projections, 2005-2025, Town of Union

Year	Residential*		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2005	42	42	2	2	4	4
2010	103	145	4	6	8	12
2015	164	309	8	14	16	28
2020	215	524	13	27	26	54
2025	250	775	20	47	40	94

Source: Bay-Lake Regional Planning Commission, 2006.

This is a net total for residential development. There are several other factors that must be taken into consideration including,

- it is **not** the intent of the plan to see an entire area within a classification to develop, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the nature of the area;
- within residential growth areas, lands must be allocated for future roads, parks, and recreation areas.

In most standard residential developments, these additional factors generally account for approximately 25 percent of the gross land area. Therefore, the gross total for land allocated for residential development should be approximately 950 acres in the town.

### **Agricultural Projections**

Agricultural activities comprise the primary use of land in the Town of Union and it is the town's intention to preserve as much of these remaining farmlands as possible over the next 20 years. As development pressures continue to grow, developments in these farmlands should be directed to areas not considered productive agricultural land or to areas where services are more readily available.

### **GENERAL PLAN DESIGN**

The General Plan Design indicates the classes of future land use. The General Plan Design classifications and a general description of each are as follows:

#### **Town of Union Future Land Use Plan**

The following text discusses each of the major future land use classifications as depicted on the Town of Union General Plan Design map. It should be noted that the specified classification does not designate individual areas within the classification for development; rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within the classifications.

The Town of Union General Plan Design has seven classes of future land use. The classifications and their locations are discussed in the following section:

1. Agricultural
2. Rural Residential
3. Shoreline Residential
4. Mixed Use (Residential/Commercial/Business)
5. Industrial
6. Institutional/Governmental/Public Lands
7. Environmental Corridors & Wetlands

### **1) Agricultural**

This land use classification is intended to identify and preserve large tracts of land that have historically demonstrated high agricultural productivity. It is also intended to accommodate certain nonagricultural uses which may require spacious areas to operate or where natural resource exploitation occurs. Lands identified in this district include those designated as primary or secondary farmland preservation areas in the Door County Farmland Preservation Plan-1982. This district is also intended to provide farmland owners with additional management options by allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. Lot sizes of at least two acres are required. In order to promote the preservation of open space, natural features, agricultural lands, and the town's rural character, the use of planned residential development is permitted in this district by which residential density may be increased from 4 units per 40 acres to 8 units per 40 acres.

### **2) Rural Residential**

This classification is intended to identify the periphery of the active agricultural lands within the Town of Union - where a mixture of large-lot residential and open space is desired or already exists. The intent of this classification is to maintain good quality single-family residences in areas of moderate density where sewer is not available. Lots must be sized large enough to provide land for the replacement of private on-site wastewater treatment septic systems and drainage fields. This district also permits home businesses. It is intended to provide additional development options to homeowners by allowing certain businesses to be established in conjunction with residences.

### **3) Shoreline Residential**

The classification is intended to provide for single family residential development at fairly high density along the Green Bay shoreline from the Town of Union on the south to the Town of Gardner on the north. This district is located along the shoreline within the shoreland zone where smaller lots are more common. Lot sizes of at least 20,000 square feet are required for new residential lots.

The Plan anticipates and accommodates a second and even third tier of development that, over time, may occur along the bay shoreline, although great care and consideration should be given before approving proposed "conservation subdivisions" that utilize "keyhole" design to access the shoreline.

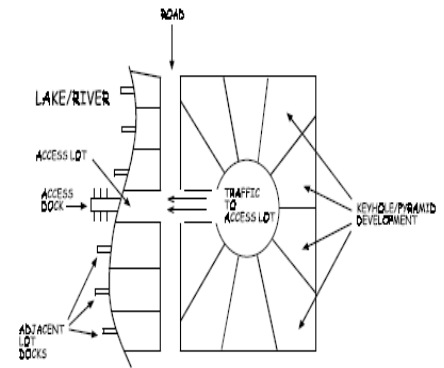
### ***Keyhole Lots***

Keyhole lots are created when a single shoreline lot serves as an access point for several backlots that do not have water frontage.

If not properly managed, a subdivision development in which several lots have access to the water through a lot abutting the water has the potential to:

- Adversely affect the natural beauty of an area by accommodating higher boat and vehicle traffic and clearing the area of shoreline vegetation.
- Have a detrimental effect on the ecology of the near shore zone by increasing boating traffic within the lake system.
- Increase user conflicts and overcrowding.
- Increase the amount of polluted runoff entering the waterway.

Within this land classification, natural features such as wetlands should be protected by adequate buffering from development.



## **4) Mixed Use (Residential/Commercial/Business)**

This category accommodates a mix of both residential and commercial/business uses and is designed to accommodate areas in the Town where that mix currently exists or is likely to occur. This district is to be located within or near existing crossroads communities such as Namur.

Oftentimes, particularly in rural areas, home businesses grow from basement or spare bedroom, to garage or shop, to a fully function commercial enterprise. Careful consideration of building designs and locations, exterior lighting, parking areas, street access, number of employees and hours of operation will allow the business to operate with little impact on surrounding residential land uses.

## **5) Industrial**

This classification is intended to provide for manufacturing, warehousing, and other light industrial operations. It is also intended that this district be used for the location of trade or contractor establishments, commercial storage facilities and similar businesses. Such uses should not be detrimental to the surrounding area or to the Town as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, degradation of groundwater, or other nuisance factors. Such uses may be subject to requirements that will reasonably ensure compatibility.

This classification identifies existing industrial uses including gravel pits. This classification can also be used for industrial or business parks although, due to the absence of public infrastructure such as water or sewer, such development is not encouraged.

## **6) Institutional/Governmental/Public Lands**

This category includes existing governmental and institutional uses as well as any major tracts of land in public ownership. Community centers, town hall, parks and publicly owned open spaces are included in this land use category.

## **7) Environmental Corridors and Wetlands**

The Environmental Corridors category includes sensitive environmental areas having characteristics critical to the environmental enhancement, ecological stability and water quality of the area. Development within these areas is to be strictly limited and strongly discouraged. Sensitive environmental areas include the following features: major river, stream valleys and drainageways and an associated 75-foot setback, 100-year floodplains, and all mapped WDNR and Corps of Engineers wetlands. The plan recommends that these areas be protected from encroachment and that they be used for resource preservation and low-impact recreational uses. These areas would be used as floodwater drainageways and stormwater retention areas. Also, these features provide an environmental area for parkways and an attractive background for residential development.

### **Recommended Development Strategies**

The classifications detail the type, location and density of use. This portion of the plan will detail further recommendations on the land uses within the Town of Union. The following text discusses each of the major future land use classifications as depicted on the General Plan Design map. It should be noted that the specified classification does not designate individual areas within the classification for development; rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification to develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion.

The General Plan Design Map (Map 2.1) illustrates those areas within the Town of Union where development is most reasonable, creating efficient development patterns and providing access to municipal services in areas of denser development.

The majority of the lands in the Town are planned to contain a predominance of agricultural lands and open space with a secondary mix of residential developments. Commercial and industrial lands are identified at the crossroad community of Namur. Smaller lot, residential development is expected to continue along the bay shoreline. The remainder of the town is encouraged to be preserved. The majority of the lands will remain as agricultural land, undeveloped woodlands or open space until a more suitable use can be determined. In addition, lands sensitive to development (wetlands, floodplains, steep slope, etc.) should be protected, with developments being steered away from them, retaining the natural beauty of the surrounding rural lands. New developments in the Town need to be closely monitored to ensure that they comply with the plans of the surrounding area prior to being accepted or denied. The Town shall work with the surrounding towns and Door County in order to accomplish the objective.

### **Residential Strategy**

The greater part of the land area within the Town of Union is envisioned to remain in agricultural and open space uses with a mix of rural residential development. These areas were recognized by the Town as areas that would create effective development patterns through infilling and that were easily accessible to municipal facilities and services. These areas are encouraged to include single-family residential development. However, it is not the intent of the plan to see an entire area within the residential classification develop, rather the specified uses should be consistent with type, sizes and density. In, addition some of the lands in the classification would hinder development based on the nature of the area. Also lands must be allocated for future roads and other public amenities. As new residential development occurs within this classification, it is

encouraged that areas sensitive to development, along with a percentage of open spaces be preserved.

The purpose of this classification is to maintain the Town's character with new development and through the rehabilitation and redevelopment of existing residential areas. This classification includes a mix of densities of single family residential developments throughout the Town.

*Recommendations:*

1. **Existing clustered residential developments throughout the Town of Union are proposed to remain intact.** Residential developments found throughout the Town will continue throughout the 20-year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures.
2. **New residential developments within the Town will comply with the Town of Union Zoning Ordinance.** Residential densities for new development within the Town should follow the current standards.
3. **Infill development shall be a top priority for future development.** It is recommended vacant lands within the Town should be developed prior to the Town approving any major new developments.
4. **New housing developments should ideally enhance and improve the areas in which they are sited.** Future development with building criteria that is similar in scale and density to the surrounding land uses is preferred.
5. **Ensure that there is adequate housing for all persons in the Town.** Housing should be provided for people with low to moderate income, the elderly, and residents with special needs. A mix of new housing is recommended, including starter homes, making home ownership more attainable by lowering costs and expenses. The Town should become involved in programs to address the Town's housing needs.
6. **Future residential developments shall be sensitive to natural features within the Town.** Environmentally sensitive lands in new areas of development should be preserved to the greatest extent possible to preserve the wildlife habitat and promote these lands for recreational uses within the Town.

### **Commercial Strategy**

This category permits both residential and commercial uses and is designed to accommodate those areas of the Town of Union with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Typically, this district will be located within or near existing communities. In addition, this district can be used as a transition between business centers and strictly residential areas.

*Recommendations:*

1. **Whenever possible, existing vacant structures should be utilized for more viable uses.** Structures that are outdated or vacant should be considered for adaptive re-use, converting the structure to a more economically viable use.
2. **Offer a diverse range of sites for different kinds of commercial development.** These sites could include areas for small scale infill buildings, expansion of existing structures,

preserved and restored historic structures, and buildings replaced with new structures which conform with the surrounding area.

3. **Commercial uses along STH 57 are envisioned to continue as well as develop further.** It is expected that not only will a mix of future commercial locate along the road corridors in a linear pattern scattered along the route, but will likely cluster at the bypass interchanges allowing for compatible businesses to capitalize on one another, hoping to attract additional patrons. Clustered sites at intersections should be allowed, but should provide a common theme in signage, allow for shared parking and driveways, have ample landscaping to break-up the parking areas as well as to shield the view from the highway, and do not negatively impact neighboring residential properties. It is important for the Town to closely involve itself in the design of future establishments through building scale and appearance, and to ensure that its major transportation corridors are not cluttered with distracting and potentially dangerous intersections. Each project will need to be scrutinized on a case by case basis.
4. **Enhance the Town's major entryways to better protect the Town's identity.** STH 57 is a major entryway through the Town and should receive the most scrutiny when being developed. Signage, lighting, and landscaping need to reflect the Town's character, especially within these areas, for development to occur. Recommended commercial signage for these areas should provide a common theme. All lighting shall be properly shielded so light shining outward and upward does not inhibit the nighttime views. Landscaping shall be composed of natural vegetation, and earth mounds, and shall buffer commercial parking lots as well as be integrated within the parking area to break-up large expanses of asphalt/concrete. It is important for the Town to control these three aspects of commercial use, for an area filled with blaring lights, competing signage, and vast areas of asphalt and concrete distract drivers, detract from the look of the Town and create a negative vision for the remainder of the community.
5. **Ensure that commercial development is efficiently planned.** As pressure for development begins, Town officials need to ensure that development occurs in a planned and well thought out manner.
6. **Highway commercial centers should be jointly developed.** It is highly beneficial to get these identified highway sites designed and developed concurrently, through an area development plan, which would detail driveway access, driveway locations and design, and future building sites and building appearance, as well as sign design. Potential buyers and developers are encouraged to do this as the best overall approach. The Town should pursue this approach rather than allowing a piece by piece method which could lead to inconsistent building designs, etc.
7. **Home-based businesses are envisioned to remain.** With the access to the internet and the ability of faxes and computers, home-based businesses are a viable economic resource. This plan intends to have compatible businesses remain as home-based throughout the Town - which are those described as being not discernable from the road or edge of property except with the use of a small sign. Those businesses that have discernable traffic, noise, odor, outside storage are to be considered a commercial use and required to be within a commercially designated area. This will assist in maintaining the character of the residential developments along with minimizing conflicts.

8. **Commercial signage will continue to be controlled.** In order to control sign's appearances, rather than allowing signs to control the Town's appearance, the Town will need to review and possibly strengthen its sign controls under general zoning. Billboards along with signs that are inflatable, glittering, flashing, rippling, sparkling, strings of lights, made with tinsel, "pom poms", pinwheels, pennants, banners, and streamers can have the potential to degrade the community's entryways ("doorways") and need to be limited. It is also recommended that changeable lettering, electronic messaging, and trademark colors be prohibited because they are often deemed disruptive.

## **Industrial**

This classification identifies existing industrial uses including gravel pits. This classification can also be used for industrial or business parks.

### *Recommendations:*

1. **Existing industrial sites within the Town are expected to remain throughout the planning period.** Many of the existing industrial sites within the Town are located near adequate traffic routes, rail service as well as public utilities. These industrial sites are expected to continue, with the potential for additional industrial developments to occur within these areas.
2. **Encourage buffers to prevent incompatibilities with existing land uses.** Industrial developments near shall incorporate buffers to lessen conflicts and maintain the character of the adjacent development.

## **Institutional/Governmental/Public Lands**

This category includes existing governmental and institutional uses as well as major tracts of land in public use or under WDNR ownership. This plan identifies the Town Hall, existing churches and cemeteries, and school facilities as uses within this classification. These uses are expected to remain throughout the 20-year planning period.

## **Governmental/Institutional**

### *Recommendations:*

1. **The Town will continue to monitor services provided to Town residents.** Residents feel that the services provided to them by the Town are good. However, the Town will continue to monitor the capacities of the existing services to ensure that the services provided are as effective and efficient as reasonably possible.
2. **Communication and Utility structures will complement the community.** Future locations of utilities shall be sensitive to developed areas as well as the aesthetics of the Town. High tension wires, transformer substations, communication towers, highway structures, etc. can have quite a negative effect on adjoining uses. Many are put in because of ease of the location or because they are central to the area but many do not consider the effects they have on adjoining property values, their views, etc.
  - Transmission lines shall not unnecessarily cross over/through residential developments in the Town or areas set aside for natural resource protection or recreation. Likewise, utility lines shall be encouraged to follow edges of natural features (that parallel roads) rather than roadways to maintain aesthetics of the Town by minimizing their negative visual effects.

- Types of substations shall be heavily screened with natural vegetation from neighboring properties and roadways for aesthetic purposes.
3. **Work with other agencies to address the issue of telecommunication towers and antennas.** In the future, the Town may experience an increased demand for locating telecommunication antennas and towers with the expanding use of cell phones. To address the telecommunication tower issue, it is recommended that the Town, along with UW-Extension, and other professional agencies develop a program to educate community officials and citizens on the existing rules and regulations associated with these structures. In addition, the program should be used to discuss issues such as alternate structures, joint use of new and existing towers, and visual and other potential adverse impacts of telecommunication towers. In addition, the Town must be informed as to when and where possible telecommunication towers may be constructed in the Town.
  4. **Ensure the updating of the Town of Union Zoning Ordinance.** The Town will continue to update its Zoning Ordinance in order to best protect the residents' quality of life, while providing the needed controls over incompatible uses.

### **Transportation**

The Town's transportation network is more than adequate, given the efficient network of county and town roads and State Highway 57.

#### *Recommendations:*

1. Develop an "Official Map" to delineate future road extensions. The Official Map should be consulted when the Town Plan Commission and Town Board review development requests to ensure that all new developments conform to the Official Map. In addition all new subdivision's streets must conform to the Official Map by extending to identified intersections;
2. Continue the conscientious administration and application of the *STH 57 Highway Corridor Overlay District* requirements contained within the Town of Union Zoning Ordinance in order to preserve the function of the state highway and the natural scenic character of the town.
3. Continue to ensure that minimum transportation standards are met for new developments;
4. Ensure adequate parking with future commercial development. Parking lots are encouraged to have adequate and complementary landscaping;
5. Continue to monitor the conditions of road pavement and bridges and maintain them as needed;
6. It is also highly recommended that a Pavement Management Plan be utilized by the Town. The PMP provides a detailed inventory and description of all the Town roads; provides a detailed surface condition survey of those roads; defines the goals and objectives of the Town with respect to their road maintenance and repair; and ultimately establishes a long-term maintenance schedule that prioritizes road maintenance and repair needs.



## **Environmental Corridors and Wetlands**

The preservation and protection of natural areas within the Town of Union will become increasingly important as population and development pressures increase. Many natural features are either unsuitable for development, enhance the appearance of the Town, improve natural processes such as flood control, water retention or groundwater recharge. Wetlands, floodplains, the escarpment, and the bay of Green Bay are all significant natural features within the Town of Union. The plan recommends that these areas be protected from encroachment and that they be used for resource preservation and low-impact recreational uses. These areas would be used as floodwater drainageways and stormwater retention areas. Also, these features provide an environmental area for parkways and an attractive background for residential development.

### *Recommendations*

1. This plan recommends that the natural features within the Town remain in their natural state or be minimally modified for possible recreational uses. Environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) DNR wetlands, (3) steep slopes of 12 percent or greater, (4) and a 75-foot water setback for buildings from all navigable waterways. These four elements provide serious limitations to development and the floodplains, wetlands and the building setback are generally regulated by either the federal, state, or county government. Together, these elements represent the areas of the Town that are most sensitive to development and are intended to be preserved. The corridors are an overlay to the general plan and should be utilized as a reference showing these sensitive areas.
2. Educate residents on conservation practices and include private and public agencies to assist the Town in preservation techniques. Gaining education materials from preservation groups as well as agencies in charge of natural resource control will be very helpful in educating the public to the benefits of preservation. Information detailing the existence of agencies willing to compensate property owners for their development rights as well as information on sources of money to help purchase sensitive lands should be presented.
3. Utilize natural areas to enhance new residential areas. It is encouraged that the Town preserve large natural areas and/or features within possible subdivisions to enhance/retain buffers between residential uses and transportation routes, sheltering the developments while also helping to hide the developments from views along the routes.
4. Make use of Environmental Corridors for the expansion and updating of parks and recreational facilities. The intent is to see a continuation and possible extension of park and recreation opportunities. This includes upgrading facilities to meet the needs of citizens with special needs along with providing opportunities for all ages of the population. Ensure that the recreational facilities are properly maintained and are compliant with the Americans with Disabilities Act (ADA) safety regulations.
5. Utilize defined open spaces as possible recreational sites. A green way is recommended along Green Bay in areas of new development. This will help preserve beauty of the shoreline, wildlife habitat and could provide for possible linkages to trails.

6. Cooperation in planning park and recreational facilities. If future recreational development occurs, it is recommended that the Town cooperate with developing agency(ies) and Door County to promote connectivity of recreational uses such as trails, especially linking residential areas to nearby parks, and other trail systems. These parks shall be accessible to all residents including those with disabilities.

### **IDENTIFIED SMART GROWTH AREAS**

During the planning process, the Town of Union Plan Commission developed the recommended future land use plans (Map 2.1) which identifies how the Town will develop and preserve land throughout the planning period. During this process the Plan Commission also identified areas that are considered “smart growth areas”. According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

### **SUMMARY**

Overall, the Town of Union 20-Year Comprehensive Plan is the result of approximately 24 months of preparation and work done by the Town Plan Commission working towards resolving several issues including:

1. finding a balance between individual property rights (the right to develop) and community wide interests and goals (the right to preserve);
2. steering residential developments to the most appropriate area in order to minimize land use conflicts;
3. recognizing the value of conservation areas and wildlife habitats by steering development away from these areas;
4. working with Door County and the surrounding communities to promote efficient development patterns;
5. identifying enough land to accommodate a variety of development over a 20 year planning period.

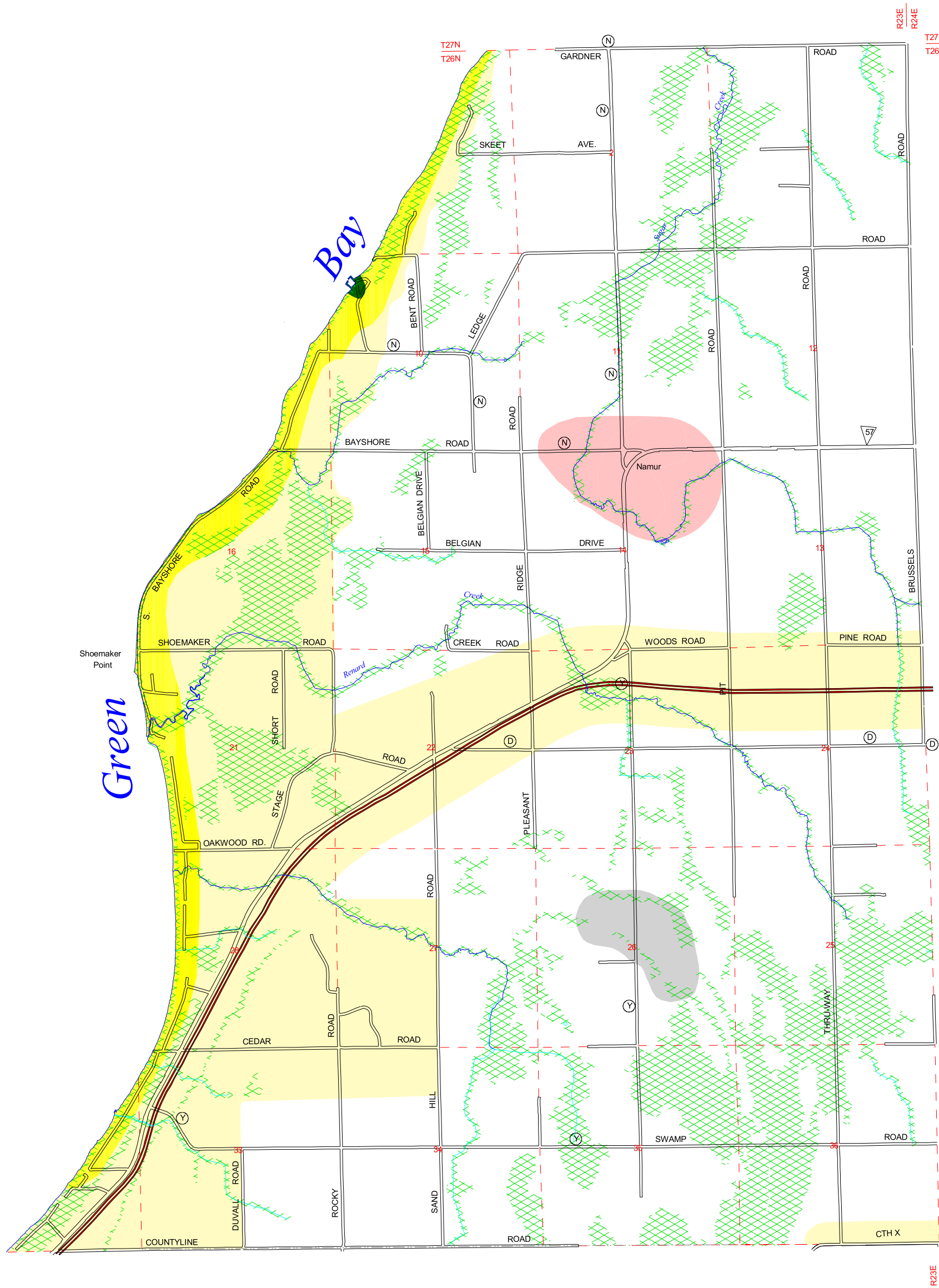
The effect that this comprehensive plan will have on the Town is twofold: (1) first, it identifies a responsible program to improve the overall condition and delivery of public facilities and services; and (2) second, it provides a future development scheme which is not only cost-effective but is also compatible with the Town’s existing development patterns and provides for the achievement of the vision and goals outlined within the plan.

In simple terms, the community must not only plan for new development that may occur, but must also plan on the timing and location of the new development that is within the general framework of this plan design. To accomplish this, the Town of Union Plan Commission, Town of Union Board, and all Town residents must work together in an organized and cooperative manner on all future planning efforts within the area. This may require unique agreements and joint planning with the adjacent Towns and Door County.

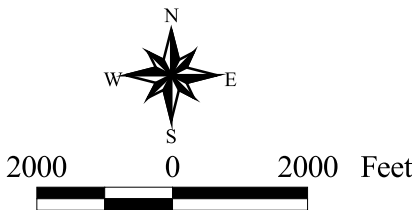
# General Plan Design

## Town of Union

### Door County, Wisconsin



- |  |                       |  |   |
|--|-----------------------|--|---|
|  | Shoreline Residential |  | Institutional/Governmental/Public Lands |
|  | Rural Residential     |  | Agricultural                            |
|  | Mixed Use             |  | Environmental Corridors                 |
|  | Industrial            |  | STH 57 New Alignment                    |



Source: Town of Union; Door County County; Bay-Lake Regional Planning Commission, 2007.



# **CHAPTER 3 IMPLEMENTATION**

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## **CHAPTER 3 - IMPLEMENTATION**

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### **INTRODUCTION**

This chapter provides information on the comprehensive plan process and its overall use by the Town of Union. More detailed information on various statutory powers which the community may utilize to implement the 20-Year Comprehensive Plan is also included in this chapter (under specific powers, the plan has identified recommendations for the community to consider in order to best bring about the vision identified in Chapter 1 of this document).

The final element in a comprehensive planning program is the implementation of the approved 20-Year Comprehensive Plan. The implementation of the Plan can take the form of:

- Carrying out the recommendations in the plan for specific projects, for example, creating an ordinance, establishing a park, etc;
- Using the plan as a guide to public and private decision-making on matters that relate to the development of the Town, for example, a rezoning request or a capital expenditure, and;
- Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

### **RESPONSIBILITIES OF LOCAL OFFICIALS**

#### **Role of the Plan and the Town Plan Commission**

Wisconsin Statute 66.1001 (3) stipulates that the land use controls for the Town of Union must be in conformance with their adopted comprehensive plans. The Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure that all supporting ordinances are consistent with the plan. When reviewing any petition or when amending any land controls within the community, the comprehensive plan shall be reviewed and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. If a decision that is inconsistent with the Plan needs to be made, then before the decision can take effect, the comprehensive plan must be amended to include this change in policy.

The Plan Commission will need to ensure that the comprehensive plan is updated at least once every 10 years per s 66.1001 (2) (i). Members of the Plan Commission need to become very familiar with the plan's maps and text as well as its stated vision statement, goals, policies, and programs. An annual review of the vision statement, goals objectives and policies is recommended to keep them current.

#### **Role of the Elected Officials**

The elected officials must make their decisions from the standpoint of overall community impact - tempered by site specific factors. In this task they must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgment on the matter at hand.

The comprehensive plan will provide much of the factual information elected officials need in making a decision, therefore, even though the prime responsibility of implementing and updating the comprehensive plan falls on the shoulders of the respective Plan Commissions, elected officials alike should become familiar with this important community plan and assert that

community support and resources are maintained to ensure the comprehensive plan stays current and viable.

## **IMPLEMENTATION AND LAND USE CONTROL RECOMMENDATIONS**

### **Zoning**

The Town of Union has administered and enforced a zoning ordinance since 2004. Previous to that date, Door County administered regulations in the shoreland and flood plain areas of the town (1,000 feet from the ordinary high water mark of Green Bay and 300 feet from the ordinary high water mark of rivers, streams and creeks. The plan recognizes that the preferred land use has a horizon year of 15 to 20 years in the future while zoning's authority is immediate upon adoption and posting. Therefore, there may be instances where the current use of the property and the long-range planned use may conflict. It would not be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on the market forces, the current political climate, and accuracy of the plan's assumptions.

The comprehensive plan's preferred land should be compared to the zoning map to determine compatibility and realignment within various districts. The Town Board will determine when re-zoning property is appropriate and should base their decision on the review of the proposal and a recommendation from the Plan Commission. It is not the intent that the zoning ordinance becomes a direct reflection of the plan in all instances, for the plan looks out to the future while the ordinance deals with present day.

The Plan Commission should provide ongoing review of the standards stipulated in Town ordinances, and recommend revision to the Ordinances when appropriate.

It is also the responsibility of the Plan Commission to prepare and recommend adoption of additional ordinances and regulations that further the "vision" of this plan.

### **Official Maps**

Under §62.23(6), a town that has adopted village powers may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the Town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.
4. The Town may wish to establish an official map that is consistent with the comprehensive plan (and the Town's subdivision ordinance) to assure new roads provide connectivity, to identify the location of a future interchange for STH 57, and to identify recreation areas.



A recommended technique for consistency with road alignments is to require *area development* plans prior to the approval of certified survey maps or subdivision plats. The Town would maintain full discretion in the design and approval of any area development plans and if approved, the plans would be incorporated as part of the official map for the specified area. Thus, developers would be required to assure the community that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land originally proposed to be platted. This would help avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

### **Floodplain Ordinance**

The Door County Floodplain Zoning Ordinance covers the Town of Union. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 59.99, and 87.30. The general purpose of the ordinance is to regulate development in the flood hazard areas to protect life, health and property. The regulations limit development within identified areas. In some instances it will be important to re-adjust the floodplain boundaries in specific areas. To do so the Town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and the FEMA for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **Shoreland/Wetland Ordinance**

The Door County Shoreland-Wetland Zoning Ordinance covers the Town of Union. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 59.99, 87.30, and 144.26. The ordinance recognizes that the uncontrolled use of shorelands and pollution of navigable waters of Door County would adversely affect the public health, safety, convenience and general welfare and would impair the tax base. The ordinance states that the legislature of Wisconsin has delegated the responsibilities to the counties to further the maintenance of safe and healthful conditions; to prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty. The ordinance regulates all lands within unincorporated areas of the county that are:

Within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages,

Within 300 feet of the ordinary high water mark of navigable rivers or streams or to the landward side of the floodplain which ever is greater.

The ordinance recognizes town zoning ordinances in that if the town ordinance is more restrictive than the county ordinance, the town ordinance continues to the extent of the greater restriction, but not otherwise. However, all county permits must be secured even though the town zoning provisions may be more restrictive.

Under the ordinance, the county reviews all land divisions of existing tax parcels in the shoreland area, pursuant to s.236.45, Wis. Stats. Under the ordinance, the county may require the installation of streets and utility improvements, the dedication of land for public streets, public

use, and public access to the navigable lakes or streams. The ordinance defines a subdivision *as a division of a lot, parcel or tract of land by the owner thereof or the owner's agent for the purpose of sale or building development where: 1. The act of subdivision creates five or more parcels or building sites of 1-1/2 acres each or less; or 2. Five or more parcels or building sites of 1-1/2 acres are created by successive division within a period of five years.* The ordinance further regulates the dimension of building sites, setbacks from water and highways, the minimum square footage of living space, removal of shore cover, filling, grading, lagooning, dredging, ditching, and excavating.

### **Subdivision Ordinances**

The Door County Land Division Ordinance is administered by the Planning Department and regulates:

- (1) Land divisions which create 4 or less parcels or building sites that are 10 acres or less in size either through a single division or successive divisions, by either the same or subsequent owner(s), within a period of 5 years.; and,
- (2) The creation of 5 or more parcels or building sites 10 acres or less in size either through a single division or successive divisions by either the same or subsequent owner(s) within a period of 5 years; and
- (3) The creation of a land-only condominium where building sites of 10 acres or less in size are established. *A land-only condominium is a condominium established according to Ch. 703, Wis. Stats., in which land is allocated into building sites where the individual portions of land are defined as "units."*

### **Sign Regulations**

Many communities are finding themselves having to regulate signage especially along transportation corridors, in order to preserve a sense of place and community character. As signs become bolder, have greater illumination placed on them, and have greater square footage, the sides of roadways and within community centers become places of growing confusion as each sign attempts to get your attention.

The Town regulates signs, by permit, through the application of its Zoning Ordinance.

### **Erosion and Storm Water Control Ordinances**

Under § 62.234 of the Wisconsin Statutes, the communities may enact a construction site erosion control and storm water management zoning ordinance. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

The Town does not currently regulate storm water drainage or construction site erosion.

### **Historic Preservation Ordinances**

As communities progress, historic preservation ordinances can assist them in protecting their culture and history. The ordinances provide identification, protection, enhancement, perpetuation and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a communities historical, architectural, archaeological, cultural, or aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition or new construction, ensuring that the features maintain their historical significance. In addition, historic

preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

In 2004, the Town adopted a comprehensive zoning ordinance modeled after that of the Door County Zoning Ordinance. The Ordinance creates a Historic Preservation Overlay District (HPD) that encompasses the entire town.

The purpose of the HPD Historic Preservation Overlay District is to effect and accomplish the protection, enhancement, and perpetuation of such improvements and of districts which represent or reflect elements of the Town's cultural, social, economic, political, and architectural history; safeguard the Town's historic and cultural heritage, as embodied and reflected in such landmarks and historic districts; stabilize and improve property values; foster civic pride in the beauty and noble accomplishments of the past; protect and enhance the Town's attractions to residents, tourists, and visitors for education, pleasure and general welfare; and serve as a support and stimulus to business and industry; and strengthen the economy of the Town.

The HPD zoning district is administered by a Historic Preservation Committee appointed by the Town Board.

### **Design Review Ordinances**

Design review can accompany many different development aspects and will assist communities in achieving the identified look and character they expressed within their vision statements and goals. These ordinances however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types and colors would be specifically identified within the ordinance.

The Town should provide ongoing review and assessment of the STH 57 Corridor Overlay District's design criteria in order to ensure that the regulations are current and consistent with existing building designs and architectural considerations.

### **Building/Housing Codes**

The Town should continue to enforce all applicable building/housing codes to ensure that properties are adequately maintained to preserve the character of the community and to protect property values. This is important especially for those older areas and for properties that are not owner occupied.

The Town should routinely review the codes to determine their effectiveness within their respective community.

### **Sanitary Codes**

The County has adopted on-site waste disposal regulations. Groundwater protection is of great importance to both the County and the Town of Union. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values.

The Town will need to work with Door County to ensure that strict compliance with all sanitary codes is adhered to within the Town.

The Town will want to review code enforcement with Door County to determine its effectiveness within the Town. Also, the Town will need to stay informed on any future changes to code minimum standards which may affect residents and their lands.

### **Lighting Controls/Ordinances**

As development encroaches in rural areas, communities find that not only are the open spaces and natural features being altered, but also the night sky they enjoy in the evenings. Yard lighting can change the character of a town as surely as any physical developments. This is indeed the case when lighting is deemed excessive - such as in the case of many commercial/industrial uses (i.e. lighting of stockyards, parking lots, equipment yards, etc.).

Direct lighting or glare can and should be regulated in order to maintain the character of the town that so many people want to preserve. Many light manufacturers have light cutoff shields that will limit or remove glare, thus increasing the lights effectiveness and lowering its overall energy consumption (adding savings to the owner). Currently lighting and its evening glare is one of the chief complaints residents have in communities across this state and nation and the manufacturers of lights have positively responded. There are many examples today of gas stations, malls, as well as street lighting that have non-glare lighting. The technology exists and non-glare lighting is no more expensive than the older inefficient lighting.

Consider a lighting control ordinance governing excessive light glare, especially over any operation that continues into the evening hours or may intrude on neighboring parcels or impact drivers' visibility.

### **COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing the community survey and nominal group session as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the General Plan Design as well as the specified implementation actions the town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

### **PROCESS FOR UPDATING PLAN**

As directed by §66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following §66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

It is envisioned that the comprehensive plan will be amended with the assistance of the Town of Union Plan Commission and that the Commission will follow the amendment process as outlined under §66.1001 (4)(b). Questions on procedures and resolution/ordinance languages can be forwarded to the Bay-Lake Regional Planning Commission for assistance.

## Plan Review Timeline

Plan Review Timeline										
Plan Components	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Goals, Objectives, Policies/Vision Statement					Review Chapter Goals					Review & Update Plan Goals
Population					Evaluate Against WDOA Estimates					Update
Housing										Update
Economics					Evaluate					Update
Growth Forecasts					Evaluate					Evaluate, Update
Natural Features					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Transportation					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Community Facilities					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Land Use					Inventory & Evaluate					Update, Inventory, Evaluate, Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals

Source: Bay-Lake Regional Planning Commission, 2006.

## IMPLEMENTATION WORK PLAN

The goals established in this schedule will be implemented over a 20-year planning period beginning in 2006 and running through the year 2025. They represent priorities for land use management for the Town of Union. The objectives provide more detailed and readily measurable steps toward reaching each goal.

The following implementation schedule has been developed to implement the comprehensive plan goals, objectives and policies. The plan outlines the responsible entity(ies) for each policy, cooperating agencies and a timeline for implementation. The implementation schedule should be evaluated and revised as needed on an annual basis



# CHAPTER 4 SUMMARY

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## **CHAPTER 4 - SUMMARY**

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### **INTRODUCTION**

The following chapter includes a summary of the natural and cultural resources, population and housing, economic, transportation, public facilities and land use information that, ultimately, has formed the basis for the Town of Union's 20-year plan for the Town of Union. The following summary narrative consists, of excerpts taken wholly or in part from the chapters contained within Part II of the comprehensive plan. The detailed data and information corresponding to each element of the Plan is contained within the corresponding chapters.

### **Natural, Agricultural and Cultural Resources**

#### **Climate**

The climate of the region in which the Town of Union is located is typical of eastern Wisconsin. The climate is classified as continental with cold winters, heavy snowfall, and warm summers with periods of hot, humid conditions. The nearby waters of Green Bay and Lake Michigan exert a modifying influence on the climate. The average annual precipitation is approximately 27 inches with the maximum occurring during May and June, and the minimum during January and February. The growing season averages approximately 161 days.

#### **Air Quality**

In April 2004, the U.S. Environmental Protection Agency (EPA) identified all of Door County including the Town of Union, as a "nonattainment" area, or area that does not meet the EPA's 8-hour ozone national air quality standard of 85 parts per billion. Studies and models by the WDNR and other groups indicate that the majority of the pollutants that form ozone are originating from the coal-burning power plants, the manufacturing plants and automobiles operating in northwestern Indiana, the Chicago area and southeast Wisconsin. The Lake Michigan Air Directors Consortium (LADCO) studies indicate that the ozone then drifts to areas such as Door County due to various weather patterns.

#### **Bedrock Geology**

The Niagara Dolomite bedrock formation of the Town of Union consists of sedimentary deposits formed during the Silurian age. These sedimentary rocks are solidified marine sediments that dip to the southeast towards Lake Michigan. The Niagara formation not only makes up the bedrock formation of the town, but also virtually all of Door County. The Town of Union is underlain by both Maquoketa Shale of Ordovician age along the shoreline and the western half of the town and by Undifferentiated Dolomites throughout the eastern half of the town. Maquoketa Shale is soft and has a distinctive bluish-gray color. The Niagara Escarpment, composed of Niagara dolomite, is not as prominent as it is to the north and south due to it being partly covered by glacial drift, although outcrops of both Maquoketa shale and Niagara dolomite do occur within the town. This series of sedimentary rocks overlie crystalline rocks of Precambrian age.

#### **Pleistocene or Glacial Geology**

Glacial lake deposits consisting of organic materials and stratified clay, silt and sand cover the bedrock in an area along the west side of the town along Green Bay, while the remainder of the town is covered in ground and end moraines. These deposits can be classified according to their origin as stratified drift or till. Stratified drift consists primarily of sand and gravel that was

sorted and deposited as outwash by glacial melt water. Clayey Till, a mixture of clay, silt, sand, gravel, and boulders, was deposited from glacial ice without the sorting action of water. The thickness of the glacial deposits in the Luxemburg area varies from five to 100 feet.

### **Soils**

The predominant general soils in the Town of Union consist of the Door-Kolberg-Manawa, Emmet-Solona-Angelica, Rousseau-Kiva-Markey, and the Deford-Yahara-Variant Carbondale associations.

### **Topography**

The Town of Union contains approximately 270 acres of steep slope (i.e., slope 12 percent or greater). Within the Town of Union, areas of steep slope are concentrated adjacent to the bayshore in the northern portion of the town and in the southern portion of the town along an area that extends northwest to southeast from STH 57 (near Oakwood Road) to the southern terminus of Pleasant Road, and then south and east to Swamp Road.

### **Watersheds**

The Town of Union is entirely encompassed within the Union/Sturgeon Bay watershed. The Union/Sturgeon Bay Watershed is a 139 square mile drainage area located in Door, Door and Brown Counties and includes the City of Sturgeon Bay. The Union/Sturgeon Bay Watershed was designated a priority watershed in 1992 under the Wisconsin Nonpoint Source Water Pollution Abatement Program. The watershed covers the surface waters of Little Sturgeon Bay, Rileys Bay, Sand Bay, Sturgeon Bay and Green Bay as well as several intermittent and perennial tributaries to these bays. Streams which fall within the watershed portions of Sugar Creek, and all of Renard Creek, Silver Creek, and Fabry Creek.

### **Groundwater**

The town's groundwater source is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public supply, agricultural, and industrial use in the northern segment which consists of the four states of Wisconsin, Michigan, Minnesota, and Iowa. This aquifer is a complex multi-aquifer system with several aquifers separated by leaky confining units. The Maquoketa confining unit caps the whole system where it is overlain by younger bedrock.

### **Surface Water**

There are four major surface waters located within the Town of Union in addition to Green Bay. They are Sugar Creek, Renard Creek, Silver Creek and Fabry Creek.

The major water feature adjacent to the town is Green Bay. Green Bay is considered to be that portion of Lake Michigan lying west of a line through Gills Rock and Washington Harbor and south of the Michigan-Wisconsin border as shown on USGS quadrangle maps. Approximately 6.5 miles of shoreline are found in the town adjacent to Green Bay. The fishery consists of yellow perch and smallmouth bass, northern pike, and some walleyes. Bottom types are diverse, ranging from muck to sand, gravel and rock.

**Sugar Creek** is a shallow, rubble and gravel stream which drains from the flat terrace along Green Bay in the Town of Gardner, flowing south and east through the Town of Union. It is approximately nine miles in length with its mouth at Sugar Creek County Park in the Town

of Gardner. Northern pike enter the stream in spring to spawn. It is classified as a warm water forage fishery perennial stream with good to fair aquatic life habitat

**Silver Creek** is a flashy intermittent stream with poor aquatic life habitat approximately one mile long. It drains to Green Bay near Bay Shore Road in the Town of Union.

**Renard Creek** is a small ditched stream about six miles long which drains moraine deposits down to Green Bay across the flatland of the old lake bed in the central portion of the town. Several small springs assure some water flow year-round; however, the lower part of the stream serves to drain farmland and is contained in ditches. Warm water forage species constitute the fishery.

**Fabry Creek** is an intermittent stream located in the southern portion of the town, just south of Arrowhead Beach. It is approximately one mile long and is classified as a high gradient, limited forage fish stream with fair aquatic life habitat. The stream is subject to flooding.

### **Floodplains**

In addition to their primary function of storing water after major storm events and in spring after snowmelt, floodplains are often viewed as valuable recreational and environmental resources in both rural and urbanized areas. These areas provide for stormwater retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Approximately 362 acres of land are identified as 100-year Floodplain in the Town of Union. The floodplain area is comprised of a narrow strip along the bay shoreline from Renard Creek south to the Town of Union and a more extensive area adjacent to Renard Creek. The floodplains have been identified within the planning area according to the Federal Emergency Management Flood Insurance Rate Maps.

### **Wetlands**

Within the Town of Union, there are approximately 1,670 acres of wetlands. The majority of the wetlands are located adjacent to the surface water features within the town. There are three somewhat large wetland complexes located within the town. The largest of these is located in the southeast portion of the Town along either side of Thru-Way Road, south of CTH D.

Additionally, there are several narrow bands of wetland adjacent to Sugar Creek in the northern part of the Town and in an area south of Bayshore Drive in the west central area of the town.

### **Woodlands**

Upland woodlands (those woodlands that are not in a wetland) within the Town of Union are scattered throughout the planning area and have an approximate total of 3,900 acres. The most extensive areas of woodland occur along the Niagara Escarpment in the southwest portion of the Town.

### **Wildlife Habitat**

Woodlands, wetlands, floodplains and the water features within the Town of Union provide habitat for many species of wildlife. Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. White-tailed deer, turkey, gray and red squirrel and cottontail rabbits are the most common species found in the area. Green Bay, Sugar Creek, Renard Creek, Silver Creek and Fabry Creek. and several smaller intermittent rivers and streams

provide habitat for fish. Northern pike, perch, bass, smelt, panfish, etc. are known to inhabit many of the surface water features.

### **Threatened and Endangered Species**

Many rare, threatened, and endangered species are found within Door County. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Appendix D lists the rare species and natural communities that have occurred in Door County as identified in the WDNR Natural Heritage Inventory.

### **Natural Areas**

State Natural Areas are designated by the WDNR Bureau of Endangered Resources as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. The Renard Creek Swamp located adjacent to the bay shoreline between Bayshore Road and Shoemaker Road is designated as a Natural Areas within the Town of Union.

### **Niagara Escarpment**

The Niagara escarpment is the single most notable topographic feature within the area due to its prominence along the bay of Green Bay. It is a 650-mile sickle-shaped cuesta (a ridge with a steep face on one side and a gentle slope on the other) which begins in the United States, south of Rochester, New York, plunges north through Canada and continues through the state of Wisconsin, eventually becoming covered by topsoil through the southern part of the state and into Iowa.

### **Population and Housing Summary**

The Town's population increased slightly from 1900 through 1940 and then declined through 1970. There was an increase in population between 1970 and 1980 of 21.8 percent; a decrease in population between 1980 and 1990 of 4.5 percent; and then an increase of 22.1 percent between 1990 and 2000. The Town's 2000 Census population of 880 persons was the highest over the last century.

Since 1970, the population in the Town of Union has been gradually increasing, with the exception of a small decline in 1990. Between 1970 and 1980 the population increased by 135 persons, or 21.8 percent. From 1980 to 1990, the town's population decreased by 34 persons, or 4.5 percent. The town's population from 1990 to 2000 increased by 159 people, resulting in a 22.1 percent increase.

### **Population Projections**

The 2003 Wisconsin Department of Administration's Demographic Services Center prepared baseline population projections to the year 2025 for the Town of Union. From this formula, the WDOA projects a somewhat slow but constant population increase between 2005 and 2025. The WDOA projects a population increase of 111 persons or 12.6 percent between 2000 and 2025, an average annual increase of .8 percent.

### **Population by Age and Sex**

From 1980 to 1990, there have been moderate shifts in the distribution of the male and female population within age groups in the Town of Union. The trends indicated by the age and sex

distribution for 1980, 1990, and 2000 reflect the aging of the population previously discussed. In 1980, 37.5 percent of the population (total of male and female) were in the 25-59 year age bracket, in 1990 43.4 percent were in the 25-59 year age bracket and in 2000, 47.8 percent of the population was between the ages of 25 and 59 years old.

The difference between the distribution of males and females in the population has not been as significant for the three decades cited. In 1980, 50.7 percent of the population was male and 49.3 percent were female. In 1990, the total male population had declined slightly to 49.5 percent, while the total female population had increased to 50.5 percent; and in 2000 the male and female population had shifted back to the 1980 distribution of 50.7 percent males and 49.3 percent females.

### **School Age, Working Age, and Retirement Groups**

Nearly 13 percent of the town's population were in the "retired" age bracket, 65 years old or older; while more than 17 percent of the population were in the "school age group" or 5 to 17 years old. Some notable features to Union's population include lower percentages of retirement age persons and a higher percentage of 5-17 school age persons when compared to the county and the state.

### **Median Age**

The median age for the Town of Union and all communities compared has been gradually increasing for the period 1970 to 2000. In 2000 the median age of the town population was 38.2 while in 1990 the median age was 32.6. Overall, this trend of increasing median age is also occurring throughout the United States. An aging population generally demands additional community services and can also mean additional economic opportunities.

### **Year-Round and Seasonal Population**

In 2000, the population of the Town of Union consisted of 880 year-round residents and an estimated 418 seasonal residents, with an average household size of 2.63 persons.

### **Total Housing Unit Levels by Decade**

The total number of housing units within the Town of Union (as reported by the U.S. Census) increased by more than 52 percent between 1970 and 1980; showed a slight increase of 2.4 percent between 1980 and 1990; and then showed a decline of more than 11 percent between 1990 and 2000. In 2000, there were 523 total housing units, a 38.7 percent increase from 1970 to 2000. The adjacent town's of Gardner and Union increased by 70.2 percent and 81.7 percent, respectively, during the same time period.

The 38.7 percent increase in housing units in the Town of Union between 1970 and 2000 was lower than the County (81.7 percent) and the state (57.6 percent).

### **Housing Types - Units in Structure**

The overwhelming majority of housing types in the Town of Union in 2000 were one unit detached structures, 88 percent Manufactured homes account for 7.6 percent of the total structures in the town (40 units).

### **Housing Occupancy and Tenure**

According to the 2000 Census, the Town of Union had a total of 512 housing units of which 335 were occupied (65.4 percent of the total number of housing units in the town). Of the 335 occupied units, 290 or 86.6 percent were owner occupied and 45 units or 13.4 percent were

occupied by renters. Housing units that are not classified as occupied are classified as Vacant Seasonal, Recreational and Occasional Use Units. The percentage of seasonal units in the Town of Union (31.1 percent) is less than that of the Town of Gardner (47.2 percent) but significantly higher than that of the Town of Brussels (1.4 percent) and the Town of Union (9.7 percent).

### **Housing Values**

In 2000, the majority of housing units in the Town of Union (29.2 percent) were valued between \$50,000 and \$99,999. The median value of specified owner-occupied housing units in the town was \$124,100, which was somewhat higher than the median house value for the towns of Gardner, Brussels and Union, which had median values of \$122,000, \$122,200, and \$120,800, respectively. The median house value for the Town of Union is also higher than that of Door County's which was \$120,800.

### **Economic Development Summary**

#### **Place of Work**

The ability to retain valuable human resources within a county is an indicator of the overall health of the economy in the county and its respective municipalities. In 2000, approximately 28 percent of workers who were 16 years and older in the Town of Union worked in the City of Sturgeon Bay and slightly more than 20 percent of the Town's workforce worked in the City of Green Bay, in Brown County. More than 83 percent of the workforce residing in the Town of Union work elsewhere.

#### **Occupation**

In 2000, the majority of employed persons in the Town of Union were either in, management, professional and related occupations (29.7 percent), or production, transportation and material moving occupations (23.7 percent). In addition, 15.9 percent of the workers were in sales and office occupations and 14.7 percent of the workers were engaged in service occupations. Approximately 13 percent of the Towns workers were employed in construction.

#### **Industry**

The greatest percentage of employment for the Town was in the manufacturing industry with 25.6 percent compared to 29.2 percent for the County. The percent of Town residents employed in construction and educational, health and social services sectors was 11.5 and 11.1 percent, respectively. The agricultural industry group was the fourth highest in the Town with 10.9 percent.

#### **Unemployment Rate**

Overall, the total civilian labor force for Door County has steadily increased since 1990, except in 1999 when a slight 2.4 percent decline occurred. The unemployment rate and the number of unemployed in 1999 was the lowest during the period between 1990 and 2003. For the period 1990 to 2003, the civilian labor force increased by 1,457 persons or approximately 10.6 percent. During this time period the highest number and percent of unemployed in the County occurred in 1994 with 9.5 percent unemployed or 1,412 persons.

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

Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

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

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

### **Local Employment Forecast**

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

### **Median Household Income**

The 1999 *median household income* in the Town of Union was \$47,604, an increase of 54.7 percent from the 1989 *median household income* of \$30,781. In 1999, the Towns of Gardner and Brussels had significantly lower median household incomes of \$39,063 and \$42,212, respectively. The Town of Union's *median household income* was also higher than that of Door County which was \$38,813.

### **Personal Income**

Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue. The per return income for residents in the Town of Union has increased 4.4 percent for the period 2000 to 2003. This increase is greater than that of Door County and the State for the same period.

### **Employment by Economic Division**

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

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

## **Transportation Facilities Summary**

### **Arterial Roads**

STH 57 is the only arterial highway located within the Town of Union.

### **Collector Roads**

Collector roads typically serve low-to-moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. CTH D, CTH N, CTH X and CTH Y are classified as collector roads in the Town of Union.

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are more than 40-miles of local roads under the jurisdiction of the town, comprising approximately 82 percent of the total road mileage located within the town.

### **Local Mileage Certification**

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. In addition, beginning in 2001, the town is required to provide WisDOT with a numeric based evaluation of the pavement condition of each segment of town road within their jurisdiction.

### **Traffic Counts**

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community at least once every three years. For the Town of Union, traffic volumes were last counted in 2003. Counts were also taken in 2001 and 1998. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

### **Elderly and Disabled Transportation System**

Current transportation services for elderly and disabled persons living within the Town of Union are provided through programs administered by the Door County Commission on Aging. Transportation is provided by wheelchair accessible buses, an eight-passenger van and by volunteer drivers using personal vehicles. The Door County Department of Human Services also provides limited transportation service to the county's disabled population. Service is provided by appointment, and involves door-to-door transportation.

### **Bicycle Transportation System**

There are no bicycle paths or marked bicycle routes located within the Town of Union.

### **Rail**

There are no rail services located within the Town of Union. The nearest rail service to the town is located either in the Village of Luxemburg or the City of Green Bay.



## **Air Service**

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Union is provided by Austin Straubel International Airport, owned and maintained by Brown County and located near the City of Green Bay. The facility is classified as an Air Carrier/Air Cargo (AC/AC) indicating that the airport can accommodate virtually all sizes and types of aircraft. Austin Straubel International Airport is a full service regional connector that is currently providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily

Door County Cherryland Airport located in Sturgeon Bay provides a seasonal passenger service as well as corporate service for Door County. Cherryland Airport is classified as a Transport/Corporate (T/C) facility indicating that the facility can serve and accommodate corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. Currently the facility has two asphalt paved runways 4,600 feet and 3,200 feet in length.

## **Harbors and Marinas**

There are no commercial harbors located within the Town of Union.

## **Trucking**

There are no commercial trucking terminals located within the town.

## **Intergovernmental Cooperation**

### **County**

The Town of Union is located in Door County and therefore the county has some jurisdiction within the Town. The Town and County maintain a good open relationship with each other fostering general agreements and mutual respect. The Town is currently working with the county in developing a county Comprehensive Plan, in order to promote the goals and visions as expressed within this document.

### **Region**

The Town of Union is located in Door County, which is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc. Door County as well as the Town of Union will participate within the regional framework plan that will constitute a Regional Comprehensive Plan for the area. This participation will help ensure the best interests of the area are reflected at the regional level. The Regional Comprehensive Plan was completed and adopted in 2005. In addition to the Regional Comprehensive Plan, the BLRPC has adopted an environmental corridor definition covering Door County, which has identified and mapped key natural features with the intent to preserve and further protect them based upon each features importance to the wellbeing of the region.

### **State**

The Town of Union's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR). Relationships in the past with these two agencies have been good. Both the Town of Union have accepted grant

monies to develop this plan. In so doing, the communities will adhere to the minimum requirements of the identified comprehensive plan elements identified by the Wisconsin Department of Administration (WDOA).

## **LAND USE**

### **Existing Comprehensive Plans**

This is the first comprehensive plan for the Town of Union. Several surrounding communities have completed plans or are in stages of developing a plan. The neighboring Town of Brussels adopted their plan in 2003, and the Town of Union adopted a plan update, early in 2007.

### **Door County Comprehensive Plan**

The *Door County Development Plan* was adopted in March of 1994. *The Door County Development Plan* provides guidelines for future land use and development within the county. Three of the underlying principals of the county's development plan are particularly germane to the transportation/land use issues explored within this study. Those three principal policies are as follows:

### **Zoning Ordinance**

The Town of Union adopted their zoning ordinance in 2004. The purpose of the ordinance is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare of the Town. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the town into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

### **Shoreland and Floodplain Ordinances**

Floodplains within Door County are under the jurisdiction of the *Door County Floodplain Zoning Ordinance*. The areas regulated by this ordinance include all areas within the unincorporated portions of Door County which would be covered by the regional (100-year) flood. The areas within the regional flood are designated as such, on F.E.M.A. Flood Insurance Rate Maps, *100-Year Dam Failure Map* by Mead and Hunt Consulting Engineers, and the revisions in the Door County Floodplain Appendix. Uses within areas designated as the regional floodplain are regulated through a permitting process.

The Door County Shoreland/Wetland Zoning Ordinance is included in Chapter 3 of the *Door County Zoning Ordinance*, and requires that the setback from all navigable water shall be 75 feet from the ordinary high water mark. Navigable waters which the setback ordinance regulates include lakes, rivers, ponds, sloughs, flowages, and other waters which have a level of flow sufficient to support navigation by a recreational craft on an annually recurring basis.

## **CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the Town of Union was conducted in the summer of 2004 by the Bay-Lake Regional Planning Commission. The land-use has continued to be updated as needed during the planning process. As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

## **Planning Area**

The Town of Union encompasses approximately 13,583 total acres of land. Of this, 1,252 acres, or 9.2 percent of the town, are developed, leaving 12,330 acres (91 percent) of undeveloped land. Of the undeveloped land, the vast majority of the acreage are in crops and pasture (6,928 acres) and woodlands (3,933 acres).

## **Residential Land**

Residential land accounts for approximately 30 percent of the developed land, but only 2.7 percent of the total land. It is the second largest developed land use in the town. The 372 acres of residential land are found along the Green Bay shoreline and scattered throughout the town. The majority of the residential land is classified as single family, with the remainder being two family, multi-family and mobile homes.

## **Commercial Land**

Commercial land in the Town of Union totals 11.25 acres of land, or less than one percent of the developed land in the town.

## **Industrial Land**

Land uses under this category include, small manufacturing operations, surface mining and other extractive activities, and private outdoor storage sheds. Within the town, approximately 103.88 acres or .8 percent of the developed land are under this category.

## **Transportation**

Transportation accounts for the largest developed category at 45 percent of the developed land or 564 acres. Transportation uses in the town include the entire local road network.

## **Communication/Utilities**

Uses under this category include land used for the generation, processing and/or transmission of electronic communication of water, electricity, petroleum or other transmittable products, plus for the disposal, waste processing and/or recycling of byproducts. Land in this category accounts for only 1.03 acres.

## **Institutional/Governmental**

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the town this accounts for 14.39 acres of land including the town hall and several churches.

## **Parks and Recreational Opportunities**

Land under this category accounts for 30.53 acres or 2.4 percent of the developed land uses within the town. Included uses in this class are all the public parks as well as boat landings and water access sites.

## **Agricultural Structures**

Agricultural structures include sheds, silos and other farm structures. These uses account for 155 acres of land, or 12.4 percent of the developed land in the town. This is the third largest use under the developed land. Agricultural structures are scattered throughout the Town of Union.

### **Croplands/Pasture**

Land under this category includes use of land for the cultivation of plants, including grasses for grazing, pastures, orchards, land used for growth, husbandry or housing of plants and animals, and their products. This undeveloped land use accounts for 6,928 acres within the town, or 56 percent of the undeveloped land (51 percent of the total land).

### **Natural Areas**

Uses in this category include lands primarily in a natural state including non-wooded wetlands, grasslands and prairies. This category contains 5,359 acres or 43.5 percent of the undeveloped land in the town and nearly 40 percent of the total area. These areas are found in large tracts throughout the town primarily adjacent to water features and woodlands.

### **Woodlands**

Woodlands account for the second largest use in the town at 3,933 acres or 32 percent of the undeveloped land in the Town of Union. Woodlands are found adjacent to the bay as well as scattered throughout the town, with some concentration in the southeast portion of the town.

### **Water Features**

Water features account for just less than one-tenth of a percent of the undeveloped uses within the town. The Town's water resources include Green Bay, as well as Sugar Creek, Silver Creek, Fabry Creek and Renard Creek, which are discussed in more detail in Chapter 5 of this document.

# **CHAPTER 5**

## **NATURAL, AGRICULTURAL AND CULTURAL RESOURCES**

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# **CHAPTER 5 - NATURAL, AGRICULTURAL AND CULTURAL RESOURCES**

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## **INTRODUCTION**

Chapter 5 provides an inventory of the existing natural, agricultural, and cultural resource features that are located within the Town of Union. The Town's natural and cultural resources may be significant determinants of the lands potential for development. The natural and cultural resources of the community are also important determinants relative to where people build and why they build at a given location.

The principal elements of the natural resources, identified herein, include climate, geology, soils, topography, watersheds, surface water features, floodplains, wetlands, woodlands and environmental corridors. In addition, the agricultural and cultural resources and attributes of the town are identified and discussed. Those resources described include active farms, historic and archaeological sites, entryways, nodes of development and community edges and districts.

The purpose or intent of the natural, agricultural and cultural resources inventory is to provide an understanding of town's physical characteristics that will aid local officials and landowners in making decisions about proposed land development. Knowledge and recognition of these elements and how they relate to one another is important so that human use and alteration of the features does not dramatically increase the cost of public expenditures or risk the destruction of nonrenewable or slowly renewable resources.

## **NATURAL RESOURCES INVENTORY**

The following inventory of the existing physical and environmental features located within the Town of Union includes descriptions of the areas climate, geology, soils, floodplains and wetlands, water features, and wildlife and natural areas. Many of these features can be found in corridors that are located along streams, shorelines, and natural drainage ways and are essential to the maintenance of an ecological balance and diversity, as well as for the preservation of the natural beauty of the town.

### **Climate**

The climate of the region in which the Town of Union is located is typical of eastern Wisconsin. The climate is classified as continental with cold winters, heavy snowfall, and warm summers with periods of hot, humid conditions. The nearby waters of Green Bay and Lake Michigan exert a modifying influence on the climate. The average annual precipitation is approximately 27 inches with the maximum occurring during May and June, and the minimum during January and February. The growing season averages approximately 161 days.

Weather conditions are favorable for agricultural purposes. The climate is suitable for most urban and rural activities and does not severely interfere with the movement of vehicles and goods; however, construction activities can be affected by extreme cold snaps during winter.

### **Air Quality**

In April 2004, the U.S. Environmental Protection Agency (EPA) identified all of Door County and other adjacent lakeshore counties, as "nonattainment" areas, or areas that do not meet the EPA's 8-hour ozone national air quality standard of 85 parts per billion. Studies and models by the WDNR and other groups indicate that the majority of the pollutants that form ozone are

originating from the coal-burning power plants, the manufacturing plants and automobiles operating in northwestern Indiana, the Chicago area and southeast Wisconsin. The Lake Michigan Air Directors Consortium (LADCO) studies indicate that the ozone then drifts to areas such as Door County due to various weather patterns.

By law, nonattainment areas may be subject to certain requirements to reduce ozone-forming pollution and requires states to submit plans for reducing the levels of ozone. The WDNR has until June 2007 to finalize the state's implementation plan. Several methods to meet the ozone standard may include stricter controls on emissions by industrial sources, transportation emissions, etc. The EPA classifies ozone nonattainment areas based on the severity of their ozone problem. Door County is categorized as a basic nonattainment area and will have to comply with the more general nonattainment requirements of the Clean Air Act than those areas with higher classifications. However, given the primary origin of the emissions, implementing controls for Door County may have a very little impact on reducing the ozone readings in the county.

The EPA's 8-hour ozone standard is designed to protect the public from breathing unsafe air. Ozone is unhealthy to breathe especially for people with respiratory diseases, and for children and adults who are active outdoors. In addition, the nonattainment classification could also have a negative impact on economic development efforts for Door County and its communities due to the additional requirements that are established in the state's plan to reduce ozone. As a result, attracting new employers would be more difficult since businesses might find it cheaper to locate in areas that have clean air and fewer restrictions instead of paying more for the pollution offsets or emission-cutting technology.

## **Geology**

The town's geology is described within the context of **Bedrock Geology** which is the solid rock that underlies surface materials and by **Pleistocene or Glacial Geology** which is comprised of the soil and other unconsolidated material that is exposed at the surface to varying depths.

### **Bedrock Geology**

The Niagara Dolomite bedrock formation of the Town of Union consists of sedimentary deposits formed during the Silurian age. These sedimentary rocks are solidified marine sediments that dip to the southeast towards Lake Michigan. The Niagara formation not only makes up the bedrock formation of the town, but also virtually all of Door County (Map 5.1).

The Town of Union is underlain by both Maquoketa Shale of Ordovician age along the shoreline and the western half of the town and by Undifferentiated Dolomites throughout the eastern half of the town. Maquoketa Shale is soft and has a distinctive bluish-gray color. The Niagara Escarpment, composed of Niagara dolomite, is not as prominent as it is to the north and south due to it being partly covered by glacial drift, although outcrops of both Maquoketa shale and Niagara dolomite do occur within the town. This series of sedimentary rocks overlie crystalline rocks of Precambrian age.

Overall, the bedrock does not present significant problems to development. In areas where bedrock may cause problems, large stones and bedrock exist near the surface and have the potential for hindering excavation and increase the cost of construction. The bedrock along with the overlying soils also a major source of the area's water supply. However, where the bedrock is at or near the surface there is more potential of pollutants entering the groundwater through



fissures and crevices in the bedrock because not enough overlying soils exist to filter out potential contaminants as the water infiltrates the surface.

### **Pleistocene or Glacial Geology**

Glacial lake deposits consisting of organic materials and stratified clay, silt and sand cover the bedrock in an area along the west side of the town along Green Bay, while the remainder of the town is covered in ground and end moraines (Map 5.2). These deposits can be classified according to their origin as stratified drift or till. Stratified drift consists primarily of sand and gravel that was sorted and deposited as outwash by glacial melt water. Clayey Till, a mixture of clay, silt, sand, gravel, and boulders, was deposited from glacial ice without the sorting action of water. The thickness of the glacial deposits in the Luxemburg area varies from five to 100 feet.

The last glacial ice of the Quaternary glaciation modified the bedrock surface by scouring highlands and depositing material in lowlands created by pre-glacial erosion. Deposits include till and glaciofluvial sediment. Till, or unstratified drift, is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders originating directly from glacial ice. Glaciofluvial deposits consist of coarse-to medium-grained sand and gravel, poorly to well sorted and bedded, with numerous cobbles, boulders and portions of till. They were deposited in ice contact or near-ice positions by glacial melt-water during the last phase of glaciation, when glaciers were stagnant or retreating.

Ground and end moraines are two common types of topographic landforms found in the area that consist primarily of clayey till. A ground moraine is an irregular surface of till that was deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced. An end moraine is an accumulation of earth, stones, and other debris deposited at a glacier's end stage.

The majority of the glacial drift in the Town of Union consists of clay interbedded with other loam (i.e., sand and silt) deposits. The soils may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock.

### **Soils**

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development.

Soils, in part, determine how much rainfall or snowmelt directly flows into the rivers, lakes and wetlands and how much infiltrates the ground. Water that infiltrates the ground replenishes soil moisture and recharges the groundwater system. The predominant general soils in the town of Union consist of the Door-Kolberg-Manawa, Emmet-Solona-Angelica, Rousseau-Kiva-Markey, and the Deford-Yahara-Variant Carbondale associations. The U.S. Department of Agriculture, Soil Conservation Service soil survey for Door County describes these associations as follows:

### **Door-Kolberg Manawa**

Door series soils consists of deep, well drained and moderately well drained soils on glacial till plains and ridges. These soils formed in a thin mantle of silty or loamy material and in the underlying clayey glacial till. Slopes range from 2 to 30 percent. The Kolberg series consists of well drained soils moderately deep to limestone. These upland soils formed in thin, loamy deposits and the underlying moderately fine or fine textured glacial till. Permeability is moderately slow or slow. Slopes range from 0 to 12 percent. Manawa series soils consists of

somewhat poorly drained, nearly level and gently sloping soils in waterways and shallow depressions on glacial till plains. Permeability of Manawa type soils is slow and slopes range from 0 to 3 percent.

### **Emmet-Solona-Angelica**

Emmet series soils consists of well drained and moderately well drained, nearly level to very steep soils on glacial till plains and ridges. Permeability is moderate and slopes range from 2 to 6 percent. Solona series soils consists of somewhat poorly drained, nearly level soils in depressions and drainageways on glacial till plains. Solona soils are moderately permeable with slopes ranging from 0 to 3 percent. Angelica series soils are poorly drained and nearly level occurring in broad drainageways and depressions. Permeability of Angelica series soils is moderate to moderately slow and slopes range from 3 to 6 percent.

### **Rousseau-Kiva-Markey**

Deep to well drained and moderately well drained gently sloping and sloping soils that have a fine sand or sandy loam subsoil over sand or sand and gravel outwash and very poorly drained, nearly level organic soils.

### **Deford-Yahara Variant-Carbondale**

Deep, poorly drained nearly level soils that are underlain by fine sand outwash or have a silt loam subsoil over stratified lake sediments, and very poorly drained, nearly level organic soils.

### **Summerville-Longrie-Omena**

These soils are shallow to deep, level to moderately steep, well drained, and have a sandy loam or loam subsoil over sandy loam or fine sandy loam till or dolomite bedrock. The Summerville series consists of shallow, well drained soils formed in loamy materials overlying limestone on ground moraines, end moraines, and glacial lake benches. Permeability is moderate. Slopes range from 0 to 45 percent. The Longrie series consists of moderately deep, well drained soils formed in loamy glacial deposits underlain by limestone bedrock at a depth of 20 to 40 inches on ground moraines, glacial lake benches and terraces. Permeability is moderate. Slopes range from 0 to 25 percent. The Omena series consists of well drained, gently sloping to moderately steep soilson glacial till plains and moraine ridges. Permeability of Omena series soils is moderate and slopes range between 6 and 12 percent.

There are also two less predominant soil associations present within the Town of Union which comprise approximately seven percent of the total soil types found.

### **Carbondale-Cathro**

The Carbondale Series consists of deep, very poorly drained soils in shallow glacial lake basins and depressions in stream valleys. Carbondale soils formed in organic material derived from decayed water tolerant grasses, shrubs, and reeds. The Carbondale series consists of very deep, very poorly drained soils formed in organic deposits more than 51 inches thick on ground moraines, outwash plains and lake plains. These soils have moderately slow to moderately rapid permeability and poor fertility. Slopes range from 0 to 2 percent. Cathro series also consist of very poorly drained organic soils that are moderately deep to loamy. These soils formed in shallow glacial lake basins and depressions. Like Carbondale soils, Cathro series soils also have moderately rapid permeability, and 0 to 2 percent slopes.

## **Emmet-Solona-Angelica**

These soils are deep and well to poorly drained, nearly level to sloping soils that have a loamy sand to silt loam subsoil over sandy loam or loam till.

### **Soil Attributes Relative to Septic Systems**

Without consideration of the properties of these soils, on-site wastewater treatment systems may fail and collection systems may require expensive and frequent maintenance. Factors which are considered when evaluating soils for on-site waste systems are:

High or Fluctuating Watertable. When groundwater is near the soil surface, proper filtering cannot take place and often results in on-site systems either backing up into the home or contamination of groundwater. In addition, construction techniques used to de-water systems are costly.

Bedrock. Large stones or bedrock near the soil surface may hinder excavation and considerably increase the cost of construction. In addition, conventional on-site septic systems cannot function properly, which may result in wastewater passing through the cracked bedrock and contaminating the groundwater.

Soil Permeability. Permeability refers to the rate at which water flows through the soil. When passage is too rapid, groundwater can become polluted. If it is too slow, the soils can become saturated and effluent ponding may result.

Flooding. On-site waste disposal systems that are located within a floodplain can result in problems. As water levels rise during periods of flooding, the system becomes saturated and results in untreated solid and liquid waste being discharged into the ground or surface waters.

### **Attributes of Soil Relative to Agriculture**

The USDA, Natural Resources Conservation Service defines prime farmland as lands that have the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Most of the town's soils contain enough silt and clay to hold moisture and nutrients and thereby support soil organisms, making the soils often highly fertile for crop production.

Three classes of prime farmland are identified in the town and depicted on Map 5.3; those areas that are considered prime farmland, farmland of statewide importance and those areas that are considered prime farmland only where drained. Prime farmlands cover approximately 7,438 acres of the town and are generally located away from the waterways and other wet areas. Other soils have wetness limitations, but can be or are used effectively for agricultural production, often with agricultural tile drainage systems. These soils are considered prime farmland only where drained and total approximately 1,988 acres. The rest of the town is classified as not prime farmland.

Preserving prime farmland is a major issue in the Town of Union as identified during a September 2004 nominal group workshop (Appendix A). Since agriculture plays an important role in the economic, cultural and social structure of the Town of Union and all of southern Door County, it will be important to identify these prime farmlands as the town develops. Once agricultural land is disturbed or replaced by another land use, it cannot be effectively returned to agricultural production.

## **Topography**

Topography within the planning area is primarily the result of glaciation. Glaciation has caused the area to be poorly drained and pocketed with marshes and wetlands. In the planning area, the terrain varies with areas being relatively flat to rolling hills.

The Town of Union contains approximately 270 acres of steep slope (i.e., slope 12 percent or greater). These slopes are more susceptible to soil erosion and may require special building and construction restraints, such as retaining walls or major grading efforts to remove the area of steep slope. Within the Town of Union, areas of steep slope are concentrated adjacent to the bayshore in the northern portion of the town and in the southern portion of the town along an area that extends northwest to southeast from STH 57 (near Oakwood Road) to the southern terminus of Pleasant Road, and then south and east to Swamp Road. Map 5.4 illustrates the areas of steep slope based on soils characteristics within the town.

## **WATER RESOURCES**

### **Watersheds**

The Town of Union is entirely encompassed within the Union/Sturgeon Bay watershed. The Union/Sturgeon Bay Watershed is a 139 square mile drainage area located in Door, Door and Brown Counties and includes the City of Sturgeon Bay. Approximately 15,000 people live in the watershed on primarily rural land. The Union/Sturgeon Bay Watershed was designated a priority watershed in 1992 under the Wisconsin Nonpoint Source Water Pollution Abatement Program. The watershed covers the surface waters of Little Sturgeon Bay, Rileys Bay, Sand Bay, Sturgeon Bay and Green Bay as well as several intermittent and perennial tributaries to these bays. Streams which fall within the watershed portions of Sugar Creek, and all of Renard Creek, Silver Creek, and Fabry Creek.

Nonpoint source pollution in the watershed comes from animal lot runoff, winter spread manure, cropland erosion, improperly sited manure storage, streambank erosion, and urban runoff. Many of the streams in the watershed have been channelized or straightened resulting in loss of aquatic habitat. Karst features such as sinkholes, caves, swallets, exposed bedrock and fracture traces are prevalent in many areas of the watershed.

The objective of the priority watershed plan is to: improve water quality and safeguard wells by reducing nutrients, sediment and bacteria loading; develop a well head zone for the City of Sturgeon Bay; stabilize flow rates of streams in the watershed; and maintain woodland corridors and buffers. The project was scheduled to begin in the fall of 1995 and continue for ten years with annual evaluations to determine project staff accomplishments and pollutant load reductions.

Protection of the watersheds should be a concern as the town continues to develop. Nonpoint source activities such as farming, construction, mining, etc. can produce runoff (e.g., sediment, nutrients, pesticides, debris, and toxic chemicals) that can move across the land and through the soil, entering local waterways and ground waters. Many of these activities may not occur in the town. However, the negative effects eventually travel downstream impacting the water quality in the town, posing a threat to the environment, economy and health of the Town of Union.

### **Groundwater**

The town's groundwater source is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public supply, agricultural, and

industrial use in the northern segment which consists of the four states of Wisconsin, Michigan, Minnesota, and Iowa. This aquifer is a complex multi-aquifer system with several aquifers separated by leaky confining units. The Maquoketa confining unit caps the whole system where it is overlain by younger bedrock.

More specifically, the groundwater for the town comes from the Eastern Dolomite Aquifer. This aquifer is the most common aquifer in the area and the most widely used source of generally good quality ground water. This aquifer occurs from Door County to the Wisconsin-Illinois border. It consists of Niagara dolomite underlain by Maquoketa shale. The amount of water held from a well in this aquifer depends mainly on the number of fractures the well intercepts. In areas where fractured dolomite bedrock occurs at, or near, the land surface, the groundwater in shallow portions of the western dolomite aquifer can easily become contaminated. Portions of this aquifer have little soil to filter pollutants carried or leached by precipitation, meaning little or no filtration takes place once the water reaches large fractures in the dolomite. This has resulted in several groundwater quality problems throughout the aquifer. However, the Town of Union contains a layer of clay soils above the water table that allow for a slow rate of water infiltration, thus the town's susceptibility to groundwater contamination is low.

Most users of more substantial quantities of groundwater tap into the Sandstone and Dolomite Aquifer to obtain a sufficient amount of water. The Sandstone and Dolomite Aquifer which lies beneath the Eastern Dolomite Aquifer, consists of layers of sandstone and dolomite bedrock that vary greatly in their water-yielding properties. However, drilling deep to the sandstone aquifer is costly and the water is locally saline.

Although the town has a low susceptibility rating to groundwater contamination, efforts to protect the water supply should be considered. In Wisconsin the primary sources for groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common groundwater contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

### **Surface Water**

There are four major surface waters located within the Town of Union in addition to Green Bay. They are Sugar Creek, Renard Creek, Silver Creek and Fabry Creek (Map 5.5).

The major water feature adjacent to the town is Green Bay. Green Bay is considered to be that portion of Lake Michigan lying west of a line through Gills Rock and Washington Harbor and south of the Michigan-Wisconsin border as shown on USGS quadrangle maps. Approximately 6.5 miles of shoreline are found in the town adjacent to Green Bay. The fishery consists of yellow perch and smallmouth bass, northern pike, and some walleyes. Bottom types are diverse, ranging from muck to sand, gravel and rock.

**Sugar Creek** is a shallow, rubble and gravel stream which drains from the flat terrace along Green Bay in the Town of Gardner, flowing south and east through the Town of Union. It is approximately nine miles in length with its mouth at Sugar Creek County Park in the Town of Gardner. Northern pike enter the stream in spring to spawn. It is classified as a warm water forage fishery perennial stream with good to fair aquatic life habitat

**Silver Creek** is a flashy intermittent stream with poor aquatic life habitat approximately one mile long. It drains to Green Bay near Bay Shore Road in the Town of Union.

**Renard Creek** is a small ditched stream about six miles long which drains moraine deposits down to Green Bay across the flatland of the old lake bed in the central portion of the town. Several small springs assure some water flow year-round; however, the lower part of the stream serves to drain farmland and is contained in ditches. Warm water forage species constitute the fishery.

**Fabry Creek** is an intermittent stream located in the southern portion of the town, just south of Arrowhead Beach. It is approximately one mile long and is classified as a high gradient, limited forage fish stream with fair aquatic life habitat. The stream is subject to flooding.

### **Floodplains**

In addition to their primary function of storing water after major storm events and in spring after snowmelt, floodplains are often viewed as valuable recreational and environmental resources in both rural and urbanized areas. These areas provide for stormwater retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Development that is permitted to take place in these areas is susceptible to storm damages and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains.

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

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

Approximately 362 acres of land are identified as 100-year Floodplain in the Town of Union. The floodplain area is comprised of a narrow strip along the bay shoreline from Renard Creek south to the Town of Union and a more extensive area adjacent to Renard Creek. The floodplains have been identified within the planning area according to the Federal Emergency Management Flood Insurance Rate Maps (Map 5.6).

Door County is currently administering a shoreland zoning ordinance in its unincorporated areas, including the Town of Union. The jurisdiction of the ordinance includes the shoreland and floodplains of lakes, ponds or flowages as well as the shorelands of both intermittent and perennial streams.

## **Wetlands**

The State of Wisconsin defines wetlands as areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation and which has soils indicative of wet conditions. Wetlands are important for groundwater recharge and provide habitat for a variety of plants and animals. They also provide natural open space, help maintain both surface and groundwater quality, and provide water storage areas for periods of flooding and high water. Whenever possible, wetlands should be left unaltered. Filling or draining of wetlands is also quite costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage.

In 1972, Congress passed the Federal Water Pollution Control Act Amendments, also known as the Clean Water Act, “to restore and maintain the chemical, physical, and biological integrity” of the nation’s waters. The Act defined “navigable waters” as “waters of the United States.” Section 404 of the Clean Water Act established a permit program regarding discharges of dredged and filled material. In 1977, the U.S. Army Corps of Engineers issued final regulations on the Section 404 program and explicitly included “isolated wetlands and lakes, intermittent streams, prairie potholes, and other waters that are not part of a tributary system to interstate waters or to navigable waters of the United States, the degradation or destruction of which could affect interstate commerce. The basic premise of the program is that no discharge or fill material can be permitted if a practicable alternative exists that is less damaging to the aquatic environment or if the nation’s waters would be significantly degraded. Activities that are regulated under this program include fills for development, water resource projects (such as dams and levees), infrastructure development (such as highways and airports), and conversion of wetlands to uplands for farming and forestry. When a permit is applied for in conjunction with any of these activities, the applicant must show that he has: 1) taken steps to avoid wetland impacts where practicable, 2) minimized potential impacts to wetlands, and 3) provided compensation for any remaining unavoidable impacts through activities to restore or create wetlands. The permit process is often accompanied by a field review of the site.

Wisconsin Administrative Code NR 115 falls under the jurisdiction of the Wisconsin Department of Natural Resources and mandates that shoreland wetlands be protected in both the rural and urban areas of the state. In unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. This wetland provision would be applicable throughout the town.

Within the Town of Union, there are approximately 1,670 acres of wetlands. The majority of the wetlands are located adjacent to the surface water features within the town. Map 5.7 illustrates the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

## **WOODLANDS**

Upland woodlands (those woodlands that are not in a wetland) within the Town of Union are scattered throughout the planning area and have an approximate total of 3,900 acres (Map 5.8).

## **WILDLIFE HABITAT**

Woodlands, wetlands, floodplains and the water features within the Town of Union provide habitat for many species of wildlife. Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. White-tailed deer, turkey, gray and red squirrel and

cottontail rabbits are the most common species found in the area. Green Bay and several smaller intermittent rivers and streams provide habitat for fish. Northern pike, perch, bass, smelt, panfish, etc. are known to inhabit many of the surface water features.

### **THREATENED AND ENDANGERED SPECIES**

Many rare, threatened, and endangered species are found within Door County. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Appendix D lists the rare species and natural communities that have occurred in Door County as identified in the Wisconsin DNR Natural Heritage Inventory.

### **NATURAL AREAS**

State Natural Areas are designated by the WDNR Bureau of Endangered Resources as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. The Renard Creek Swamp located adjacent to the bay shoreline between Bayshore Road and Shoemaker Road is designated as a Natural Areas within the Town of Union. (Map 5.9.)

### **Niagara Escarpment**

The Niagara Escarpment is the single most notable topographic feature within the area due to its prominence along the bay of Green Bay. It is a 650-mile sickle-shaped cuesta (a ridge with a steep face on one side and a gentle slope on the other) which begins in the United States, south of Rochester, New York, plunges north through Canada and continues through the state of Wisconsin, eventually becoming covered by topsoil through the southern part of the state and into Iowa. (Map 5.10)

### **ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL AREAS**

Many planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.). Environmental corridors protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. Typically, environmental corridors contain wetlands, water features, floodplains, natural and scientific areas, woodlands, parks and recreation areas, areas of steep slope, and other unique natural features which overlap or are contiguous. The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water related resources.

The Bay-Lake Regional Planning Commission (BLRPC) has identified environmental corridors for the Town of Union planning area to help in identifying areas which have the greatest need for protection. These corridors (Map 5.11) were delineated through the use of the Commission's Geographic Information System (GIS) to overlay a variety of features. The environmental corridors include: wetlands, floodplains, areas of steep slope (having a slope greater than 12 percent), water resources and a 75-foot setback from these water resources. Upland woodlands were considered for inclusion in areas where they were either not adjacent to development or where they coincided with other features.

As part of its on-going effort to complete a regional master plan, the BLRPC has begun to compile and delineate region-wide data needed for land use planning within the region. The BLRPC has defined its environmental corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; 100-year FEMA floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake



and river setback; and, a 25-foot buffer of the wetlands. Other features that are considered as part of the environmental corridor definition on an area-by-area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features.

Within the Town of Union there are approximately 2,510 acres of environmental corridors as determined using the BLRPC's definition. These areas can be utilized by the town in determining possible future protective measures of the individual features within these corridors. Additional town controls may be derived from these identified corridors.

### **METALLIC AND NON-METALLIC MINING RESOURCES**

Mining has economic value to multi-regional areas, but also has the ability to degrade natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals that will lead to successful reclamation and will help reduce the negative effects to the environment once the mining area is abandoned. The plan has minimum standards that must be met before acceptance. The WDNR defines successful reclamation as "the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors". Restoration is defined as "returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use".

Sand, gravel, and crushed stone are needed for sub-base materials for road construction as well as a major component in concrete for foundations, basement walls, sidewalks, etc. As the region undergoes further growth and development, there will be greater demands for sand, gravel, and crushed stone. Outwash plains, kames, eskers, dunes, point bars, and stream channels are the best sources for better quality sand and gravel.



There is currently no metallic mining within the Town of Union; however there exists several non-metallic (sand and gravel) mining sites in the town. Care needs to be taken to ensure that these operations do not negatively impact the neighboring properties or other portions of the town. This not only includes noise and odors, but effects on groundwater and the town's transportation system.



# Bedrock Geology

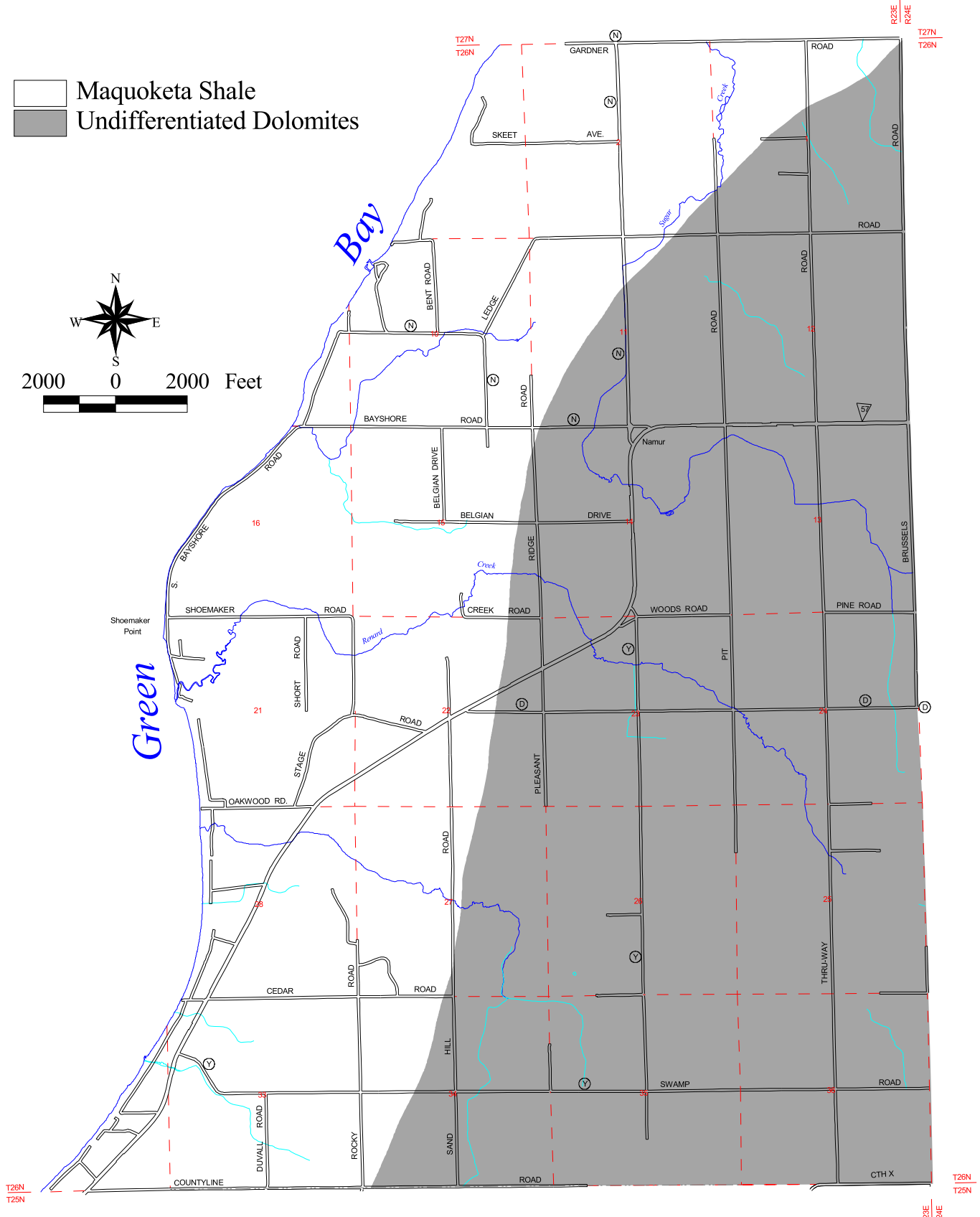
Town of Union  
Door County, Wisconsin

Map 5.1

 Maquoketa Shale  
 Undifferentiated Dolomites



2000 0 2000 Feet






Source: USGS; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# Pleistocene Geology

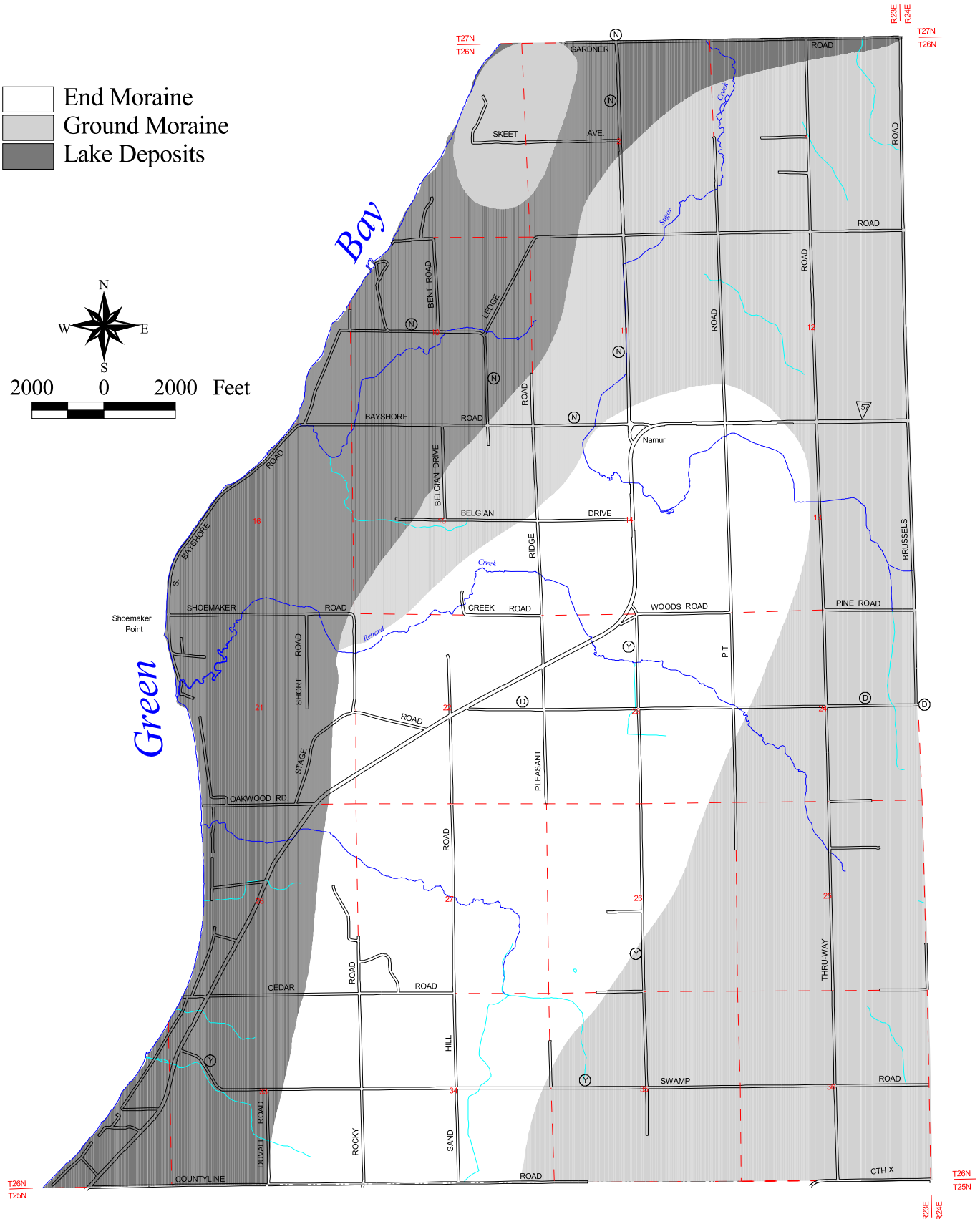
Map 5.2

Town of Union  
Door County, Wisconsin

-  End Moraine
-  Ground Moraine
-  Lake Deposits



2000 0 2000 Feet



Source: USGS, 1973; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# Prime Farmland

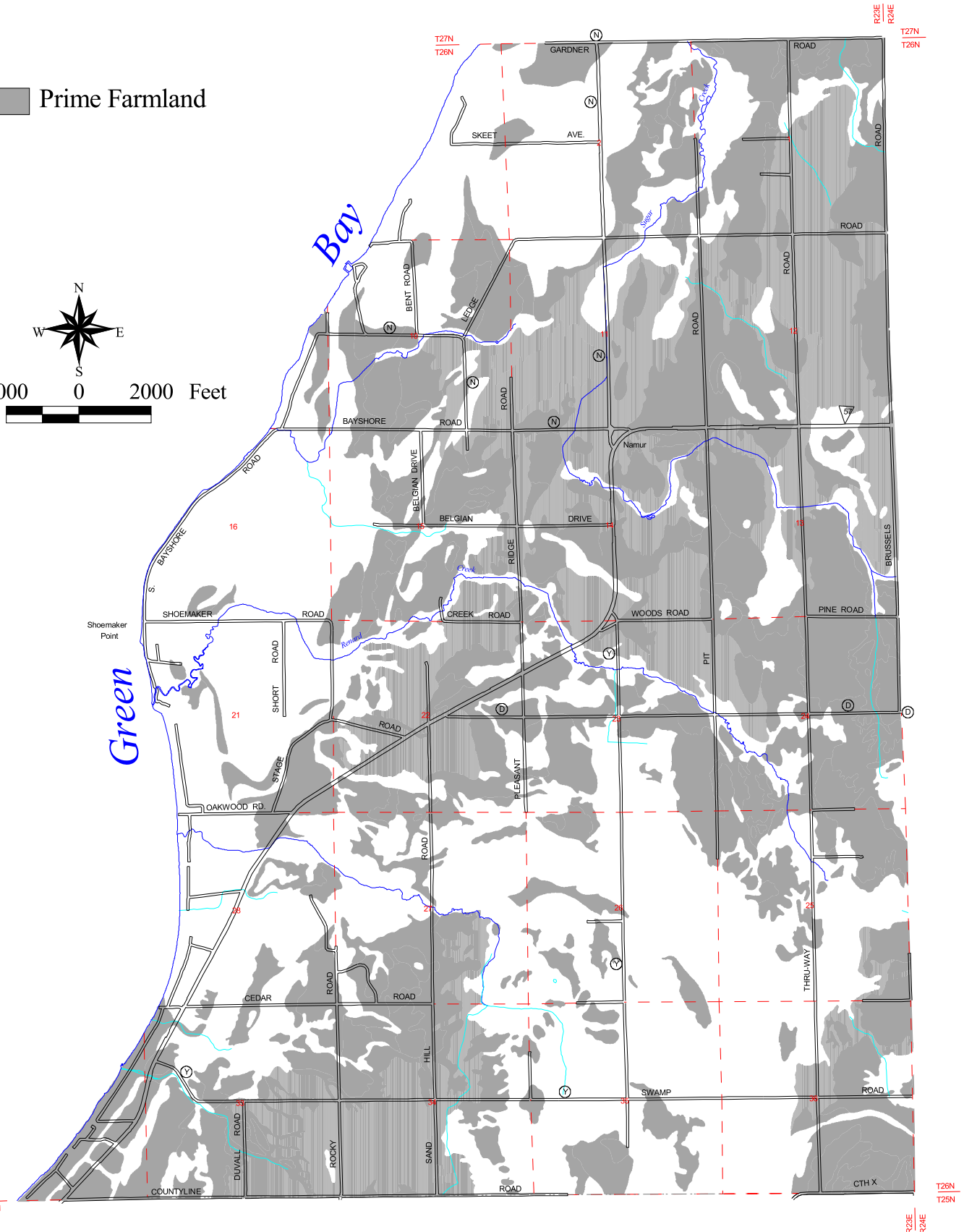
Town of Union  
Door County, Wisconsin

Map 5.3

Prime Farmland



2000 0 2000 Feet



Source: NRCS, 1978; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.





# Steep Slope

## Town of Union

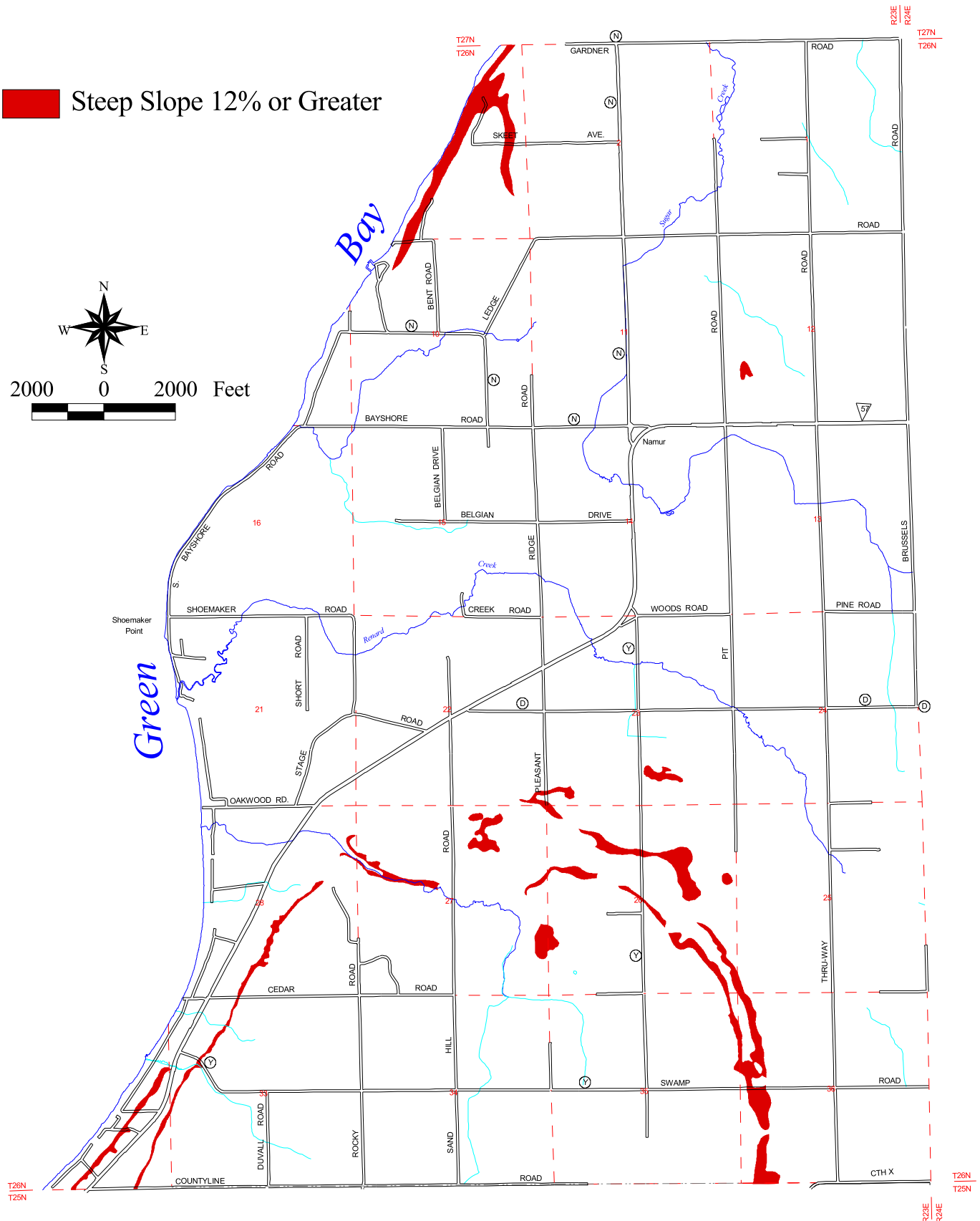
### Door County, Wisconsin

Map 5.4

 Steep Slope 12% or Greater



2000 0 2000 Feet



Source: NRCS, 1978; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# Surface Water Features

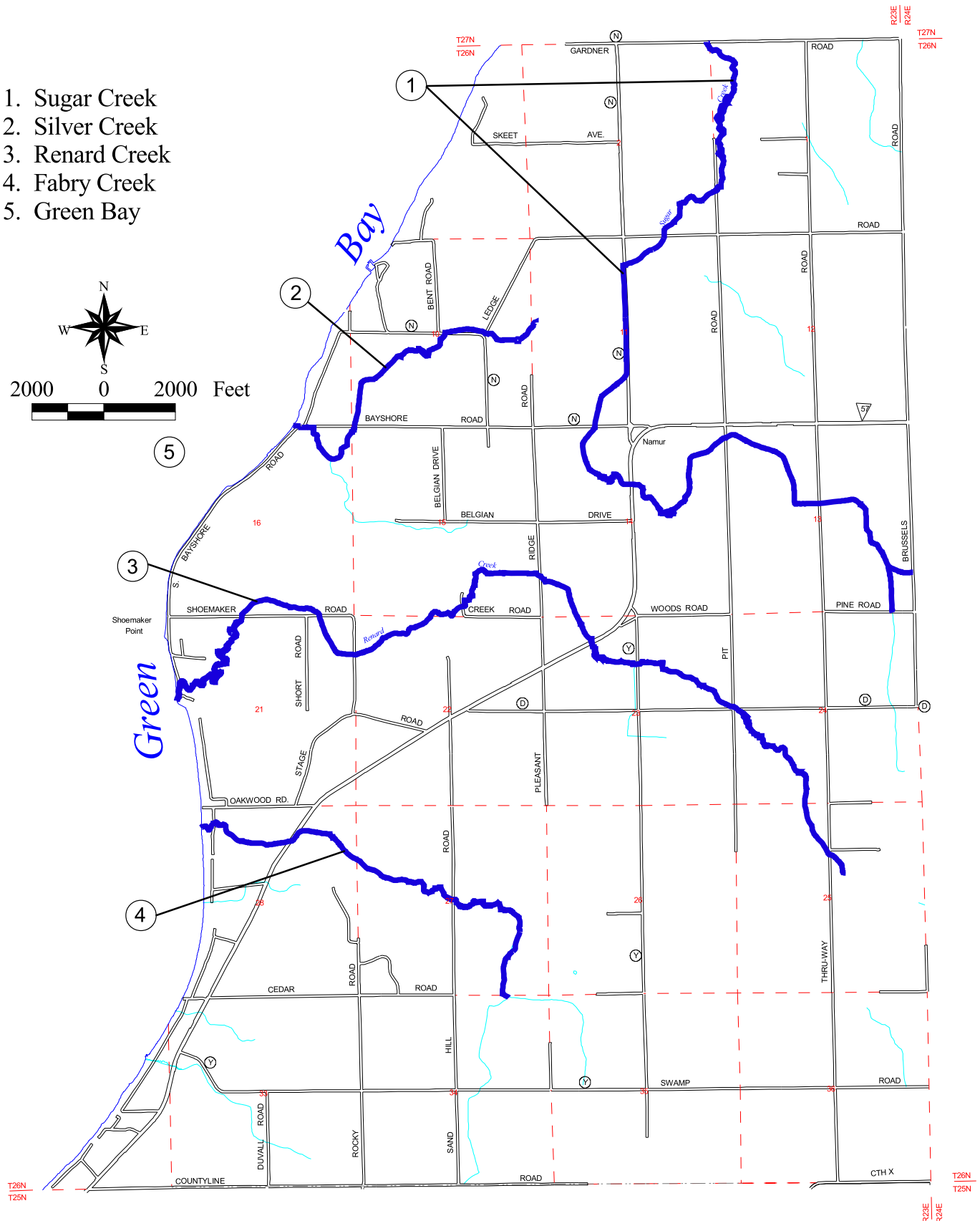
Map 5.5

Town of Union  
Door County, Wisconsin

1. Sugar Creek
2. Silver Creek
3. Renard Creek
4. Fabry Creek
5. Green Bay



2000 0 2000 Feet



Source: Door County, 2000; Town of Union; Bay-Lake Regional Planning Commission, 2007.



# Floodplains

## Town of Union

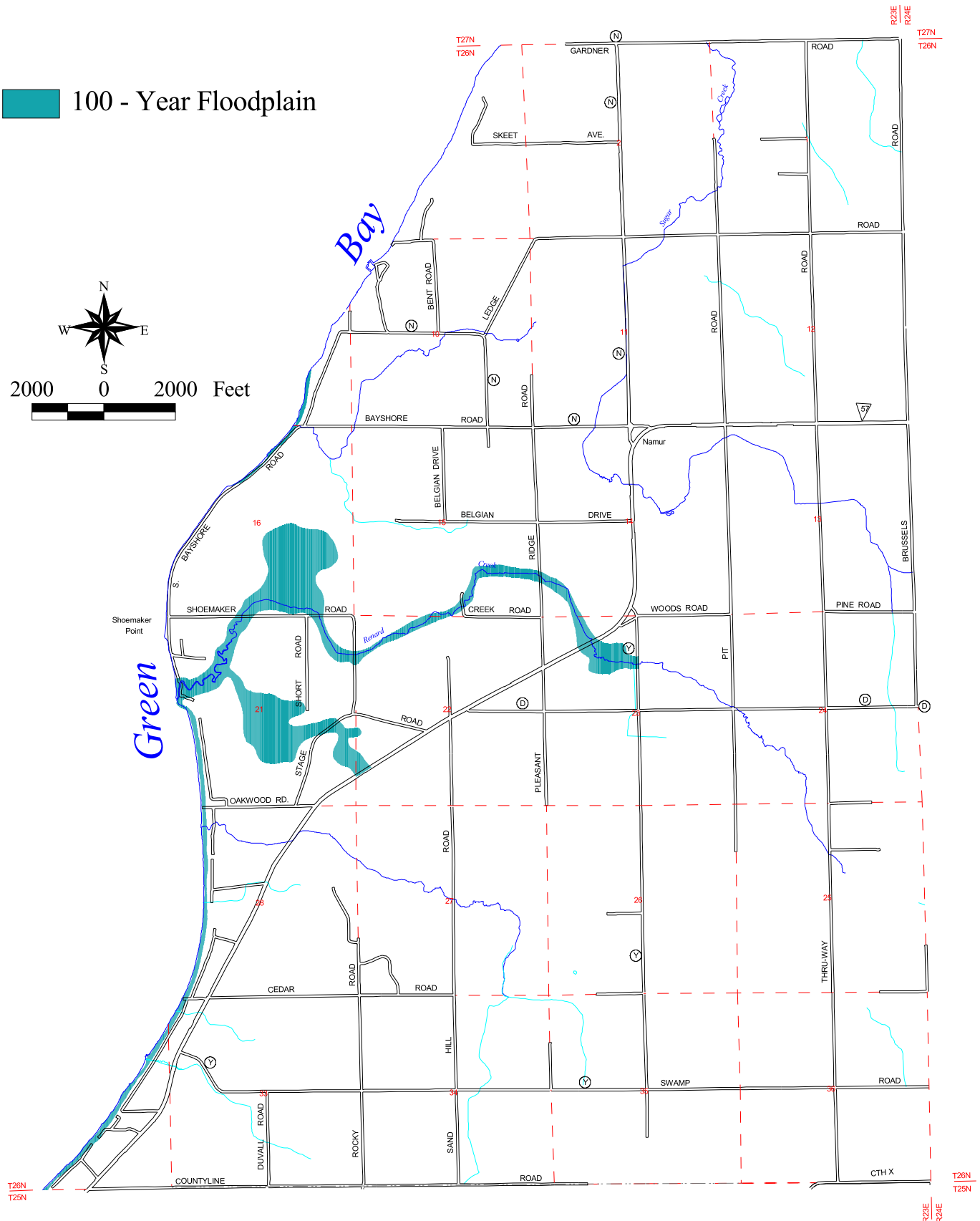
### Door County, Wisconsin

Map 5.6

 100 - Year Floodplain



2000 0 2000 Feet



Source: FEMA 1980; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# Wetlands

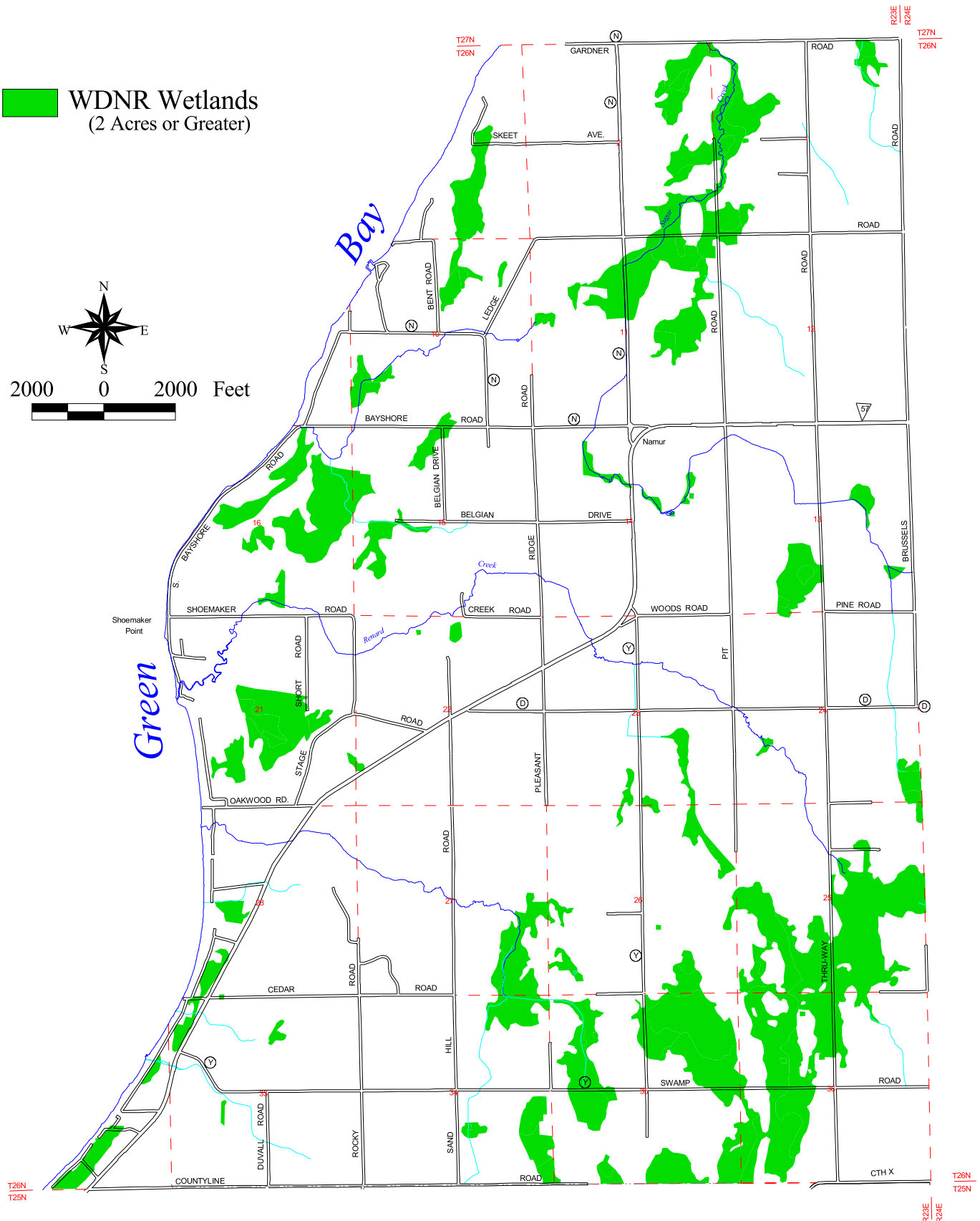
## Town of Union

### Door County, Wisconsin

 WDNR Wetlands  
(2 Acres or Greater)



2000 0 2000 Feet

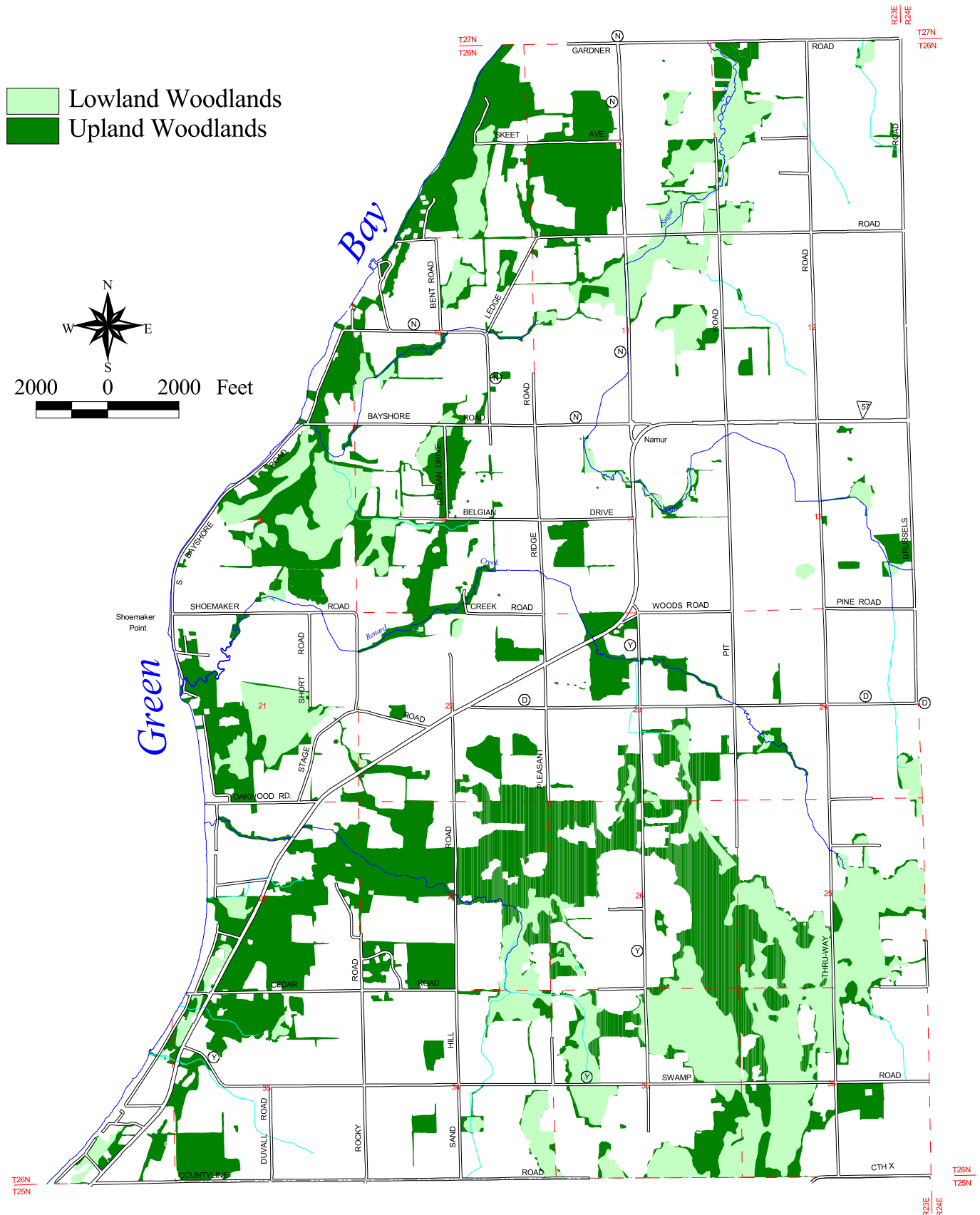


Source: WDNR, 1989; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.





## Map 5.8



Source: Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# Natural Area

## Town of Union

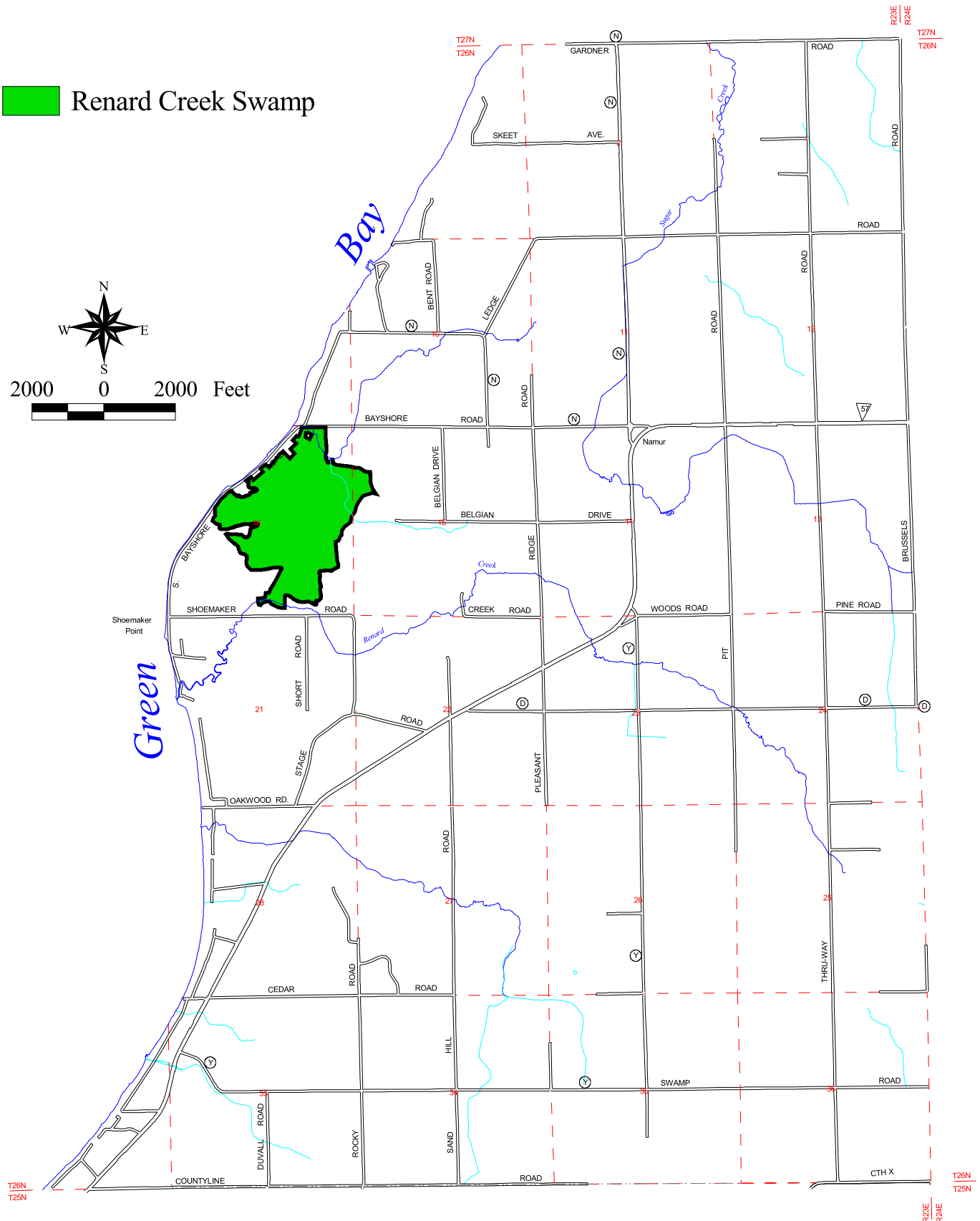
### Door County, Wisconsin

Map 5.9

 Renard Creek Swamp



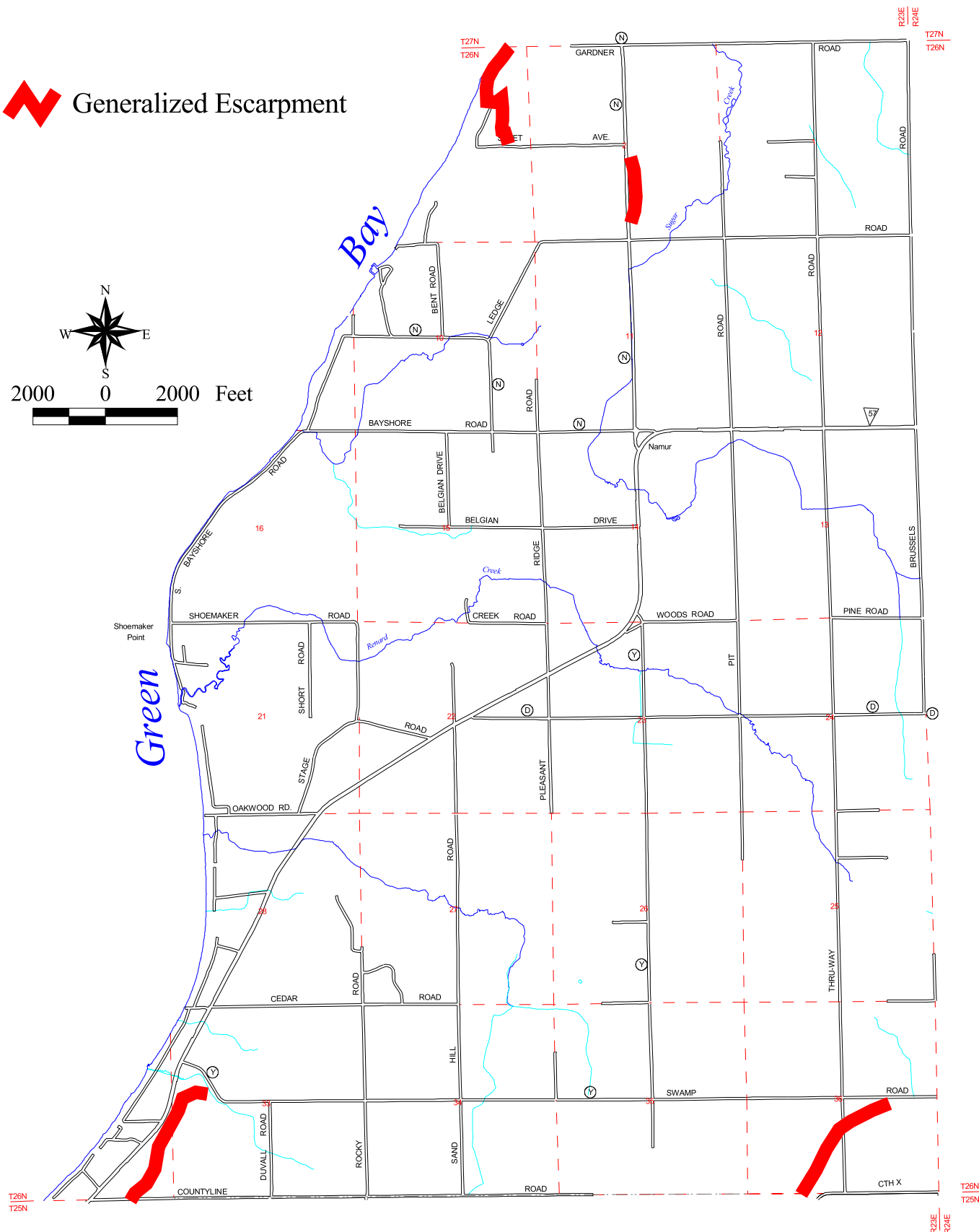
2000 0 2000 Feet



Source: Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



Map 5.10




Source: Joanne Kluessendorf and Donald G. Mikulic; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# Environmental Corridors

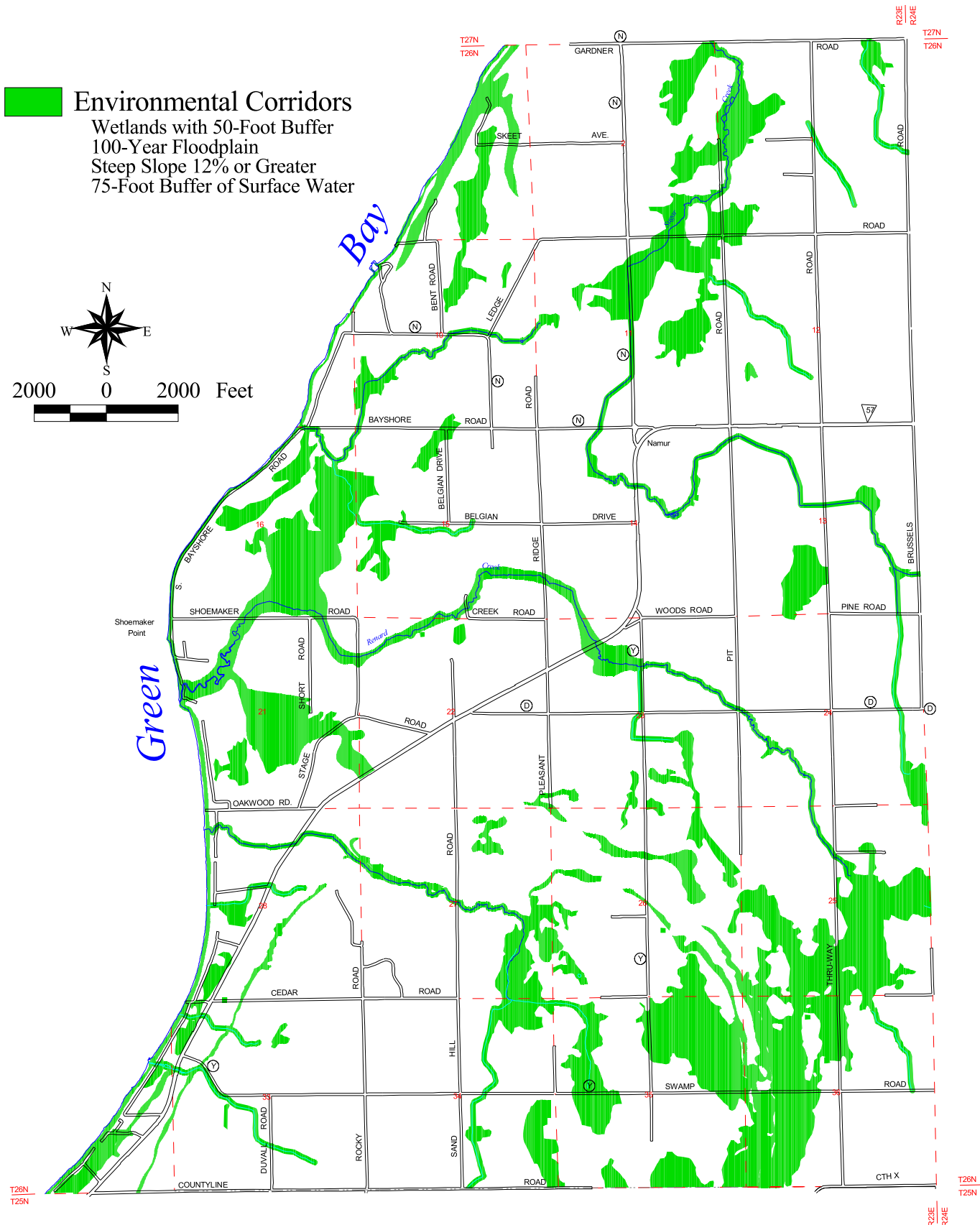
Map 5.11

Town of Union  
Door County, Wisconsin

 **Environmental Corridors**  
Wetlands with 50-Foot Buffer  
100-Year Floodplain  
Steep Slope 12% or Greater  
75-Foot Buffer of Surface Water



2000 0 2000 Feet



Source: WDNr, 1989; FEMA, 1980; NRCS, 1978; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.





# **CHAPTER 6**

## **POPULATION AND HOUSING**

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## CHAPTER 6 - POPULATION AND HOUSING

### INTRODUCTION

Changes in population numbers and characteristics are instrumental in tracking the past growth patterns of a community in addition to predicting future population trends. Over time, these population characteristics directly influence the Town of Union's housing, educational, community and recreational facility capacities and its future economic development opportunities.

Housing is of social, economic, and revenue importance to local communities. People who take responsibility and pride in their homes are more likely to participate in community and civic activities. In a report prepared by the Wisconsin Realtors Foundation, the housing construction business employed 83,000 workers making it the state's second leading industry in employment. Housing is also a major source of revenue for many local communities in the form of property taxes.

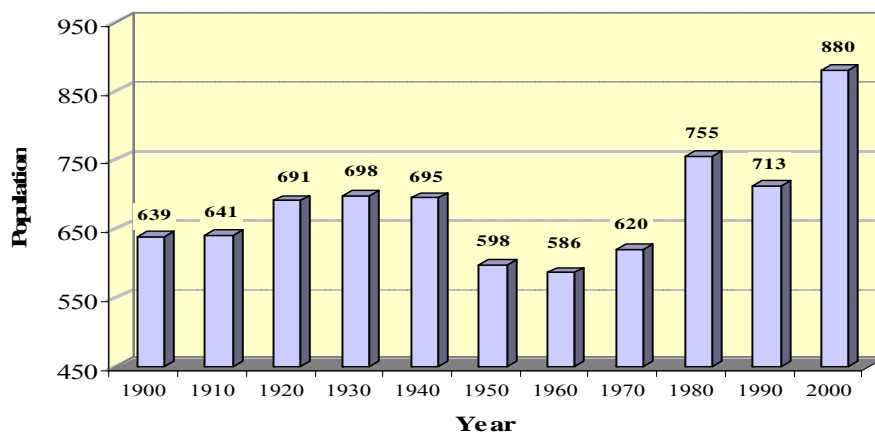
The housing portion of this chapter includes information about the current housing stock, structural and occupancy characteristics as well as details on future housing demand based on demographic projections. The 2006 land use map in Chapter 11 (Map 11.4) identifies the residential developments within the planning area. By considering housing related issues now as part of the comprehensive planning process, the Town of Union can be better prepared to meet their future housing needs. The majority of the information in this chapter is based upon the 2000 Census and on population estimates and projections provided by the Wisconsin Department of Administration.

### POPULATION CHARACTERISTICS

#### Historical Population Levels

Figure 6.1 and Table 6.1 displays the changes in population that the Town of Union has experienced in the past century. The Town's population increased slightly from 1900 through 1940 and then declined through 1970. There was an increase in population between 1970 and 1980 of 21.8 percent; a decrease in population between 1980 and 1990 of 4.5 percent; and then an increase of 22.1 percent between 1990 and 2000. The Town's 2000 Census population of 880 persons was the highest over the last century.

Figure 6.1: Historical Population Levels, 1900-2000, Town of Union



Source: General Population Characteristics 1900-2000, and Bay-Lake Regional Planning Commission, 2006.

## Recent Population Trends and Projections

Since 1970, the population in the Town of Union has been gradually increasing, with the exception of a small decline in 1990 (Table 6.1). Between 1970 and 1980 the population increased by 135 persons, or 21.8 percent. From 1980 to 1990, the town's population decreased by 34 persons, or 4.5 percent. The town's population from 1990 to 2000 increased by 159 people, resulting in a 22.1 percent increase.

In 2003, the Wisconsin Department of Administration's (WDOA) Demographic Services Center prepared baseline population projections to the year 2025 for the communities and counties of the state. The projections utilize a formula that calculates the annual population change over five varying time spans.

Table 6.1: Population Trends, 1970-2025, Town of Union & Selected Areas

Year	Geographic Location						
	Town of Union	Town of Gardner	Town of Brussels	Town of Red River	Door County	Bay-Lake Region	State of Wisconsin
Actual Population							
1970	620	875	1,050	1,308	20,106	440,926	4,417,731
1980	755	1,084	1,097	1,431	25,029	476,134	4,705,767
1990	721	1,025	1,042	1,407	25,690	498,824	4,891,769
2000	880	1,197	1,112	1,476	27,961	554,565	5,363,715
WDOA Population Projections							
2005	922	1,256	1,138	1,537	29,023	574,762	5,563,896
2010	966	1,316	1,166	1,599	30,112	595,277	5,757,470
2015	991	1,351	1,173	1,659	30,645	614,541	5,931,386
2020	1,003	1,369	1,166	1,719	30,800	633,182	6,110,878
2025	991	1,353	1,132	1,771	30,218	650,262	6,274,867
Number Change							
1970-1980	135	209	47	123	4,923	35,208	288,036
1980-1990	(34)	(59)	(55)	(24)	661	22,690	186,002
1990-2000	159	172	70	69	2,271	55,741	471,946
2000-2025	111	156	20	295	2,257	95,697	911,152
Percent Change							
1970-1980	21.8	23.9	4.5	9.4	24.5	8.0	6.5
1980-1990	(4.5)	(5.4)	(5.0)	(1.7)	2.6	4.8	4.0
1990-2000	22.1	16.8	6.7	4.9	8.8	11.2	9.6
2000-2025	12.6	13.0	1.8	20.0	8.1	17.3	17.0

Source: US Census Bureau, General Population Characteristics 1900-2000, and Bay-Lake Regional Planning Commission, 2005.

## Population Projections

The 2003 Wisconsin Department of Administration's Demographic Services Center prepared baseline population projections to the year 2025 for the Town of Union. From this formula, the WDOA projects a somewhat slow but constant population increase between 2005 and 2025. The WDOA projects a population increase of 111 persons or 12.6 percent between 2000 and 2025, an average annual increase of .8 percent.

Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities may be subject to more error because even minor changes in the community can result in significant changes in population projections (Table 6.2 and Figure 6.2).

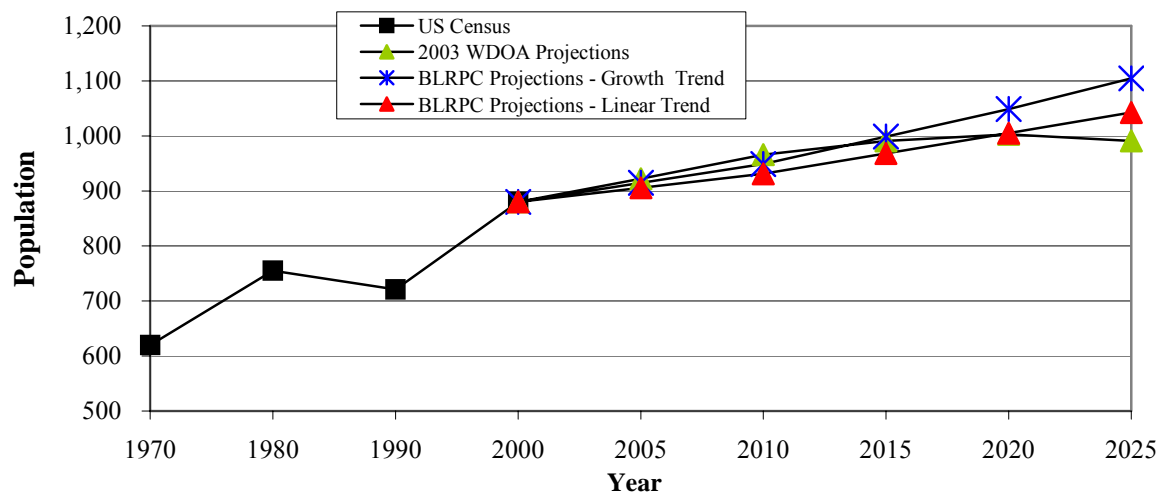
## Twenty-Year Population Projections

Table 6.2: Population 1970-2000; Projected Population 2005 - 2025

Area	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	620	755	721	880					
2003 WDOA Projections				880	922	966	991	1003	991
BLRPC Projections - Growth Trend				880	915	949	999	1049	1105
BLRPC Projections - Linear Trend				880	906	931	968	1005	1043

Source: General Population Characteristics 1900-2000, and Bay-Lake Regional Planning Commission, 2006.

Figure 6.2: US Census Population, 1970 to 2000; WDOA and Bay-Lake Regional Planning Commission Growth Projections, 2005 to 2025



## Population By Age and Sex

From 1980 to 1990, there have been moderate shifts in the distribution of the male and female population within age groups in the Town of Union (see Table 6.3). The trends indicated by the age and sex distribution for 1980, 1990, and 2000 reflect the aging of the population previously discussed. In 1980, 37.5 percent of the population (total of male and female) were in the 25-59 year age bracket, in 1990 43.4 percent were in the 25-59 year age bracket and in 2000, 47.8 percent of the population was between the ages of 25 and 59 years old.

Table 6.3: Age and Sex Distribution, Town of Union, 1980, 1990 and 2000

1980								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	13	3.4	1.7	16	4.3	2.1	29	3.8
65-74	29	7.6	3.8	32	8.6	4.2	61	8.1
60-64	19	5.0	2.5	21	5.6	2.8	40	5.3
55-59	12	3.1	1.6	18	4.8	2.4	30	4.0
45-54	26	6.8	3.4	22	5.9	2.9	48	6.4
35-44	46	12.0	6.1	44	11.8	5.8	90	11.9
25-34	62	16.2	8.2	53	14.2	7.0	115	15.2
20-24	23	6.0	3.0	21	5.6	2.8	44	5.8
15-19	54	14.1	7.2	33	8.9	4.4	87	11.5
10-14	44	11.5	5.8	41	11.0	5.4	85	11.3
5-9	26	6.8	3.4	33	8.9	4.4	59	7.8
under 5	29	7.6	3.8	38	10.2	5.0	67	8.9
TOTAL	383	100.0	50.7	372	100.0	49.3	755	100.0

1990								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	17	4.8	2.4	32	8.9	4.5	49	6.9
65-74	32	9.1	4.5	22	6.1	3.1	54	7.6
60-64	7	2.0	1.0	12	3.3	1.7	19	2.7
55-59	14	4.0	2.0	14	3.9	2.0	28	3.9
45-54	48	13.6	6.7	44	12.2	6.2	92	12.9
35-44	45	12.7	6.3	43	11.9	6.0	88	12.3
25-34	69	19.5	9.7	54	15.0	7.6	123	17.3
20-24	27	7.6	3.8	23	6.4	3.2	50	7.0
15-19	25	7.1	3.5	19	5.3	2.7	44	6.2
10-14	25	7.1	3.5	33	9.2	4.6	58	8.1
5-9	20	5.7	2.8	31	8.6	4.3	51	7.2
under 5	24	6.8	3.4	33	9.2	4.6	57	8.0
TOTAL	353	100.0	49.5	360	100.0	50.5	713	100.0

2000								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	21	4.7	2.4	26	6.0	3.0	47	5.3
65-74	33	7.4	3.8	29	6.7	3.3	62	7.0
60-64	32	7.2	3.6	29	6.7	3.3	61	6.9
55-59	25	5.6	2.8	25	5.8	2.8	50	5.7
45-54	67	15.0	7.6	60	13.8	6.8	127	14.4
35-44	75	16.8	8.5	70	16.1	8.0	145	16.5
25-34	56	12.6	6.4	42	9.7	4.8	98	11.1
20-24	16	3.6	1.8	22	5.1	2.5	38	4.3
15-19	25	5.6	2.8	32	7.4	3.6	57	6.5
10-14	30	6.7	3.4	33	7.6	3.8	63	7.2
5-9	40	9.0	4.5	42	9.7	4.8	82	9.3
under 5	26	5.8	3.0	24	5.5	2.7	50	5.7
TOTAL	446	100.0	50.7	434	100.0	49.3	880	100.0

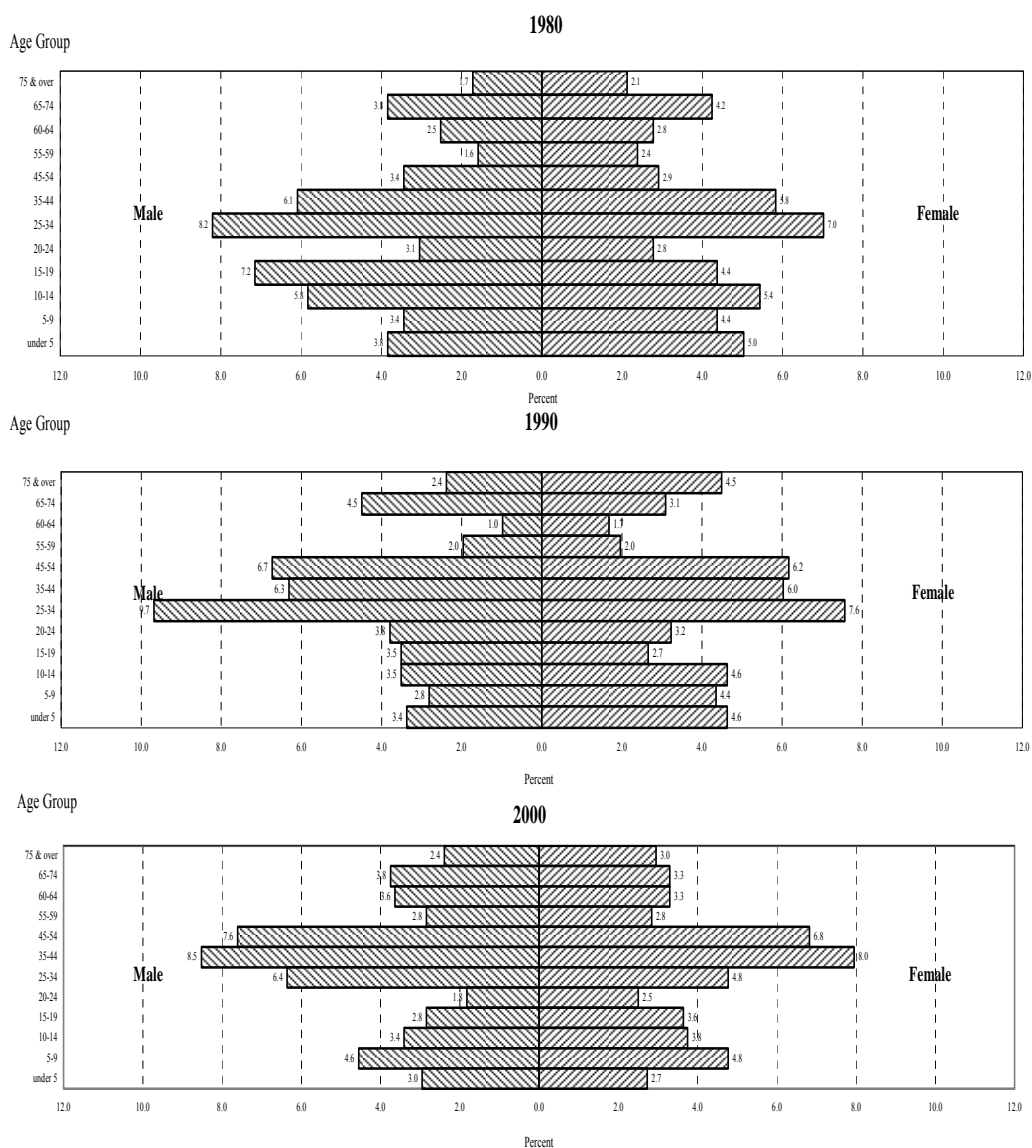
Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; 1990 Census of Population and Housing, STF 1A, Table P012; 2000 Census of Population and Housing SF1; and Bay-Lake Regional Planning Commission, 2006.

The difference between the distribution of males and females in the population has not been as significant for the three decades cited. In 1980, 50.7 percent of the population was male and 49.3 percent were female. In 1990, the total male population had declined slightly to 49.5 percent, while the total female population had increased to 50.5 percent; and in 2000 the male and female population had shifted back to the 1980 distribution of 50.7 percent males and 49.3 percent females.

### Decade Population Pyramids

Figure 6.3 illustrates changes in the Town of Union's population through bar graph pyramids that compare males and females by age group. The three pyramids show that the town's population has slowly aged over the last 20 years.

Figure 6.3: Population Pyramids, 1980-2000, Town of Union



Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table P012; 1980 Census of Population and Housing, STF 1A, Table 10; 2000 Census of population and Housing, SF1; and Bay-Lake Regional Planning Commission, 2006.

### **School Age, Working Age, and Retirement Groups**

Table 6.4 shows the number and percentage of town population by sex and within broad age brackets. In 2000, nearly 74 percent of the town's population were in what is considered the "working and voting age bracket" or 18 years of age or older. Nearly 13 percent of the town's population was in the "retired" age bracket, 65 years old or older; while more than 17 percent of the population was in the "school age group" or 5 to 17 years old. Some notable features to Union's population include lower percentages of retirement age persons and a higher percentage of 5-17 school age persons when compared to the county and the state.

**Table 6.4: Population by Age Groups and Sex, 2000, Town of Union & Selected Areas**

Age Groups	Town of Union			Union Percent	Door County Percent	Wisconsin Percent
	Total	Number Male	Female			
PreSchool						
<5 years old	50	26	24	5.7	1.7	3.4
School Age						
5 to 11 years old	111	57	54	12.6	8.9	10.1
12 to 14 years old	34	13	21	3.9	4.2	4.5
15 to 17 years old	35	16	19	4.0	4.4	4.5
Working and Voting Age						
>16 years old	672	346	326	76.4	80.8	77.5
16 to 64 years old	563	292	271	64.0	64.4	64.4
>18 years old	650	334	316	73.9	77.9	74.5
18 to 64 years old	541	280	261	61.5	59.2	61.4
Retirement Age						
>65 years old	109	54	55	12.4	18.7	13.1
Total Population	880	446	434			

Source: General Population Characteristics 1900-2000, and Bay-Lake Regional Planning Commission, 2006

### **Median Age**

The median age for the Town of Union and all communities compared (Table 6.5) has been gradually increasing for the period 1970 to 2000. In 2000 the median age of the town population was 38.2 while in 1990 the median age was 32.6. Overall, this trend of increasing median age is also occurring throughout the United States. An aging population generally demands additional community services and can also mean additional economic opportunities.

**Table 6.5: Median Age, 1970-2000, Town of Union & Selected Areas**

Geographic Area	1970	1980	1990	2000
Town of Union	27.3	28.1	32.6	38.2
Town of Gardner	34.2	29.3	36.1	41.5
Town of Brussels	29.7	28.7	32.6	36.3
Town of Red River	23.7	25.9	30.9	37.4
Door County	33.8	31.4	36.5	42.9
Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, General Population Characteristics, Wisconsin, 1970, Tables 33,35; 1980 Table 14; 1990 STF 1A, General Profile; Census 2000 and Bay-Lake Regional Planning Commission, 2006.



## **Year-Round and Seasonal Population**

In 2000, the population of the Town of Union consisted of 880 year-round residents and an estimated 418 seasonal residents, with an average household size of 2.63 persons (Table 6.6).

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household. In 2000, the Town of Union had 418 seasonal housing units; thus creating an estimated seasonal population of nearly 48 percent or 418 persons.

Table 6.6: Estimated Seasonal Population, Town of Union and Selected Areas

	Town of Union	Town of Gardner	Town of Brussels	Town of Red River (Kewaunee County)	Door County	Wisconsin
Population	880	1,197	1,112	1,476	27,961	4,891,769
Persons Per Household	2.63	2.43	2.76	2.79	2.33	2.61
Total Seasonal Housing Units*	159	456	6	58	6,970	150,601
Percent of Housing Units Seasonal	31.1	47.2	1.4	9.7	35.6	7.3
Estimated Seasonal Population**	418	1,108	17	162	16,240	393,069

\*Seasonal housing includes seasonal, recreational, or occasional use units, does not include other vacant

\*\*Estimated Seasonal Population = Seasonal Housing Units x Persons per Household

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2006.

## **HOUSING INVENTORY**

### **Total Housing Unit Levels by Decade**

The total number of housing units within the Town of Union (as reported by the U.S. Census) increased by more than 52 percent between 1970 and 1980; showed a slight increase of 2.4 percent between 1980 and 1990; and then showed a decline of more than 13 percent between 1990 and 2000. (Table 6.7 and Figure 6.3). In 2000, there were 512 total housing units, a 35.8 percent increase from 1970 to 2000.

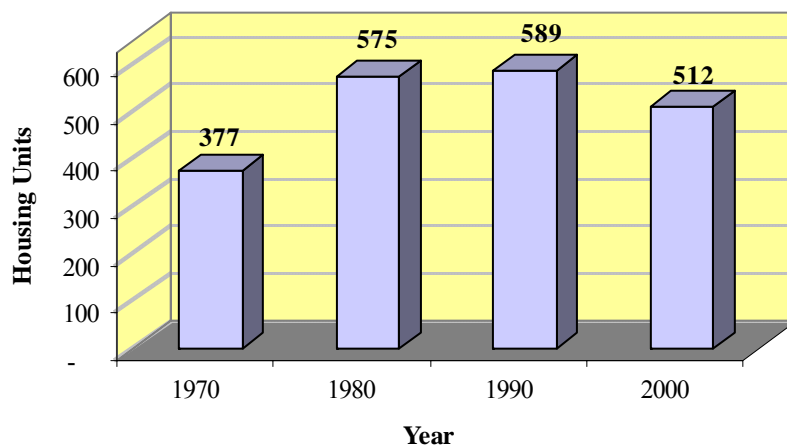
The 35.8 percent increase in housing units in the Town of Union between 1970 and 2000 was lower than the County (81.7 percent) and the state (57.6 percent).

Table 6.7: Total Housing Units, 1970-2000, Town of Union & Selected Areas

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-2000	1970-2000
Town of Union	377	575	589	512	52.5	2.4	-13.1	35.8
Town of Gardner	561	912	1,007	966	62.6	10.4	-4.1	72.2
Town of Brussels	313	373	398	428	19.2	6.7	7.5	36.7
Town of Red River	418	523	552	601	25.1	5.5	8.9	43.8
Door County	10,779	15,324	18,037	19,587	42.2	17.7	8.6	81.7
Bay-Lake Region	148,035	194,960	222,116	248,916	31.7	13.9	12.1	68.1
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; Census 2000; and Bay-Lake Regional Planning Commission, 2004.

Figure 6.4: Historic Housing Unit Levels, 1970-2000 - U. S. Census, Town of Union



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Table DP-1; and Bay-Lake Regional Planning Commission, 2004.

Table 6.8: Housing Units Additions and Deletions 1990 -1999, Town of Union and Selected Areas

Year	Town of Union	Town of Brussels	Town of Red River	Door County
1990	4	4	3	257
1991	8	5	0	201
1992	12	3	10	252
1993	5	0	4	253
1994	14	3	7	301
1995	12	5	4	301
1996	12	6	4	360
1997	4	6	4	329
1998	10	12	4	360
1999	9	8	4	486
Total Additions	90	52	4	3,100
Total Deletions, 1990-1999	23	4	4	185
Net Change, 1990-1999	67	48	4	2,915

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and, Bay-Lake Regional Planning Commission, 2005

### **Housing Types - Units in Structure**

The overwhelming majority of housing types in the Town of Union in 2000 were one unit detached structures, 89.8 percent (Table 6.9). Manufactured homes account for 7.8 percent of the total structures in the town (40 units). The housing in the surrounding towns also predominantly consist of one unit detached structures although the towns of Gardner, Brussels and Red River have significantly higher numbers of manufactured homes. According to the 2000 Census there were 250 manufactured homes (26.2 percent of the total housing units) in the Town of Gardner; 61 units (14.1 percent of the total housing units) in the Town of Brussels; and, 54 manufactured homes (9 percent of the total units) in the Town of Red River.

Table 6.9: Units in Structure, 2000 Town of Union &amp; Selected Areas

Units	Town of Union		Town of Gardner		Town of Brussels		Town of Red River		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	460	89.8	700	73.3	348	80.4	509	85.1	15,188	78
1 unit, attached	3	0.6	3	0.3	5	1.2	3	0.5	737	4
2 units	8	1.6	2	0.2	12	2.8	20	3.3	529	3
3 or 4 units	1	0.2	-	-	5	1.2	8	1.3	619	3
5 to 9 units	-	-	-	-	-	-	2	0.3	601	3
10 to 19 units	-	-	-	-	-	-	2	0.3	269	1
20 or more units	-	-	-	-	2	0.5	-	-	307	2
Mobile home	40	7.8	250	26.2	61	14.1	54	9.0	1,320	7
Other	-	-	-	-	-	-	-	-	17	0
Total Units	512	100	955	100	433	100	598	100	19,587	100

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 1; and Bay-Lake Regional Planning Commission, 2006.

### **Housing Occupancy and Tenure**

According to the 2000 Census (Table 6.10), the Town of Union had a total of 512 housing units of which 335 were occupied (65.4 percent of the total number of housing units in the town). Of the 335 occupied units, 290 or 56.6 percent were owner occupied and 45 units or 8.8 percent were occupied by renters. Housing units that are not classified as occupied are classified as *Vacant Seasonal, Recreational and Occasional Use Units*. The percentage of seasonal units in the Town of Union (31.1 percent) is less than that of the Town of Gardner (47.2 percent) but significantly higher than that of the Town of Brussels (1.4 percent) and the Town of Red River (9.7 percent).

Table 6.10: Housing Occupancy and Tenure, 2000, Town of Union &amp; Selected Areas

Units	Town of Union		Town of Gardner		Town of Brussels		Town of Red River		Door County	
	No.	%	No.	%	No.	%	No.	%	No.	%
Occupied	335	65.4	493	51.0	403	94.2	528	87.9	11,828	60.4
Owner	290	56.6	437	45.2	403	94.2	453	75.4	9,394	48.0
Renter	45	8.8	56	5.8	56	13.1	75	12.5	2,434	12.4
Vacant	177	34.6	473	49.0	25	5.8	73	12.1	7,759	39.6
Seasonal, Recreational and Occasional Use	159	31.1	456	47.2	6	1.4	58	9.7	6,970	35.6
Total Units	512	100.0	966	100.0	428	100.0	601	100.0	19,587	100.0

Source: U.S. Bureau of the Census, 2000 Census of the Population and Housing SF-3; and, Bay-Lake Regional Planning Commission, 2006.

### **Age of Housing**

According to the 2000 Census, approximately 53 percent of the existing housing units in the Town of Union were built before 1960 (Table 6.11). Nearly 32 percent of the existing housing units were built between 1970 and 1994. A significant percentage of the housing units within the surrounding towns were also constructed prior to 1940, with 37.4 percent for the Town of Gardner, 55.9 percent for the Town of Brussels, and 44.5 percent for the Town of Red River. According to the Census, 40 percent of Door County's Housing structures were also built before 1940.

Table 6.11: Year Structure Built, Town of Union and Selected Areas

Year Structure Built	Town of Union		Town of Gardner		Town of Brussels		Town of Red River		Door County	
	No.	%	No.	%	No.	%	No.	%	No.	%
1999 to March 2000	22	4.3	13	1.4	14	3.2	21	3.5	702	3.6
1995 to 1998	21	4.1	111	11.6	30	6.9	64	10.7	1,878	9.6
1990 to 1994	61	11.9	60	6.3	17	3.9	47	7.9	1,373	7.0
1980 to 1989	48	9.4	125	13.1	58	13.4	69	11.5	3,033	15.5
1970 to 1979	54	10.5	190	19.9	51	11.8	100	16.7	3,246	16.6
1960 to 1969	34	6.6	99	10.4	21	4.8	31	5.2	1,510	7.7
1940 to 1959	126	24.6	209	21.9	56	12.9	103	17.2	3,316	16.9
1939 or earlier	146	28.5	148	15.5	186	43.0	163	27.3	4,529	23.1
Total	512	100.0	955	100.0	433	100.0	598	100.0	19,587	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 3; and Bay-Lake Regional Planning Commission, 2006

### **Condition of Housing Stock**

Determining the number of substandard housing units in the Town of Union will be an indication of the condition of the overall housing stock. Those units which are determined to be substandard are recommended not to be considered as part of the overall housing supply.

*According to the Department of Administration, Division of Housing and Intergovernmental Relations, the definition of a substandard unit is a housing unit which is in need of major repair or replacement in three or more of the following areas: roof, electrical, heating, plumbing, foundation/structure (including interior walls/floors/ceilings), siding, doors/windows and well/septic or water/sewer laterals.*

According to the 2000 Census, there were 266 structures built prior to 1940, some of which may be substandard. However, according to the 2000 Census all housing units in the town contained complete plumbing facilities and complete kitchen facilities. The possibility does exist that housing units within the town may be substandard based on other conditions stated within the aforementioned definition.

The town should consider conducting housing surveys to help identify the number of substandard housing units within the community, where the majority of substandard units are located and determine ways to assist in the rehabilitation of these units.

### **Household Relationship**

The 2000 Census revealed that 100 percent of people in the Town of Union lived in households (Table 6.12). This is also the case when compared with the surrounding towns. The Census information indicates that in 2000 there were no group quarters (elderly assisted care facilities etc.) either institutional or non-institutionalized group quarters in the Town of Union or any of the surrounding towns. In Door County, according to the Census, 98.7 percent of people lived in households, with the remaining one percent of the people living in group quarters.

Table 6.12: Household Type and Relationship, 2000, Town of Union &amp; Selected Areas

	Town of Union		Town of Gardner		Town of Brussels		Town of Red River		Door County	
	No.	%	No.	%	No.	%	No.	%	No.	%
In Households	880	100	1,197	100	1,112	100	1,471	118	27,580	99
Householder	335	38	493	41	403	36	528	42	11,828	42
Spouse	231	26	308	26	266	24	378	30	6,867	25
Child	278	32	315	26	374	34	501	40	7,329	26
Other Relative	12	1	28	2	24	2	21	2	545	2
Non Relative	24	3	53	4	45	4	43	3	1,011	4
In Group Quarters	-	-	-	-	-	-	5	0	381	1
Institutionalized	-	-	-	-	-	-	-	-	323	1
Noninstitutionalized	-	-	-	-	-	-	5	0	58	0
Total Persons	880	100.0	1197	100.0	1112	100.0	1,251	100.0	27,961	100.0

Source: U.S. Bureau of Census 2000, Census of the Population and Housing, SF-1; and, Bay-Lake Regional Planning Commission, 2006

### **Housing Values**

In 2000, the majority of housing units in the Town of Union (29.2 percent) were valued between \$50,000 and \$99,999 (Table 6.13). The median value of specified owner-occupied housing units in the town was \$124,100, which was somewhat higher than the median house value for the towns of Gardner, Brussels and Red River, which had median values of \$122,000, \$94,800, and \$120,800, respectively. The median house value for the Town of Union is also higher than that of Kewaunee County's which was \$120,800.

Table 6.13: Values of Specified Owner-Occupied Housing Units, 2000, Town of Union &amp; Selected Areas

Value	Town of Union		Town of Gardner		Town of Brussels		Town of Red River		Kewaunee County	
	No.	%	No.	%	No.	%	No.	%	No.	%
Less than \$50,000	4	2.6	80	33.3	8	4.9	9	3.4	241	3.8
\$50,000 to \$99,999	45	29.2	73	30.4	85	52.1	76	28.6	2,181	34.2
\$100,000 to \$149,999	37	24.0	22	9.2	34	20.9	85	32.0	1,613	25.3
\$150,000 to \$199,999	28	18.2	31	12.9	26	16.0	36	13.5	850	13.3
\$200,000 to \$299,999	18	11.7	28	11.7	10	6.1	34	12.8	776	12.2
\$300,000 to \$499,999	16	10.4	4	1.7	-	-	23	8.6	447	7.0
\$500,000 to \$999,999	6	3.9	2	0.8	-	-	3	1.1	238	3.7
\$1,000,000 or more	-	-	-	-	-	-	-	-	28	0.4
Total Units	154	100.0	240	100.0	163	100.0	266	100.0	6,374	100.0
Median Value	\$	124,100	\$	122,000	\$	94,800	\$	122,200	\$	120,800

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-3; and Bay-Lake Regional Planning Commission, 2006

### **Housing Costs - Rents and Mortgage**

Providing affordable housing which meets the needs of future town of Union residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 2000 Census, the median household income in 1999 in the Town of Union was \$47,604 and affordable housing costs should not exceed \$1,428 monthly.

## Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units in the Town of Union was \$467.00. Eighteen renter-occupied housing units in the Town of Union paid 35 percent or more of their 1999 income in rent.

## Owner Costs and Income Comparison

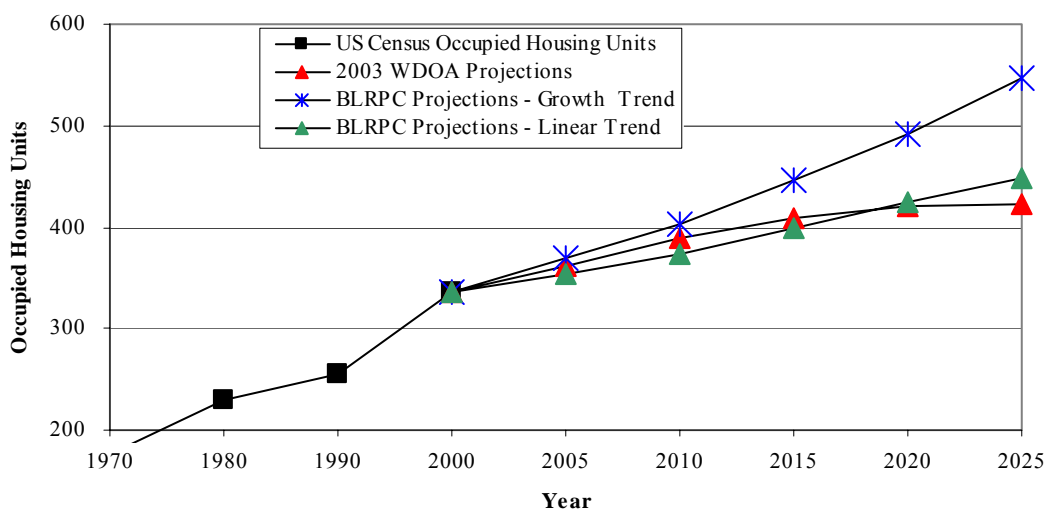
The 2000 Census indicated that 33 specified owner-occupied housing units paid 30 percent or more of their 1999 incomes for selected monthly owner costs. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$1,035 in the Town of Union. For owner-occupied units without a mortgage, the monthly cost was \$326.

Table 6.14: Projected Housing Units (Occupied)

Area	Year								
	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	177	230	255	335					
2003 WDOA Projections				335	362	390	410	421	424
BLRPC Projections - Growth Trend				335	369	402	447	492	547
BLRPC Projections - Linear Trend				335	355	374	399	424	449
Household Size	3.50	3.28	2.83	2.63	2.55	2.48	2.42	2.38	2.34

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-3; WDOA, 2003; and Bay-Lake Regional Planning Commission, 2006.

Figure 6.5: Occupied Housing Units, 1970, 1980, 1990 and 2000; Projected Occupied Housing Units, 2005, 2010, 2015, 2020, and 2025



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2006.

## Housing Development Environment

The town has a large number of acres of developable lands. The aesthetic qualities of the lands in the Town of Union vary based upon location to roadways and natural features. Current housing regulations/zoning allow for a variety of housing opportunities to include the option of manufactured homes, duplexes, multi-family, elderly housing and personal assistance housing, and single-family housing.

## **Analysis and Development of Community Policies and Programs**

Although there are currently no programs, policies, or assistance programs specifically regarding housing in the town there are some programs available at the county, state, and federal level in which town residents would be eligible.

All communities in Wisconsin have a number of implementation options available to them. One important implementation option is ongoing education of citizens and local officials about the contents of this housing chapter and on the role of housing within the community. Citizens need to understand the relationship of housing to economic development, land use, community facilities, and transportation.

Other implementation options available to communities include regulatory tools, such as zoning and subdivision ordinances, governmental and private non-profit programs available to encourage the maintenance and development of affordable housing.

## **Housing Programs**

A number of federal and state housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. Some communities may also want to explore developing their own programs. Listed below are agencies established to provide assistance to a wide variety of communities.

*Note: Not each program is available to the town, nor is each recommended. The programs are described in order to educate residents on specific agencies and their programs, and to be an inclusive information source during planning discussions.*

### **Federal programs and revenue sources**

The **Department of Housing and Urban Development (HUD)** is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program that provides subsidies for rent in private apartments to low-income households. Both of these programs operate principally through local public housing authorities. To be eligible for these programs and others, a community may want to explore establishing a public housing authority under section 66.40 of the Wisconsin Statutes.

HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions (cities of over 50,000 population and designated urban counties) also to other communities through grants to states who distribute the money to non entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Housing & Intergovernmental Relations (DHIR) within the Department of Administration. It awards these funds through a competitive request-for-proposals' process. Funding from other HUD programs is distributed through national competitions.

For information about programs that might be available for specific local initiatives, contact the Wisconsin HUD office located in Milwaukee.

**Rural Development - United States Department of Agriculture (USDA-RD)** provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development.

USDA-RD has district offices serving most parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" for "Rural Development." You can also contact the state office located in Stevens Point, or explore the web site of the national office at [www.rurdev.usda.gov/agency/rhs/rhs.html](http://www.rurdev.usda.gov/agency/rhs/rhs.html). Bay-Lake Regional Planning Commission is also available to assist you in gathering information.

## **State Programs and Revenue Sources**

**Department of Administration, Division of Housing & Intergovernmental Relations (DHIR)** is one of two state agencies that administer housing programs. It administers several programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations develop the capacity to develop houses or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

**Wisconsin Housing and Economic Development Authority (WHEDA)** is a quasi-governmental agency that finances housing development through the sale of bonds. It receives no direct state-tax support. It provides mortgage financing for first-time home buyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

WHEDA also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by contacting WHEDA or visiting its web site at [www.wheda.com](http://www.wheda.com).

### *References/Additional Resources*

A Guide Identifying Public Sources of Housing Financial and Informational Assistance for the Development of Low and Moderate-Income Rental Housing. October, 1999 Division of Housing and Intergovernmental Relations, Department of Administration (updated annually).

## **Local Programs and Revenue Sources**

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

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters,



debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point.

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

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

### **Private Programs**

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

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

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Department of Administration, Division of Housing and Intergovernmental Relations.

### **Housing Plan**

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by s. 66.1001(2)(b) are detailed below - along with options/actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter, which states specific policies and programs the town will follow to meet these requirements.

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

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

**Specific local actions**

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

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

***Zoning and subdivision regulations for smaller lot size***

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

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

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

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

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

### ***Standards in zoning and subdivision ordinances***

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

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

The following are some suggestions for reviewing subdivision regulations:

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

**Streets** - Narrower streets can reduce development costs.

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

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

### ***References/Additional Resources***

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

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

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

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

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

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

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

### ***Innovative zoning and subdivision techniques***

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

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

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

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

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

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

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

### ***References/Additional Resources***

Southeastern Wisconsin Regional Planning Commission, *Rural Cluster Development Guide* (Planning Guide No. 7, 1996).

East Central Wisconsin Regional Planning Commission, *Rural Development Guide for East Central Wisconsin Governments and Landowners* (1999).

Randall Arendt, *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Island Press, 1996).

### ***Density bonuses***

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

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

### ***Inclusionary zoning***

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

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

### ***References/Additional Resources***

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

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

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

### ***Accessory or "granny" apartments***

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

Accessory apartments benefit: elderly persons with limited resources living in large single-family homes with under-used space; households with an older relative who is still able to live

substantially independently but requires some degree of assistance; and young adults who want to live independently while still being near to their parents.

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

### ***References/Additional Resources***

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

### ***Streamlined permitting processes***

The land-use permitting process affects the cost of housing. Delays in the review of proposed housing developments can add to development costs. A more efficient land-use review process can also result in a more cost-effective way to administer land-use regulations.

The following are ideas for streamlining the land use permitting process. Because each of these reform measures is designed to accomplish different objectives, they are best used in combinations:

**Self-assessment** - Begin by taking stock of the permitting process. For example, how long does a typical development review take from start to finish? Are there places where the system bogs down? Are there ways to eliminate or consolidate some of the steps in the approval process?

**Centralized one-stop permit desk** - This saves applicants from needlessly backtracking to different offices and departments. Include interdepartmental review to help coordinate the numerous departments that may be involved in the development process.

**Checklists and flow charts** - Consider publishing guidebooks that outline the local permit process.

**Zoning and subdivision ordinances should describe the application process from start to finish** - Ordinance language should be simple and direct and the sections and standards that relate to one another should be cross-referenced. Doing so benefits applicants and those who administer and enforce the ordinance.

**Pre-application conferences** - Formal or informal meetings with community staff to present concept or sketch plans and address requirements will save money by clarifying expectations before the expensive technical and engineering work begins.

**Concurrent review** - Concurrent review allows different steps in an application to proceed at the same time (like a petition for a zoning change and review of a subdivision plat) thus reducing the overall time needed.

**Staff discretion on administrative matters** - Minor subdivision approvals and issues involving mostly technical and minor changes to submittals can be handled by planning staff. Plan commission time should not be wasted on such matters.

**Fast-tracking** - Development projects that are desirable because of type or location can be encouraged by exempting them from certain permit requirements.

**Encourage innovation** - Innovative techniques may be encouraged by an expedited permit process and by allowing them as conditional uses or as overlays to existing zoning districts.

### ***References/Additional Resources***

*Streamlining the Development Approval Process* by Debra Bassert (Land Development, Winter 1999, pp. 14-19).

*Streamlining Land Use Regulations: A Guidebook for Local Governments* by John Vranicar, Welford Sanders, and David Mosen (American Planning Association, 1982).

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

### ***Impact fees***

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

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

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

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

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

### **Specific local actions**

#### ***Community land trust***

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

Community land trusts provide the following benefits:

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

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

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

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

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

### ***References/Additional Resources***

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

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

### ***Use of public or donated land for housing***

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

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

### ***Infrastructure improvements reserved for affordable housing***

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

### ***Infill development***

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

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



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

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing residential area as much as possible. For example, if the area consists of all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs.

### ***Adaptive reuse***

*Adaptive reuse* involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals, warehouses, and factories. It is one method for introducing housing into non-residential areas. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

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

### ***Manufactured Housing***

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product. While these homes are often referred to as "mobile homes" fewer than 5% of manufactured homes are moved once placed on a site.

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

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

The Foundation for rural housing located in Madison has developed a program with the Wisconsin Manufactured Housing Association and the Department of Corrections to obtain donated manufactured homes, rehabilitate them with prison labor and make them available for low income housing.

### ***References/Additional Resources***

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

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

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

*Product Report: 'Manufactured Housing'* available from the American Association of Retired Persons website at [www.aarp.org/manhov1.html](http://www.aarp.org/manhov1.html).

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

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

### **Requirement 3: Maintaining or rehabilitating existing housing stock**

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

### **Specific local actions**

#### ***Building code***

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

#### ***Historic building code***

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

#### ***Housing code***

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

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

### ***Community paint/fix up events***

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

### ***Rehabilitation loans and grants***

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

### ***Occupant education and cooperation***

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



# **CHAPTER 7**

## **ECONOMIC DEVELOPMENT**

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## **CHAPTER 7 - ECONOMIC DEVELOPMENT**

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### **INTRODUCTION**

The economic development element details the Town of Union's and Door County's general economic conditions including workforce characteristics, economic base and economic opportunities; along with a complete listing of economic development resources. These characteristics are compared to Door County and the State of Wisconsin. This chapter also discusses the importance of retaining, developing, and attracting businesses; the types of businesses and jobs to be encouraged; and a summary of the town's economic strengths and weaknesses.

The purpose of this inventory is to establish strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the Town of Union. Because the economy is interrelated with all aspects of community life, the economic development priorities also have an impact on strategies developed for other community components such as natural resources, housing, transportation, utilities and land use. See Chapter 1 of this document for a detailed listing of these strategies.

### **ECONOMIC DEVELOPMENT COMPONENTS**

To be successful, economic development must function as a part of the whole socio-economic environment. This is accomplished through the development of strategies linked to several economic development components including: 1) *infrastructure*; 2) *business development*; 3) *workforce development* and 4) *community cash flow*. These components consist of several elements that influence the quality and effectiveness of economic development within a community.

#### **Infrastructure Development**

Infrastructure provided by both government and private business is the support system needed for producing and delivering goods and services. Examples of infrastructure include:

- Utilities (e.g., water, sanitary and storm sewer, gas, electric, natural gas)
- Transportation services (e.g., roads, parking, airports, ports, rail, signage, sidewalks, trails)
- Social infrastructure (e.g., schools, hospitals, government and other public services)
- Communications infrastructure (e.g., telephone, radio, television, video, satellite, cellular, etc.)

Communities must identify both current and future needs and work with both public and private sector providers to ensure the provision of adequate infrastructure.

#### **Business Development**

This component addresses business retention and expansion, business attraction and new business development.

- A *business retention and expansion* program should identify the businesses' existing and changing needs and address those needs with resources and tools. It is important to remove obstacles that restrict the growth of existing businesses (e.g., infrastructure, availability of space, transportation, etc.) and assist them to remain competitive through such things as management training, workforce development programs, technology, etc.

- *Business attraction* activities are designed to encourage businesses that are expanding or planning to relocate, to choose your community. In order to attract new businesses, a community must provide a competitive and attractive environment. Marketing and promotion are used extensively to promote the positive business climate, environment quality of life, workforce, services available, etc.
- *Entrepreneurship and New business development* helps diversify the economic base and creates new jobs, and also provides stability to the economic base. Building an effective support system for promising businesses is an important responsibility of the economic developer. This means such things as land with available public infrastructure (e.g., streets and utilities), existing transportation options in place, availability of the internet with high speed access, permits for home-based business, etc.

### **Workforce Development**

Communities need a quality workforce development program in place to stay competitive, to keep existing businesses strong, to keep young people in the community, and to raise residents' standard of living. Workforce development helps to identify skilled labor supply, educational institutions, workforce training programs, etc.

### **Community Cash Flow**

Communities looking to bring new dollars into a community to ensure a balance of economic activity can look at two sources of new dollars: those brought in by individuals, and those brought in by organizations, businesses or government.

- New individual dollars consist of earned income (wage and salary) and transfer income (government payments and investment dividends).
- New dollars brought into a community by entities or institutions cover a wide range of sources, including tourism, expanding markets, government contracts or grants, etc.

### **STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS**

Planning for economic development requires recognition of the community's assets and liabilities through a thorough evaluation of the four aforementioned economic components. This analysis of the town's economic strengths, weaknesses, opportunities, and threats provides a broad overview of where the town is currently, and what its economic composition may be in the future. If the community is to develop and maintain a vibrant and diversified economic foundation, it needs to maximize its strengths, offset weaknesses, take advantage of opportunities, and minimize its threats.

### **Utilities**

#### ***Strengths:***

Electric and a limited area of natural gas services are provided by Wisconsin Public Service (WPS).

#### ***Weaknesses:***

The Town relies on private wells for its water source and septic systems for waste treatment.



## **Telecommunications**

Telephone service (local and long distance) are provided with digital switching. There are no major differences in the quality of telephone service between the Town and other municipalities within the county. The Town also has internet access. Television reception is also accessible by various satellite dish providers.

## **Transportation**

### ***Strengths:***

The Town has direct access to STH 57 which is a pathway that provides high volume (an average of more than 9,000 vehicles daily) highway exposure to the community.

### ***Weaknesses:***

The Town has no direct rail service nor does it have direct access to air service.

## **Local Labor Force Characteristics**

### ***Strengths:***

More than 61 percent of the resident population are in the working/voting age bracket of 18 to 64 years old.

### ***Weaknesses:***

The 2006 County unemployment rates (5.6 percent) within the County was the highest in the last decade. The 2003 unemployment rate for the county rose approximately 26 percent over the last ten years, and by 139 percent in the last five years.

There are current, and may be future labor shortages due to low numbers in the age group of 16-24, and due to the large number of traditional businesses within the area employing/needing large numbers of young workers. In addition, more of these younger individuals are moving away to find employment and housing opportunities elsewhere.

## **Industrial/Commercial Site Availability**

### **Programmatic Capabilities**

#### **Existing Business Base Analysis**

The Town has approximately 71 acres dedicated to industrial and commercial uses, or approximately four- percent of its developed lands.

#### **Available Government Services**

The Town has an adopted Zoning Ordinance, which includes a STH 57 Highway Overlay Zoning and a Historic Preservation Overlay Zoning Districts. Additionally, The *County Zoning Ordinance* is in effect within the shoreland areas of the town (a shoreland defined as an area within 1,000 feet of navigable lakes, ponds, or flowages, and/or lands within 300' of navigable streams, creeks, or rivers); a *County Land Division Ordinance* that requires County zoning staff and/or County Resource Planning Committee review of all minor and major land divisions ( a *minor land division* is a division of land whereby 4 or fewer new lots of 10 acres or less in area are created and a *major land division* is a division of land whereby more than 4 new lots of 10 acres or less in area are created.). Additionally, the County has adopted and administers the *Door County Floodplain Zoning Ordinance*, the *Door County Telecommunications Tower Ordinance*, and the *Door County Wind Energy Systems Ordinance*, which are in effect in all 14 towns.

## **Specific Inhibitors to Economic Development**

### **Training Programs**

#### ***Strengths:***

The area has access to training from UW-Green Bay, the UW-Extension services (providing education and training seminars and courses), and Northeast Wisconsin Technical College (NWTC).

#### ***Weakness:***

No public transportation to access education sites.

### **Financial Capabilities**

#### **Tax Base Comparisons**

The Town had a Full Value of **\$109,589,200** and an Effective Rate of **0.01654** in 2003.

#### **Banking Capability and Capacity**

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

A common problem is the "template" approach to many lending agencies. Borrowers fitting a standard criteria are quickly approved for loans, while those deviating or not meeting the well defined criteria are often denied a loan. The local lender does not have the flexibility they once held years ago, especially since many lenders no longer personally "know" their borrower due to the availability of high speed telecommunications.

### **Quality of Life**

#### **Housing Prices**

In 1999 the median household income was \$47,833. Approximately 20 percent of the Town homeowners paid more than 30 percent of their incomes towards housing costs in 2000, while nearly 28 percent of renters were paying more than 35 percent of their household incomes for housing costs. The median monthly mortgage payment for town residents in 2000 was \$1,035.00; while the median rent was \$467.00 monthly.

#### **Education and Health Care**

The Town of Union is wholly within the Southern Door County School District. Full service health care (with four major hospitals) is available in the City of Green Bay and in the City of Sturgeon Bay.

### **LABOR FORCE CHARACTERISTICS**

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

## **Place of Work**

The ability to retain valuable human resources within a county is an indicator of the overall health of the economy in the county and its respective municipalities. In 2000, approximately 28 percent of workers who were 16 years and older in the Town of Union worked in the City of Sturgeon Bay and slightly more than 20 percent of the Town's workforce worked in the City of Green Bay, in Brown County. (Table 7.1). More than 83 percent of the workforce that live in the town work outside of the community.

Table 7.1 Place of Work and Place of Residence, 2000, Town of Union

Location	Number*	Percent
Work in Town of Union	136	100.0%
Live In Town of Union	78	57.4%
Live Outside Town of Union	58	42.6%
Where Employees of Town of Union Businesses Commute From		
Town of Red River	14	10.3%
City of Green Bay	7	5.1%
Town of Lincoln	6	4.4%
Town of Luxemburg	6	4.4%
Other (11 Communities)	25	18.4%
Live in Town of Union	462	100.0%
Work In Town of Union	78	16.9%
Work Outside Town of Union	384	83.1%
Where Town of Union Residents Commute to Work		
City of Sturgeon Bay	128	27.7%
City of Green Bay	93	20.1%
Town of Brussels	48	10.4%
Village of Ashwaubenon	22	4.8%
Other (23 Communities)	93	20.1%

Source: U.S. Bureau of the Census, 2000 Census of the Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2005.

## **Occupation**

In 2000, the majority of employed persons in the Town of Union were either in, management, professional and related occupations (29.7 percent), or production, transportation and material moving occupations (23.7 percent). In addition, 15.9 percent of the workers were in sales and office occupations and 14.7 percent of the workers were engaged in service occupations. Approximately 13 percent of the Towns workers were employed in construction trades (Table 7.2). The trends at the Town level closely reflect the county's trends in occupations.

Table 7.2: Employed Persons by Occupation, 2000, Town of Union & Door County

Occupation	Town of Union		Door County	
	Number	Percent	Number	Percent
Management, professional and related	138	29.7	3,828	27.5
Service	68	14.7	2,172	15.6
Sales and office	74	15.9	3,285	23.6
Farming, fishing and forestry	12	2.6	267	1.9
Construction, extraction and maintenance	62	13.4	1,847	13.3
Production, transportation and material moving	110	23.7	2,502	18.0
Total	464	100.0	13,901	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2005.

## Industry

Table 7.3 displays the number and percent of employed persons by industry group in the Town of Union and Door County for 2000. The greatest percentage of employment for the Town was in the manufacturing industry with 22.2 percent compared to 18.8 percent for the County. The percent of Town residents employed in construction and educational, health and social services sectors was 13.6 and 14.0 percent, respectively. The agricultural industry group was the fourth highest in the Town with 11.4 percent.

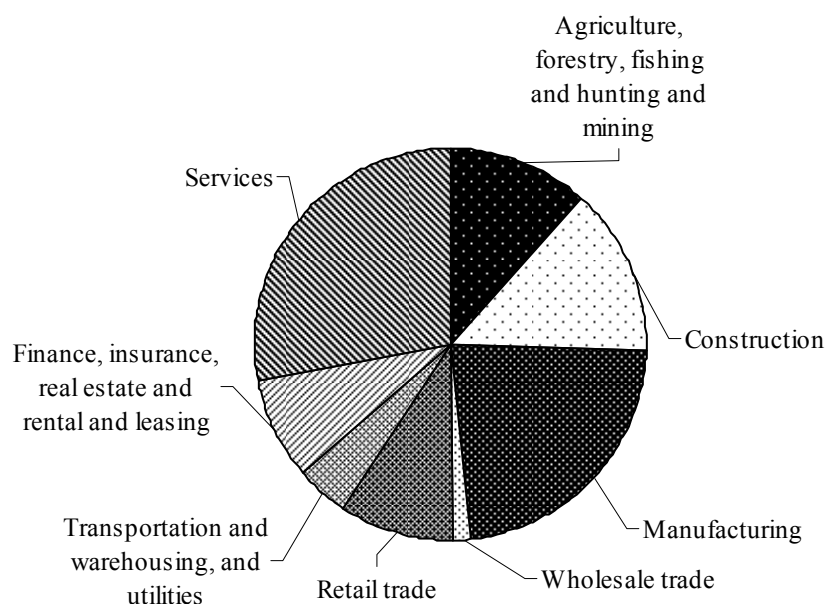
Figure 7.1 represents the percent employment by major industry group for the Town of Union in 2000.

Table 7.3: Employed Persons by Industry Group, 2000, Town of Union & Door County

Industry	Town of Union		Door County	
	Number	Percent	Number	Percent
Agriculture, forestry, fishing and hunting and mining	53	11.4	625	4.5
Construction	63	13.6	1,392	10.0
Manufacturing	103	22.2	2,607	18.8
Wholesale trade	6	1.3	200	1.4
Retail trade	43	9.3	1,881	13.5
Transportation and warehousing, and utilities	20	4.3	388	2.8
Information	-	-	198	1.4
Finance, insurance, real estate and rental and leasing	38	8.2	717	5.2
Professional, scientific, mgt., admin and waste mgt. service	17	3.7	865	6.2
Educational, health and social services	65	14.0	2,096	15.1
Arts, entertainment, recreation, accommodation and food services	31	6.7	1,919	13.8
Other services (except public administration)	14	3.0	572	4.1
Public administration	11	2.4	441	3.2
Total	464	100.0	13,901	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2005.

Figure 7.1: Percent Employment by Industry Group, 2000, Town of Union



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2005.

### **Unemployment Rate**

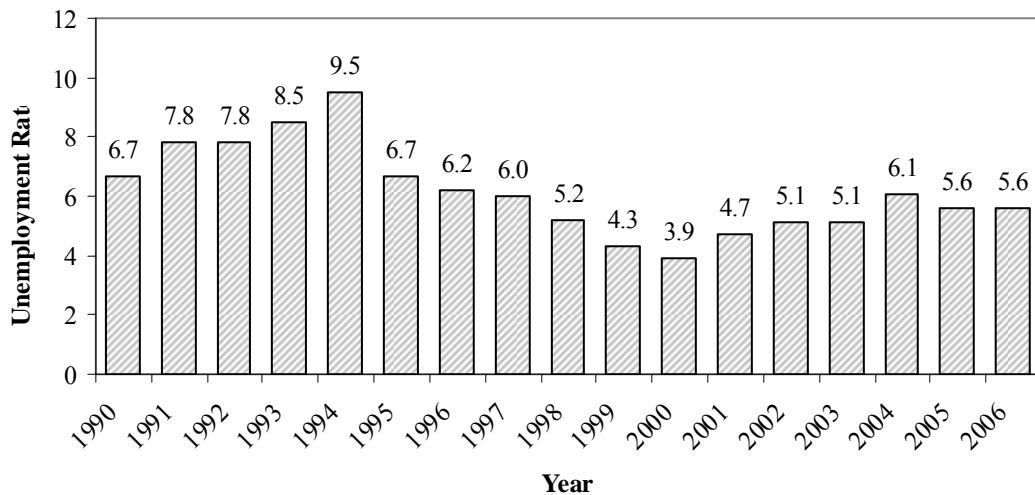
Overall, the total civilian labor force for Door County has steadily increased since 1990, except in 1999 when a slight 2.4 percent decline occurred. (Table 7.4). The unemployment rate and the number of unemployed in 1999 was the lowest during the period between 1990 and 2003. (Figure 7.2). For the period 1990 to 2003, the civilian labor force increased by 1,457 persons or approximately 10.6 percent. During this time period the highest number and percent of unemployed in the County occurred in 1994 with 9.5 percent unemployed or 1,412 persons.

Table 7.4: Average Civilian Labor Force Estimates, 1993-2006, Door County

Year	Civilian Labor Force	Employed	Unemployed	Percent Unemployed
1990	14,742	13,747	995	6.7
1991	14,419	13,299	1,120	7.8
1992	14,665	13,523	1,142	7.8
1993	14,498	13,272	1,226	8.5
1994	14,837	13,425	1,412	9.5
1995	14,847	13,845	1,002	6.7
1996	15,599	14,628	971	6.2
1997	15,717	14,769	948	6.0
1998	15,661	14,840	821	5.2
1999	15,224	14,563	661	4.3
2000	16,518	16,518	645	3.9
2001	17,144	17,144	798	4.7
2002	17,198	17,198	884	5.1
2003	16,571	15,204	1,367	5.1
2004	17,198	16,314	884	6.1
2005	16,694	15,672	102	5.6
2006	16,723	15,787	936	5.6

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, 2007; and, the Bay-Lake Regional Planning Commission, 2007

Figure 7.2: Unemployment Rate, 1993-2006, Door County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 2007; and the Bay-Lake Regional Planning Commission, 2007.

### **Employment Forecast**

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

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

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

### **Local Employment Forecast**

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

## **Median Household Income**

As illustrated in Table 7.5, the 1999 *median household income* in the Town of Union was \$47,604, an increase of 54.7 percent from the 1989 *median household income* of \$30,781. In 1999, the Towns of Gardner and Brussels had significantly lower median household incomes of \$39,063 and \$42,212, respectively. The Town of Union's *median household income* was also higher than that of Door County which was \$38,813.

Table 7.5: Median Household Income, 1989 and 1999, Town of Union & Selected Areas

Area	1989	1999	Percent Change
Town of Union	\$30,781	\$47,604	54.7
Town of Gardner	\$22,357	\$39,063	74.7
Town of Brussels	\$22,500	\$42,212	87.6
Town of Red River	\$32,614	\$47,833	46.7
Door County	\$26,259	\$38,813	47.8
State of Wisconsin	\$29,442	\$43,791	48.7

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table P080A; 2000 Census of Population and Housing, DP-3; and Bay-Lake Regional Planning Commission, 2005.

## **Personal Income**

Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue. The per return income for residents in the Town of Union has increased 4.4 percent for the period 2000 to 2003 (Table 7.6). This increase is greater than that of Door County for the same period.

Table 7.6: Municipal Per Return Income, 2000-2003, Town of Union & Selected Areas

Area	2000	2001	2002	2003	Percent Change 2000-2003
Town of Union	41,625	43,091	40,111	43,471	4.4
Town of Gardner	34,689	34,636	34,095	34,262	-1.2
Town of Brussels	37,291	37,084	36,579	40,018	7.3
Town of Red River	40,629	40,710	42,204	43,100	6.1
Door County	36,435	35,978	35,149	36,518	0.2
State of Wisconsin	40,570	40,847	40,719	42,474	4.7

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2005.

## **ECONOMIC BASE**

### **Employment by Economic Division**

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

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

## Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy, Door County, to the United States. This allows for identifying specializations in the Door County economy (Table 7.7). If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 7.7: Employment by Industry Group, 1990-2000, and Location Quotient Analysis

Item	Door County		United States		Percent Change 1990-2000		Door County Location Quotient	
	1990	2000	1990	2000	Door	U.S.	1990	2000
Total full-time and part-time employment	16,268	19,401	139,380,900	166,758,800	19.3	19.6		
Farm employment	1,351	1,052	3,153,000	3,113,000	-22.1	-1.3	3.67	2.90
Nonfarm employment	14,917	18,349	136,227,900	163,645,800	23.0	20.1	0.94	0.96
Private employment	13,267	16,472	114,995,900	140,701,800	24.2	22.4	0.99	1.01
Ag. Services, forestry, fishing & other	245	357	1,454,000	2,121,100	45.7	45.9	1.44	1.45
Mining	23	(D)	1,044,100	784,200	NA	-24.9	0.19	NA
Construction	916	1,604	7,261,800	9,446,300	75.1	30.1	1.08	1.46
Manufacturing	3,129	2,272	19,694,200	19,114,800	-27.4	-2.9	1.36	1.02
Transportation and public utilities	293	(D)	6,550,600	8,244,400	NA	25.9	0.38	NA
Wholesale trade	286	340	6,720,500	7,584,100	18.9	12.9	0.36	0.39
Retail trade	3,502	4,280	22,885,500	27,222,300	22.2	18.9	1.31	1.35
Finance, insurance and real estate	732	1,592	10,714,600	13,193,800	117.5	23.1	0.59	1.04
Services	4,141	5,691	38,670,600	52,990,800	37.4	37.0	0.92	0.92
Government and government enterprises	1,650	1,877	21,232,000	22,944,000	13.8	8.1	0.67	0.70
Federal, civilian	167	101	3,233,000	2,892,000	-39.5	-10.5	0.44	0.30
Military	243	148	2,718,000	2,075,000	-39.1	-23.7	0.77	0.61
State and local	1,240	1,628	15,281,000	17,977,000	31.3	17.6	0.70	0.78
State	62	(D)	4,404,000	4,949,000	NA	12.4	0.12	NA
Local	1,178	(D)	10,877,000	13,028,000	NA	19.8	0.93	NA

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-00; and Bay-Lake Regional Planning Commission, 2005.

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

(L) Less than 10 jobs, but the estimates for this item are included in the totals.

## COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens. Tables 7.8 and 7.9 provide a history of the taxes levied in the Town of Union. The Town saw an increase of 20 percent in its full value between 2000 and 2003. The total property tax also increased by 25.5 percent for the Town for the same period.

Table 7.8: Comparative Tax Appropriations, 1995-2003, Town of Union

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	80,459,100	95.76	1,189,062	103,506	0.01477	0.01349	669,360	111,914	275,374	116,322	16,092
2001	90,235,800	87.62	1,412,026	108,682	0.01564	0.01444	783,071	146,279	321,465	143,165	18,047
2002	92,413,000	85.30	1,471,382	113,735	0.01592	0.01469	831,562	149,431	336,459	135,447	18,483
2003	96,639,400	83.85	1,493,000	116,204	0.01544	0.01424	848,866	151,034	338,113	135,659	19,328
2004	109,247,500	77.58	1,649,158	119,601	0.01509	0.014	957,855	167,069	367,761	134,624	21,850
2005	119,205,100	73.65	1,642,188	121,281	0.01377	0.01275	918,681	178,657	387,656	134,834	22,360
2006	126,388,200	99.3	1,636,313	152,306	0.01294	0.01174	904,664	185,379	391,832	132,243	22,195

Source: Wisconsin Department of Revenue, *City, Village and City Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2005.



The ability to finance community projects is measured by general obligation debt capacity. According to the Wisconsin Constitution there are limits on how much a municipality may borrow. They are limited to an amount equal to five percent of the equalized value, or full value, of the unit of government. The Town had a **full value** of \$96,639,400 in 2003, and with **no debt**, had a **debt margin** of \$4,831,970.

Table 7.9: Public Indebtedness, 2000 to 2005, Town of Union

Year	Full Value	Debt Limit*	Existing	
			Debt	Debt Margin
2000	\$ 80,459,100	\$ 4,022,955	0	\$ 4,022,955
2001	\$ 90,235,800	\$ 4,511,790	0	\$ 4,511,790
2002	\$ 92,413,000	\$ 4,620,650	0	\$ 4,620,650
2003	\$ 96,639,400	\$ 4,831,970	0	\$ 4,831,970
2004	\$109,247,500	\$ 5,462,375	0	\$ 5,462,375
2005	\$119,205,100	\$ 5,960,255	0	\$ 5,960,255

\*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2005.



# **CHAPTER 8 TRANSPORTATION**

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## **CHAPTER 8 - TRANSPORTATION**

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### **INTRODUCTION**

This chapter provides an inventory of the existing transportation facilities that serve the Town of Union in Door County. This element of the comprehensive plan also addresses the future transportation needs and concerns of the town. The inventory includes descriptions of the various modal elements of the town's transportation system. Those elements include: the town's street and highway system, public transit systems, elderly and disabled transportation services, intercity bus services, bicycle transportation, rail transportation, air service, waterborne transportation and commercial trucking. The detailed description of the street and highway system includes the functional classification of streets and highways within the town, average daily traffic or vehicle volumes/traffic counts, traffic flow capacity, vehicle crashes, access controls, and park and ride lots. In addition, this element of the plan compares local plans to transportation plans developed at the state, regional and county levels. At the conclusion of the chapter, specific transportation system recommendations are presented; these recommendations include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

### **INVENTORY OF TRANSPORTATION FACILITIES**

#### **Highways and Roads**

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

#### **Functional Class**

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Town of Union shown in Map 8.1 has been functionally classified based on criteria identified in Table 8.1.

#### **Arterial Roads**

The function of an arterial road is to move traffic over medium to long distances, quickly, safely and efficiently, between regions and major economic centers,. Arterial roads are further categorized into either "major" or "minor" arterial roads based on traffic volumes. STH 57 is the only arterial highway located within the Town of Union.

#### **Expansion of State Highway 57**

Presently, STH 57 is being expanded to four-lanes on an alignment that parallels the existing highway for a distance of approximately two miles and then on a new alignment that travels east to the Town of Brussels somewhat north of and parallel to CTH D, thereby bypassing the community of Namur. The purpose of the highway expansion project is to provide additional roadway capacity to serve existing and projected volumes and to improve operational efficiency

and safety for both local and through traffic. The project also enhances regional economic development in accordance with area-wide plans and land use policies and the Wisconsin Department of Transportation's (WisDOT) Corridor 2020 Report.

State Highway 57 is a primary arterial highway connecting the industrial, commercial, residential, and tourist areas of Door County to Green Bay and the Fox River Valley. It is the primary route for the state and interstate transportation of goods and services to the city of Sturgeon Bay and Door County. It is also the primary route for *thousands* of tourist and vacationers and summer residents that visit northeastern Wisconsin and Door County every year. STH 57 is also becoming increasingly important as a route for the hundreds of commuters that live in the rural towns and small communities of Brown, Door and Door County who travel to employment centers in Green Bay and Sturgeon Bay on a daily basis.

### **STH 57 Project Background**

In 1989, the Wisconsin Department of Transportation adopted a statewide highway transportation plan (Corridors 2020) that identified a network of quality connecting highway routes throughout the state. The plan identified a statewide system of connecting highways that would foster economic development and would meet intercity mobility needs into the 21<sup>st</sup> Century. In that plan, STH 57 was identified as a “backbone connector” between the city of Green Bay and the city of Sturgeon Bay, due to its importance for tourism and recreation.

In the late eighties, state transportation planners began to address capacity deficiencies on STH 57. In 1990, WisDOT submitted a proposal to the state's Transportation Projects Commission (TPC) to expand STH 57 from two to four lanes for the segment of highway between STH 54 in Brown County and CTH A, just north of Dyckesville. In 1991 the state legislature enumerated (placed the project on a list of funded major highway projects) the reconstruction and addition of two lanes to STH 57. The state legislature enumerated the remaining segment of STH 57 between CTH A and STH 42, in 1997.

The current timetable for project completion anticipates the expansion project in three phases. Phase 1 entailed construction of an interchange at the intersection of STH 57 and STH 54 and increasing capacity of STH 57 from STH 54 to Church Road (construction began in March of 1999 and was open to traffic in June of 2000. Phase 2 of the project entailed construction (beginning in 2002) of the segment of STH 57 between Church Road and CTH D in Door County, and includes the bypass of Dyckesville by 2006. Phase 3 of the project entails construction between CTH D and STH 42, beginning in 2005. This segment will be completed by 2008 (Map 2.1).

### **STH 57 Alignment**

WisDOT studied numerous alternative alignments for the four-lane project that included several new location alternatives. Following extensive evaluation and consideration of the possible alternatives a process that included significant opportunities for public input and comment a recommended corridor for the project was selected. The STH 57 expansion project will include construction of four lanes on new alignment at three locations along the corridor. Four new lanes on realignment, east of the existing highway, will be constructed from a point just south of the Chalet Supper Club and reconnecting to existing STH 57 at a point just south of the entrance to Bay Shore County Park. An easterly bypass of Dyckesville will be constructed. The bypass will begin at a point just west of CTH P, will traverse the east portion of Dyckesville, and will

connect back to the existing highway at a point just north of CTH A. North of Dyckesville, four lanes will be constructed immediately adjacent to the existing highway and the four lanes will follow the existing route to a point just south of CTH Y in the Town of Brussels. From that point north, an easterly bypass of the unincorporated communities of Namur and Brussels will be constructed. The bypass will begin near the CTH Y intersection and traverse east, north of and parallel to CTH D. At CTH C, the bypass will proceed in a northeasterly direction, rejoining the existing highway near Stone Road in the town of Nasewaupee.

The existing section of STH 57, through the Town of Union, will be jurisdictionally transferred to Door County and designated as CTH DK.

### **County and Local Road Modifications**

The new four-lane state highway facility will require several substantial modifications and revisions to the county and local road systems along its length.

The jurisdiction of the existing segments of STH 57 that will not be used as part of the four-lane state highway will be transferred to the respective counties. This includes the segment in Brown County between the Chalet Supper Club near CTH A and Bay-Shore County Park; and the entire segment between CTH P in Brown County, to a point near Stone Road in Door County.

Additionally, several county highways will be slightly altered or realigned to better connect with the new four-lane facility. This includes portions of CTH P in Brown County, CTH S in Door County, and CTH Y, CTH D, and CTH H in Door County. In the Town of Union, the existing segment of CTH Y between STH 57 and Duvall Road will be terminated. CTH Y will be redirected along Duvall Road. The segment of Duvall Road between the existing intersection of CTH Y and the intersection of Duvall Road and CTH A in Kewaunee County will be designated as CTH Y.

Several local roads will also be redirected and will no longer directly access the new four-lane facility. This includes Town Line Road between Brown and Door County, Borely Lane in Door County, and, Cedar Road, Sandhill Road, Pit Road, Tru Way Road, Brussels Road, Roosevelt Road, Misere Road, Swamp Road, Dump Road, and School Lane in Door County. The redirection of the county and local roads identified is necessary to the safe and efficient operation of the high volume state highway.

Except for an interchange that will be constructed at CTH P in Brown County all remaining access to the new facility will be at grade intersections.

Table 8.1: Functional Classification Criteria for Rural Principal Arterial Highways

RURAL PRINCIPAL ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				None	2.0% to 4.0% statewide
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places $\geq 50,000$ with other places $\geq 50,000$  Connect places 5,000 - 49,999 with places $\geq 50,000$	Provide access to major recreation areas of the state.	Maximum: 30 miles between Principal Arterials	$\geq 6,000$		
*A place is considered served by a principal arterial if the principal arterial either penetrates its boundary or comes within 10 miles of the center of the place and penetrating service is provided by a minor arterial.					

RURAL MINOR ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				Must meet both of the criteria below plus 90% of Current ADT	4.0% to 8.0% statewide
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places 1,000 - 4,999 to places $\geq 50,000$  Connect places 5,000 - 49,999 to other places 5,000 - 49,999  Connect places 1,000 - 4,999 to places 5,000 - 49,999, or with principal arterials	Serve all traffic generating activities with an annual visitation of 300,000, if not served by a principal arterial.	Maximum: 30 miles between Arterials	$\geq 2,000$	1. Alternate population connection 2. Major river crossing/ restrictive topography	

\*A place is considered served by a minor arterial if the minor arterial either penetrates its boundary or comes within two miles of the center of the place and a major collector provides penetrating service.

Source: Wisconsin Department of Transportation; and, Bay-Lake Regional Planning Commission, 2007.

### Collector Roads

The primary function of roads classified as “collectors” is to provide general "area to area" routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low-to-moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted.



Table 8.2: Functional Classification Criteria for Rural Major Collector Highways

RURAL MAJOR COLLECTORS*					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT	
Population Service**	Land Use Service	Spacing	Current ADT***		
Connect places 1,000 - 4,999 to other places 1,000 - 4,999	Land Use Service Index ≥16.	Maximum: 10 Miles between Major Collectors or Higher Function Routes	≥1,000 (≥4,000)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with a freeway 5. Parallel to a principal arterial	5.0% to 18.0% countywide
Connect places 500 - 999 to places ≥50,000					Most counties should be at 7.0% to 14.0%
Connect places 500 - 999 to places 5,000 - 49,999					
Connect places 500 - 999 to places 1,000 - 4,999					
Connect places 500 - 999 to other places 500 - 999					
Connect places 100 - 499 to places ≥50,000					
Connect places 100 - 499 to places 5,000 - 49,999					
Connect places 100 - 499 to places 1,000 - 4,999					
Connect places 100 - 499 to places 500 - 999, or with higher function routes					
*Loop routes and stub ended routes less than five miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.					
**A place is considered served by a major collector if the major collector comes within a half mile of the center of the place.					
***The roadway or highway segment must be a minimum of a half mile long.					
RURAL MINOR COLLECTORS in COMMUNITIES under 5,000 (RMIC)					
Must meet one of the below plus Traffic Volume or the Parenthetic Traffic Volume Alone:				Current ADT	System Mileage Percent
Land Use Service		CBD Circulation			
The following land uses should be within 1/8 mile:  a. Type 1, 2, 3, 4 & 5 b. Regional, community or neighborhood shopping center c. College and school (high, middle, intermediate, or elementary) d. Community/regional , sub-community, or neighborhood park e. Industrial Park f. Office buildings g. Hospital or Clinic h. Golf course i. Warehouse j. Marina k. Arena or stadium		Should include the logical street system for circulation in the CBD.		≥400 (≥1,750)	Minor collectors in these communities should be included as part of the total minor collector mileage for the affected county.

Source: Wisconsin Department of Transportation; and, Bay-Lake Regional Planning Commission, 2007

## Local Roads

The primary and most important function of local roads is to provide direct access to land adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the town are classified as local roads.

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are more than 40-miles of local roads under the jurisdiction of the town, comprising approximately 67.6 percent of the total road mileage located within the town.

Table 8.3: Functional Classification Criteria for Local Roads

RURAL LOCAL ROADS	
All public roads not classified as arterials or collectors.	65.0% to 75.0% countywide
	Most counties should be at 68.0% to 72.0%

Source: Wisconsin Department of Transportation, *Functional Classification Criteria*, 2003; and Bay-Lake Regional Planning Commission, 2006.

Table 8.4: Mileage and Percent of Total Road Mileage by Function, Town of Union, 2004

Highway/Road	Function	Mileage	Percent of Total
STH 57	Arterial	7.5	12.34
CTH D	Collector	2.4	3.95
CTH N	Collector	4.1	6.74
CTH Y	Collector	5.2	8.55
CTH X	Collector	0.5	0.82
Local Roads	Local	41.1	67.60
Total		60.8	100.00

Source: Wisconsin Department of Transportation, Town Plat Record, 2004; Bay-Lake Regional Planning Commission, 2005.

## Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. In addition, beginning in 2001, the town is required to provide WisDOT with a numeric based evaluation of the pavement condition of each segment of town road within their jurisdiction.

## **Traffic Counts**

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community at least once every three years. For the Town of Union, traffic volumes were last counted in 2003. Counts were also taken in 2001 and 1998. The average daily traffic volumes on principal and minor arterial roadways within the town for those years are listed in Table 8.5, and are shown on Map 8.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 8.5: Annual Average Daily Traffic, Town of Union, 1998, 2001 and 2003; Number Change 1998 to 2001; 2001 to 2003 and, Percent Change 1998 to 2001 and 2001 to 2003

	1998	2001	1998 -2001		2003	2001-2003	
Annual Average Daily Traffic	No.	No.	No. Change	Percent Change	No.	No. Change	Percent Change
<b>STH 57</b>							
North of CTH Y	7,800	6,800	-1000	-12.82	7,600	800	11.76
East of CTH N	7,200	6,400	-800	-11.11	7,400	1,000	15.63
<b>CTH N</b>							
North of Gardner Road	240	230	-10	-4.17	260	30	13.04
<b>Stage Road</b>							
West of Shoemaker Road	120	120	0	0.00	160	40	33.33

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1998, 2001, 2003; and, Bay-Lake Regional Planning Commission, 2005.

## **Traffic Flow Capacity**

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 8.6). The maximum total capacity of a two-lane, two-way highway (such as STH 57, CTH D, CTH N or CTH Y) under ideal conditions is 2,000 vehicles per hour in both lanes, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 8.6 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 8.6: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2005.

As the comparison of the recorded average annual daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no roads or road segments located within the town that have approached or appear to be approaching the roads design capacity.

## **Traffic Crashes**

Vehicle crash reports (filed with the Door County Sheriff's Department and also with the Wisconsin Department of Transportation) provide the detail of the time, location, type and severity of the crash that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of crashes can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, placement of more prominent signs, relocation of access drives, and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Non-intersection crashes typically include: crashes between a vehicle and deer; crashes between a vehicle and a fixed object (such as a sign post, mailbox or tree); vehicles leaving the road and sliding into a ditch; and crashes between a vehicle traveling on the roadway striking another vehicle entering or exiting the roadway or stopped to turn into a private property access. Intersection crashes are typically characterized by angle crashes, rear end crashes, and head-on crashes within the immediate area of a particular intersection. Intersection crashes often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Table 8.7: Motor Vehicle Crashes in the Town of Union, 2003 and 2004

Year	Total Crashes	Fatality Crashes	Persons Killed	Injury Crashes	Persons Injured	Property Damage Crashes
2003	38	2	2	6	8	30
2004	46	0	0	9	11	37
Total	84	2	2	15	19	67

Source: Wisconsin Department of Transportation; and, Bay-Lake Regional Planning Commission, 2007.

Table 8.7 analyzes motor vehicle crashes in the Town of Union for calendar years 2003 and 2004. There were two fatality crashes in 2003. Neither of the two crashes appeared to be related to visibility, or the lack thereof, or the geometric conditions of the road. In addition, there were 15 injury crashes involving 19 persons injured in 2003 and 2004. The majority of the crashes in 2003 and 2004 (67 of 84, or nearly 80 percent) were property damage only accidents.

Table 8.8 analyzes intersection and non-intersection crashes by highway jurisdiction in the Town of Union for calendar years 2003 and 2004. More than 71 percent of all crashes in the town for that time period were on State Highway 57, with the vast majority (more than 88 percent) of these being non-intersection crashes. There were two crashes at county road intersections and there were no intersection crashes on town roads for the same time period.

Table 8.8: Intersection and Non-Intersection Crashes by Highway Jurisdiction, Town of Union, January 1, 2003 to December 31, 2004

Crash Location by Highway Jurisdiction	Total Crashes	Number of Intersection Crashes	Percent of Total Intersection Crashes	Non-Intersection Crashes	Percent of Total Non-intersection Crashes	Percent of Total Crashes by Hwy. Jurisdiction
STH 57	60	7	11.67%	53	88.33%	71.4%
County Highways	13	2	15.38%	11	84.62%	15.5%
Local Streets and Roads	11	0	0.00%	11	100.00%	13.1%
Total Crashes	84	9	10.71%	75	89.29%	100.0%

Source: Wisconsin Department of Transportation, 2006; and, the Bay-Lake Regional Planning Commission, 2006.

### **Access Controls**

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, Door County does not have nor does it plan to adopt a Controlled Access Ordinance.

### **Elderly and Disabled Transportation System**

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles etc. Current transportation services for elderly and disabled persons living within the Town of Union are provided through programs administered by the Door County Commission on Aging. Transportation is provided by wheelchair accessible buses, an eight-passenger van and by volunteer drivers using personal vehicles. The Door County Department of Human Services also provides limited transportation service to the county's disabled population. Service is provided by appointment, and involves door-to-door transportation.

Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs. A four member advisory committee to the County's Commission on Aging provides coordination of the special transportation services that are available within the town. The committee sets policy and oversees transportation services. The transportation is provided by paid and volunteer staff utilizing both publicly and privately-owned vehicles. The cost of the special transportation services is borne by state subsidy through the Wisconsin Department of Transportation's Section 85.21 (*Special Transportation for the Elderly and Disabled Transportation*) grant program, county funds (20 percent of the state grant), donations and fares collected from passengers.

The following section consists of general operational profiles for the two agencies that are now providing the primary transportation services to the elderly and disabled population of Door County.

### **The Door County Senior Resource Center**

The Door County Senior Resource Center is a public agency which operates one-vehicle, a fifteen passenger minibus, on a fixed schedule, door-to-door, demand responsive basis for elderly persons throughout the county. The program is available to elderly persons who are 55 years or older. Trips are provided for medical appointments, nutrition programs, personal business and to various service agencies (social security office, etc.). The bus operates on a dial-a-ride system for people living in Sturgeon Bay and the immediate urban area. The bus provides transportation for those living in or near the City of Sturgeon Bay on Monday, Wednesday, and Friday. Elderly residents of northern Door County are provided service on Tuesday, and in the summer of 1997, elderly residents of southern Door County will be provided service on Thursdays. Currently, there is no regularly scheduled transportation service to the residents of southern Door County.

The agency operates a single, 15-passenger bus, which logs an average of 57,000 miles annually. Donations, which range in cost depending on the distance of the trip, are requested from riders, although not required. The agency provides service to the more economically disadvantaged and isolated elderly persons residing in the rural areas of Door County. This agency provides transportation primarily to the urban areas of the county.

### **Sunshine House**

The Sunshine House is a sheltered employment facility which is located in the City of Sturgeon Bay. The facility provides services to persons 16 years old or older who have mental and/or physical disabilities. The services provided include sheltered employment, education, recreation therapy, day services, and community support.

Financial support for activities conducted by the Sunshine House is derived from the county, sales of goods manufactured by clients, government service contracts, and United Way donations.

The facility operates two passenger buses, both equipped for wheelchairs and two vans, one of which is wheelchair accessible. The service is provided within the framework of a fixed route system, with the route determined by the home location of the clients. Although the primary area of operations is in the immediate area of the City of Sturgeon Bay, Sunshine House does provide transportation to clients throughout the county.

### **Other Related Special Transportation Services**

In addition to the Senior Resource Center and the Sunshine House, there are at least three private (for-profit) entities providing transportation services within Door County. These companies are primarily providing transportation for medical purposes, with the cost of the ride borne by fares and state/federal medical assistance. Northeast Wisconsin Transportation Service Inc (NEW Transport) operates four (wheelchair accessible) vans within Door County and is also under contract with the Door County Senior Resource Center to provide rides to Door County residents to medical facilities and services located in Green Bay. In addition, Medivan of Green Bay

operates four (wheelchair accessible) vans, and Para Tran of Sturgeon Bay operates one van and one minivan which is also wheelchair accessible.

Additionally, there are currently four taxicab services operating within the county which include one which provides service to the Ephraim area, one which services Washington Island, and two companies which provide service in the city of Sturgeon Bay. These companies operate on a minimum per trip and mileage based fare system

### **Intercity Bus**

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Currently, intercity bus routes only serve the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities. Connections to intercity bus service routes can be made in the city of Green Bay.

### **Bicycle Transportation System**

There are no bicycle paths or marked bicycle routes located within the Town of Union.

### **Rail**

There are no rail services located within the Town of Union. The nearest rail service to the town is located either in the Village of Luxemburg or the City of Green Bay.

### **Air Service**

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The Wisconsin Department of Transportation Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Union is provided by Austin Straubel International Airport, owned and maintained by Brown County and located near the city of Green Bay. The facility is classified as a Air Carrier/Air Cargo (AC/AC) indicating that the airport can accommodate virtually all sizes and types of aircraft. Austin Straubel International Airport is a full service regional connector that is currently providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily

Door County Cherryland Airport located in Sturgeon Bay provides a seasonal passenger service as well as corporate service for Door County. Cherryland Airport is classified as a Transport/Corporate (T/C) facility indicating that the facility can serve and accommodate corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. Currently the facility has two asphalt paved runways 4,600 feet and 3,200 feet in length.

In addition to the two public use airport facilities, there are also eight privately owned airstrips or helicopter landing pads located within Door County. Generally, these small, private airport facilities offer minimal services, and are utilized by recreational fliers, or for emergency medical purposes. Private facilities are typically characterized by short (2,000' to 3,000') turf covered runways which can accommodate small single engine and light twin engine aircraft

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air-strip is located that approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon the applications review by WisDOT, the county and the town in which the facility is located and by the appropriate regional planning commission.

### **Harbors and Marinas**

There are no commercial harbors or recreational marinas located within the Town of Union.

### **Trucking**

There are no commercial trucking terminals located within the town.

### **Evaluation of Current Internal Traffic Circulation System**

The town's internal traffic circulation system consists of a typical north/south and east/west grid road pattern serving agricultural, recreational and scattered rural-residential properties. The traffic circulation system is influenced by natural features including the Bay of Green Bay.

### **Inventory and Analysis of Applicable Transportation Plans and Programs**

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

#### **Wisconsin State Highway Plan**

*The Wisconsin State Highway Plan 2020* states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyses future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges,
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and



- Improving highway safety through combined strategies of engineering, education and enforcement.

### **Six-Year Highway Improvement Plan**

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

*Resurfacing* entails provision of a new surface for a better ride and extended pavement life

*Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades

*Reconstruction* entails complete replacement of worn roads, including the road base and rebuilding roads to modern standards.

### **State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

### **Wisconsin State Railroad Plans**

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

### **State Highway 57 - Land Use Highway Corridor Plan**

The *State Highway 57 - Land Use Highway Corridor Plan* was developed by the Bay-Lake Regional Planning Commission with the financial and technical assistance of the Wisconsin Department of Transportation to address anticipated and probable effects and impacts of a major highway transportation facility improvement on the environment, on the archaeological, historic and cultural assets located within the corridor, on the transportation system, and on existing and future land uses and local road access relative to land use development within the STH 57 corridor.

The plan was prepared in order to assist the seven towns that are and will be directly impacted by the STH 57 improvement (Scott, Green Bay, Red River, Brussels, Union, Gardner, and Nasewaupée) as well as Brown, Kewaunee, and Door counties with an assessment of the transportation/land use impacts that may be brought about by the expansion of the state highway from two to four lanes.

This plan articulated, as much as is possible, a "community" vision for the STH 57 corridor and outlined a process of specific strategies and actions to manage the route over time. Created by members of the communities impacted by the highway project, it represented a commitment to

the preservation of the corridor through policies and strategies that served to conserve and enhance its intrinsic value.

The *State Highway 57 - Land Use Highway Corridor Plan* provided a flexible guide for the future development of the communities located within the corridor. Ultimately, the plan developed and provided model *highway corridor overlay zoning* criteria that preserved the function of the highway and improved safety at intersecting county and local road intersections. The model ordinance developed within this plan has since been incorporated into zoning ordinances for the Town of Red River in Kewaunee County and the Town of Brussels and Union in Door County.

The *STH 57 Highway Corridor Overlay Zoning District* provides detailed construction and site regulations for all commercial and industrial development within 1000-feet of the highway right-of-way. Additionally the Ordinance adopted by the Town of Union, as well as the Town of Brussels and the Town of Red River, requires a 1000-foot setback from the highway right-of-way for all access to county roads intersecting with STH 57 and requires a 500-foot setback from the highway right-of-way for all access to town roads intersecting with the highway.

### **State, Regional and Local Bicycle Plans**

#### **State Bicycle Plan**

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects. The Wisconsin Department of Transportation produced a set of maps that identified bicycle conditions on major routes and roads for Door County. The maps assessed and identified bicycling conditions, planned state highway priority corridors and key linkages between major destination points. The state map indicates that STH 57 is unsuitable for bicycle travel due to traffic volumes, percentage of trucks, and vehicle speeds.

#### **Regional Bicycle Plan**

The *Bicycle Facility Transportation Plan for the Bay-Lake Region (adopted 2002)* identified a system of connecting routes and recommended improvements connecting all municipalities and major destination points throughout the eight-county region including Door County and the Town of Union. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Door County and the adjoining communities in Kewaunee County. The Regional plan recommended paving road shoulders (four to five feet in width) on the proposed CTH DK (former ST H57), as well as CTH Y, CTH N, CTH D and CTH C.

The Regional Plan also notes that the local town roads (due to traffic volume, speeds and width) are generally safe for bicycle travel. However, where warranted by high volumes of traffic

coupled with natural and cultural features that attract recreational and touring cyclists such as the Namur Historic District or the YMCA day camp (Camp Wabansi) and the bayshore, it may become necessary to consider paving and marking town road shoulders or creating a separate path in order to provide safe and efficient access.

### **Door County Bicycle Plan**

The *Door County Bicycle Transportation Capital Improvement Plan* developed by the Door County Highway Department (Revised 2003), recommended back road bicycle routes through the county that connected communities, provided connecting routes to State Parks, and identified routes for experienced bicyclists based on traffic volume and/or terrain.

Relative to the Town of Union, the *Southern Door County Routes* were described as:

Beginning in Namur the recommended route for northbound travel is north on County Trunk N to Cemetery Road. Travel east on Cemetery Road to County Trunk C. Turn south on County Trunk C to Brussels or north to travel to Sturgeon Bay. Travel north on County Trunk C to County Trunk K. Travel east on County Trunk K to Stevenson Pier Road. Travel north on Stevenson Pier Road to Wood Lane Road, east on Wood Lane Road to County Trunk SB (Sand Bay Road). Continue east on County Trunk SB to County Trunk PD. (Potowatomi State Park access) Travel south on County Trunk PD to County Trunk C, east on County Trunk C to Duluth Avenue in Sturgeon Bay.

Alternate Southern Door County Route: Beginning in Namur travel north on County Trunk N. (Travel west on County Trunk N from Namur to access Chaudoir's Dock public boat ramp.) Continue north on County Trunk N to County Trunk C. Turn north on County Trunk C to Circle Ridge Drive, turn east on Circle Ridge Drive to Lime Kiln Road. Travel north on Lime Kiln Road to Little Sturgeon Bay and public boat ramp.

Additionally, the Plan states that Door County has adopted a policy on installing 3 foot paved shoulders along roadways that warrant additional width. When classified as bicycle route the paved shoulders will increase to a 4 foot width to meet federal and state requirements.

The Door County Plan( as does the Regional Plan) recommends that the Frontage road along the reconstructed State Highway 57 south of Sturgeon Bay to accommodate bicycle transportation. The Frontage road is the existing STH 57 that will be transferred to the county and designated as CTH DK upon completion of the STH 57 (four-lane) facility. CTH DK, extends southward into Kewaunee County through the community of Dyckesville where it will terminate at CTH P. Five-foot paved shoulders will be provided along the entire length of CTH DK in Door County.

### **Funding The Town Road System**

The cost of constructing, maintaining and operating roads under local jurisdiction (town roads) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin towns through a highway aids formula administered by the Wisconsin Department of Transportation. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the town or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available

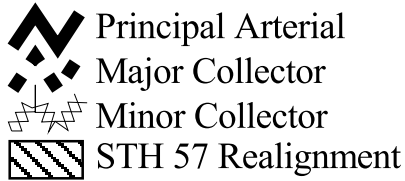
funding and the average costs reported by the town. The 2003 funding level has resulted in a share of cost percentage of **20.8** percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2004 flat rate has been set at \$1,825 per mile. Transportation Aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

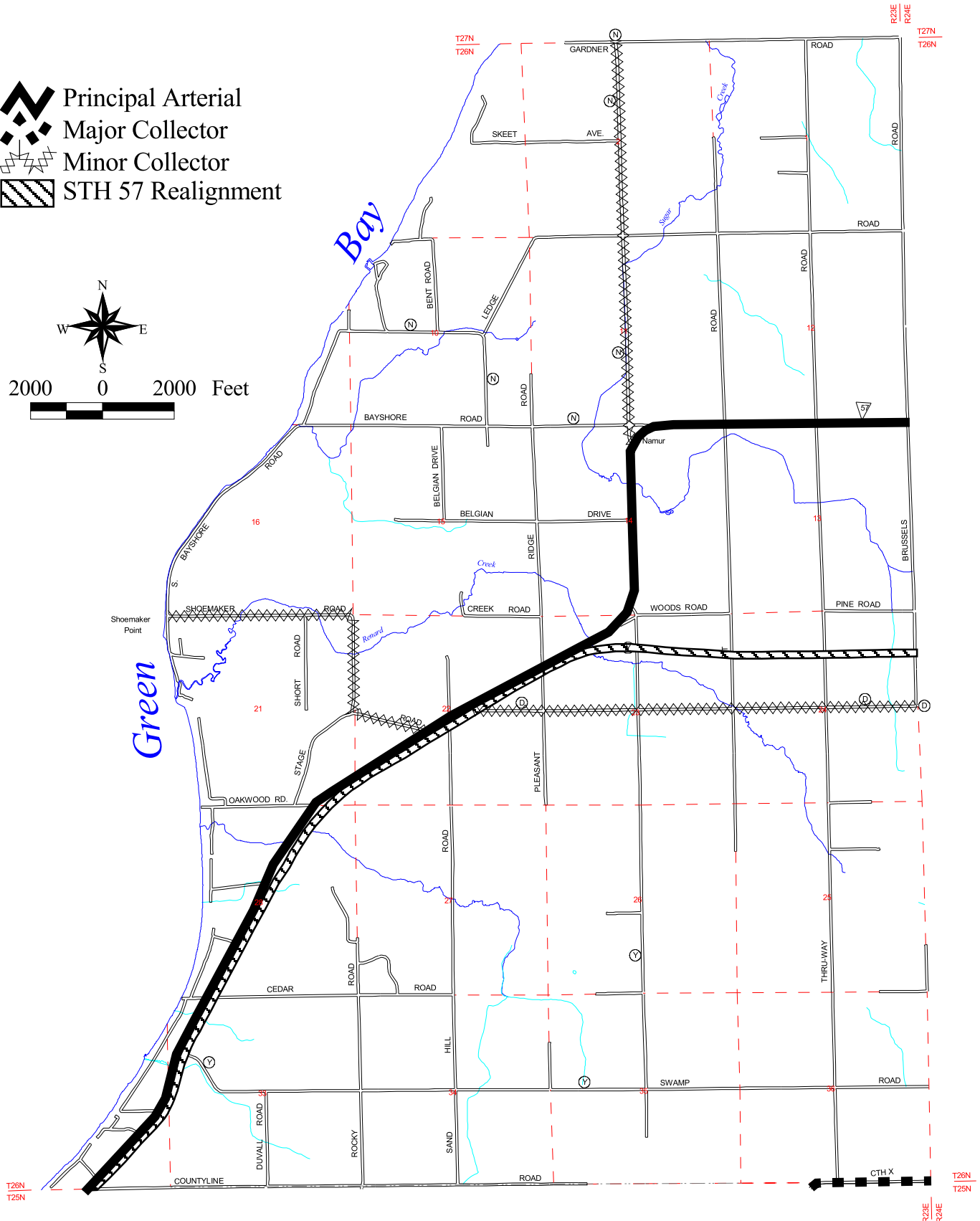
# Functional Classification of Roads

Map 8.1

Town of Union  
Door County, Wisconsin



2000 0 2000 Feet



Source: WDOT, 1995; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# Traffic Volumes

Map 8.2

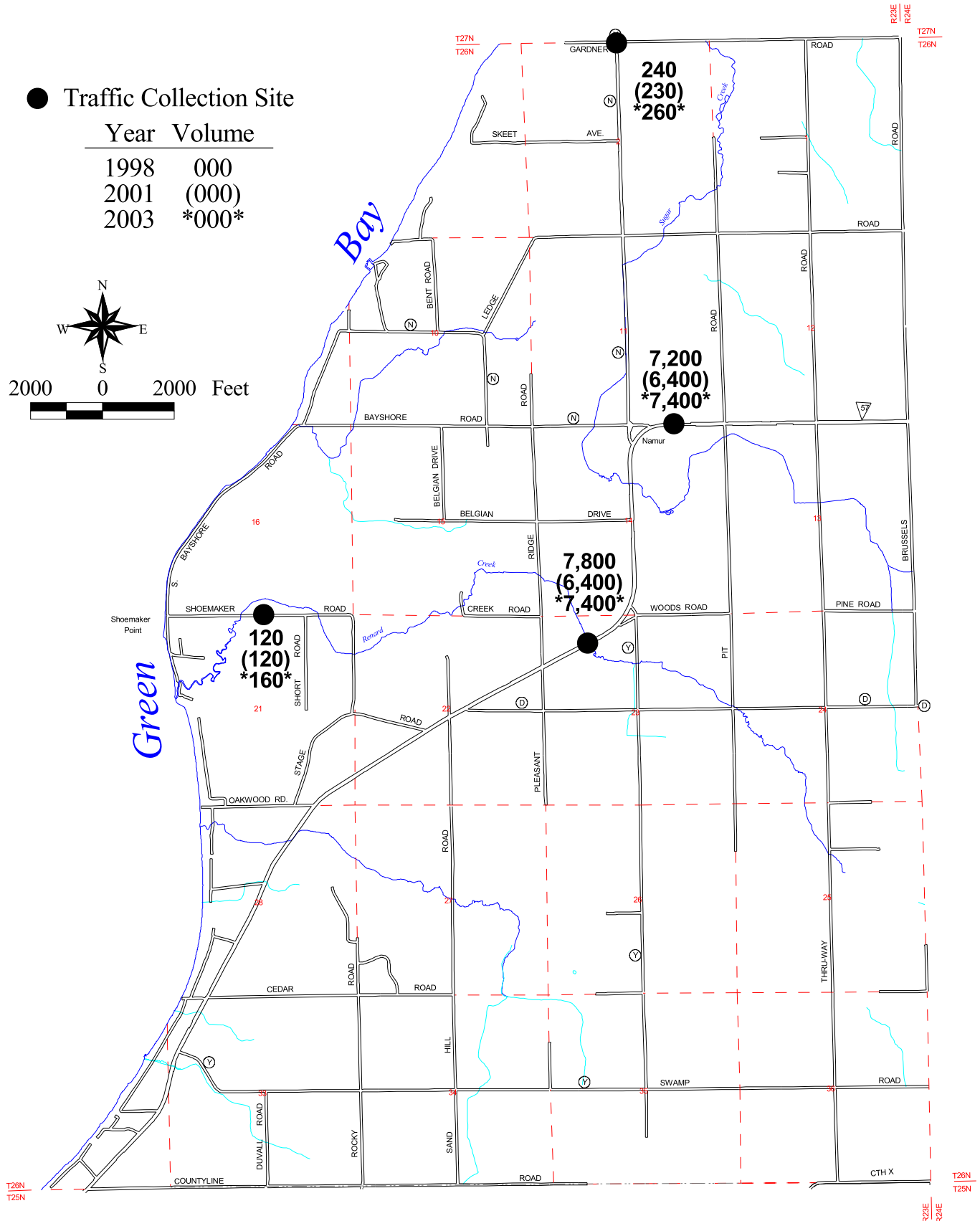
Town of Union  
Door County, Wisconsin

● Traffic Collection Site

Year	Volume
1998	000
2001	(000)
2003	*000*



2000 0 2000 Feet



Source: WDOT, 1998, 2001, 2003; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.





# Recommended Bicycle Facilities

Map 8.3

Town of Union  
Door County, Wisconsin

Proposed Bicycle Accomadations  
Associated with Highway Rights-of-Way

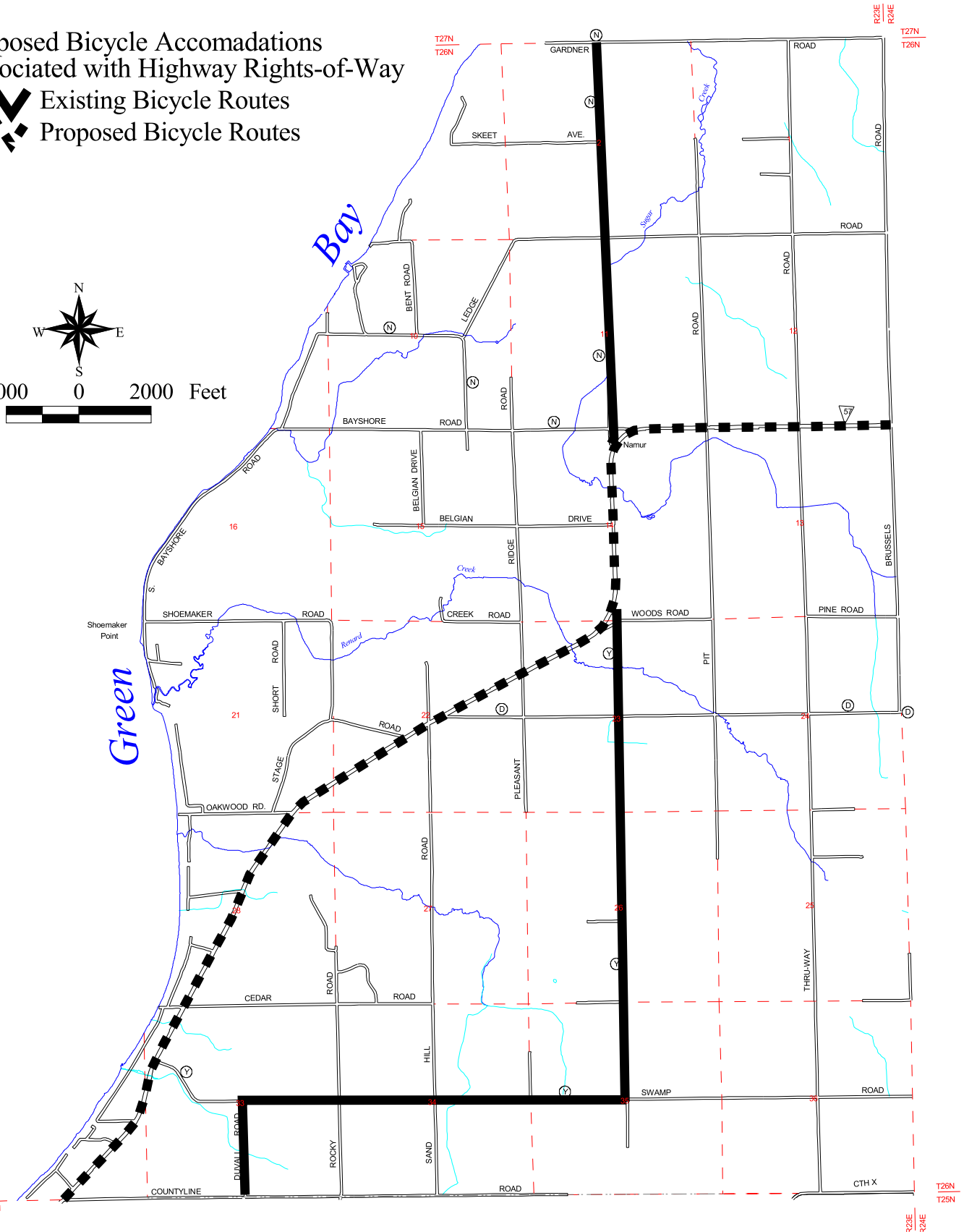


Existing Bicycle Routes

Proposed Bicycle Routes



2000 0 2000 Feet



Source: Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



# **CHAPTER 9**

## **UTILITIES AND COMMUNITY FACILITIES**

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## **CHAPTER 9 - UTILITIES AND COMMUNITY FACILITIES**

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### **INTRODUCTION**

Utilities and community facilities are important components to promoting a healthy, safe environment for individuals to live, work and recreate. The level of services ranging from emergency services, to healthcare, to educational opportunities are all contributing factors to the attractiveness of a community and surrounding area.

This element of the Comprehensive Plan inventories the location, use and capacity of the existing utilities and community facilities that serve the Town of Union. The existing conditions of these facilities are evaluated to determine deficiencies and ensure their adequacy to meet present and future developmental needs within the town.

### **TOWN OFFICIALS AND COMMITTEES**

#### **Union Town Board**

The Union Town Board members consist of the Town Chairperson and two Supervisors, along with the Clerk and the Treasurer.

#### **Town of Union Plan Commission**

The Town Plan Commission (consisting of seven-members) was created by the Town Board of Supervisors and was designated as the town zoning agency pursuant to 62.23, Wis. Stats. The Town Board also gave the Town Plan Commission the responsibility of developing the town's comprehensive plan. The commission has the responsibility of recommending a comprehensive plan to the Town Board for its adoption.

#### **Board of Appeals**

Pursuant to state statute the Board of Appeals consist of five members and two alternates.

#### **Historic Preservation Commission**

The five-member Historic Preservation Commission created by the Zoning Ordinance is appointed (to staggered three year terms) by the Town Chairman. The Commission reviews and approves construction, reconstruction and alteration plans and approves demolition permits.

### **UTILITIES INVENTORY AND ANALYSIS**

#### **Electric Service**

Electric services are provided by the Wisconsin Public Service Corporation (WPS). The two substations servicing the town are located on School Lane and the Rosiere area. The primary source of electricity for the Town of Union is transmitted from the Door Nuclear Plant, Pulliam of Green Bay, and Sky Gen of De Pere. Voltage capacity of the present system is 24.9 KV out of Rosiere, and 12.5 KV out of Union. Approximately 1,500 to 1,750 customers in the Union area are being served with electricity. Future improvements include Wisconsin Public Service's plan to upgrade all primary power out of the Brusbay substation over the next 10 year period.

#### **Natural Gas**

Wisconsin Public Service also provides natural gas service to limited areas in the Town of Union. Those not serviced by natural gas rely on propane gas to meet their needs.

Future improvements may include expanding the natural gas main to more areas as customer growth occurs. The remainder of the town's households utilizes liquid propane gas with on-site tank storage.

### **Power Generation Plants and Transmission Lines**

There are currently no power generation plants located within the Town of Union.

### **Public Water System**

The Town of Union does not have a public water system. Residents in the town have individual wells that are owned and maintained by the property owner. Currently the town has no plans to develop a public water system.

### **Private Onsite Wastewater Treatment Systems**

All onsite wastewater treatment in the town is provided by privately owned, wastewater septic systems. A septic permit, obtained from the county, is required for the installation, modification, or addition of systems; and the permit must be obtained prior to issuance of a building permit.

There have been discussions about the development of a sanitary district for the purpose of connecting the more densely populated shore area to the city of Sturgeon Bay system or the Green Bay Metropolitan Sewer District System. The procedures for the development of such a district include the following.

Metropolitan Sewerage Districts: Proceedings to create these districts are initiated by resolution of any municipality. Following a public hearing, the State department of natural resources may order the creation of such a district. A board of commissioners governs each district; the county board appoints the commissioners unless the cities, towns, and villages comprising the district agree to appoint the commissioners or provide for their election. The district may issue bonds (approval of the voters is required for bond issues if petitioned for), levy direct annual taxes that the participating governments collect, levy special benefit assessments, and fix charges for services).

### **Storm Water Management Systems**

Currently, all storm water drainage for the Town of Union is provided by roadside ditches and culverts, and surface water drainage to natural areas. There are no plans to add a storm sewer system to the town.

### **Refuse Disposal & Recycling Facilities**

Solid waste disposal for the Town of Union is provided by a contractor which transports the waste to the Door County landfill. The Town's recycling program does not have curbside pickup, but the community does have a drop-off site. The site is open Tuesday mornings, Thursday afternoons and Saturdays all day. Paper, glass, plastics and metal are all materials that are collected at the recycling center. There are no future improvement plans for these services.

### **Telecommunications Facilities**

CenturyTel provides the Town of Union with local and long distance telephone service. Additional long distance providers include AT&T, Sprint, MCI and many others. The nearest telephone facility is located on CTH C in the Town of Brussels. This facility does not have an open office, it contains a drop box for payments only. The town does not contain any special lines for internet access. Cellular service for the town is provided by Cellcom, US Cellular and Verizon. No cable television service is provided within the town.

## **COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY**

### **Municipal Buildings**

The Town of Union has a town hall located on Stage Road, just west of its intersection with exiting STH 57. The one-room building is not accessible for the disabled and has no bathroom facilities. Currently the Town of Union rents the YMCA Camp Wabansi community center for town meetings. The community center is located on South Bayshore Road. *Town officials store and maintain town records within their private residences.*

### **Road and Other Maintenance**

The everyday maintenance of Town of Union roadways is provided by the Door County Highway Department located in Sturgeon Bay.

### **Postal Services**

Postal service within the Town of Union is provided by a facility located at 9771 Highway 57 in the Town of Brussels. The post office was built in 1963 and presently contains 100 lock boxes and approximately 966 sq. ft. of space. The facility lacks adequate parking as more space is needed. The present facility is considered inadequate for future use as more building space will likely be needed.

### **Cemeteries**

There are three cemeteries located in the Town of Union. Two of the three are associated with St Mary of the Snow Catholic Church and are located in the Namur area. The older of the two is located adjacent to STH 57 near Pit Road, the newer cemetery is located on Pit Road, south of STH 57. The third cemetery located in the town is associated with St. Francis de Paul Catholic Church and is located on Duvall Road north of the Duvall community.

### **Police Services**

Police protection for the Town of Union is provided by the Door County Sheriffs Department. The county sheriff's offices are located at the Door County Justice Center located in Sturgeon Bay. The police protection is considered adequate at this time.

### **Fire Services**

The Town of Union has a multi-town fire department located at 9683 Highway 57 in the Town of Brussels. The service and facility titled the B.U.G. Fire Station (for Brussels, Union Gardner) was built and established in 1968 and contains 55 volunteers from the towns of Union, Brussels and Gardner. A special services provided by the fire department is the rescue sled for off-road use. Fire services are accessed by calling the 911 system, which in turn pages the volunteers. The Fire Department serves the towns of Union, Brussels and Gardner and has mutual aid agreements with the Southern Door Fire Department, and other fire departments throughout Door County. The Southern Door Fire Department is automatically paged for structural fires while other Door County departments are available upon request.

Presently, the B.U.G. Fire Department facilities are seen as being adequate for the community.

## **Insurance Service Office (ISO) Grading**

The adequacy of fire protection within the town is evaluated by the Insurance Service Office (ISO) through the use of the Grading Schedule for Municipal Fire Protection. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Grading obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally identifies serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO through its Municipal Survey Office based upon their analysis of several components of fire protection including:

1. Fire department equipment
2. Alarm systems
3. Water supply system
4. Fire prevention programs
5. Building construction
6. Distance of potential hazard areas from a fire station

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. The Town of Union ISO fire rating is a nine.

## **Emergency Services**

The Town of Union does not provide its own ambulance service. This service is provided by Door County Emergency Services located in Sturgeon Bay. The ambulance service is provided to all of Door County and was established in 1971 in Sturgeon Bay and in 1983 in Union. The ambulance in Union is located at the B.U.G. Fire Station. The vehicles are advanced life support modular ambulances with advanced life support and basic life support equipment. There are 13 full-time paramedics and 15 on-call emergency medical technicians. There are no future improvement plans for the emergency service at this time. The service is considered adequate for the community.

## **Library**

The Town of Union does not have library facilities. However citizens of the town can utilize the Door County Library system with the nearest branches located in the Village of Forestville and the City of Sturgeon Bay. The Forestville Library is located, at 123 STH 42, and the Sturgeon Bay Library is located at 107 South 4th Ave.



## **Public Schools**

The Town of Union is located within the Southern Door School District. The school is located at 8240 STH 57 in the Town of Gardner, and serves grades K through 12 with a 2006 student enrollment of 1,320. The schools are considered adequate at this time; however there are future improvement plans for the educational facilities. The improvement plans are to build a new high school library, increase science lab area in the old library, new middle school band and chorus rooms, new administrative offices for the middle school, convert old offices to special education areas and develop a new health and nurse area.



### **Child Care Facilities**

The Town of Union does not contain any public child care facilities, however several private child care facilities are available in the area.

### **Health Care Facilities**

There are no existing hospital facility within the Town of Union. The nearest full service hospital is located 15 miles away in the City of Sturgeon Bay. Additionally, there are major hospital facilities located in the Green Bay Metropolitan area including Bellin Medical Center, St. Mary's Hospital, St. Vincent Hospital, and Aurora Medical Center.

There are no dental facilities found within the town. The nearest dental facilities can be found in the communities of Sturgeon Bay and Green Bay.

## **OUTDOOR RECREATION INVENTORY**

### **Community Owned Sites**

School-related park or recreation sites at the Southern Door Schools could be utilized by the residents of the Town of Union. Also several surrounding communities such as the Town of Brussels and City of Sturgeon Bay have public parks that are available for use by the citizens of the town.

### **National, State and County Facilities**

The Town of Union does not contain any National, State or County recreational facilities.

The National Recreation and Park Association (NRPA) has developed a population guideline to help determine the amount of resources and facilities required to serve a given population. The NRPA standard is 10 acres of parkland should be provided for every 1,000 residents in a community. Based on the NRPA standard, the Town of Union with a population of 880 persons in 2000 should be providing approximately 12 acres of parkland. However, the NRPA standard of 10 acres for every 1000 persons is only a guide and the number of acres for park and recreation land needs to be determined by the individual community.

By their very nature, typical rural communities such as the Town of Union, have access to significant open and natural areas for outdoor recreation pursuits. Given the dispersed nature of residential development, formal play lots with play equipment, which would require transportation to access, would be underutilized by the community. However, as the Town's population increases within the unincorporated community of Namur and the more densely populated bayshore area, park and recreation needs will need to be continually monitored.



# **CHAPTER 10**

## **INTERGOVERNMENTAL COOPERATION**

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## **CHAPTER 10 - INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

The Town of Union's relationship with neighboring communities, the county, the area's school district, the Regional Planning Commission, the state, and the federal government and their agencies, can impact town residents in terms of taxation, planning, the provision of services, and siting of public facilities. This chapter of the town's plan provides an overview of the relationships that exists and identifies common issues and potential conflicts. It is through the formal identification and review of these important shared issues and conflicts that mutually beneficial opportunities may be brought about and potential problems may be resolved.

### **Adjacent Governmental Units**

The Town of Union shares borders with the towns of Gardner and Brussels in Door County, and the towns of Union and Lincoln in Door County.

### **Relationship**

The Town of Union has a good working relationship with the surrounding towns. Since towns are not incorporated they cannot annex land. Therefore, the borders between the Town of Union and adjacent towns are fixed and boundary disputes are nonexistent. There is extensive cooperation with the adjacent towns in regards to the provision of public services such as fire protection, road maintenance and emergency services.

### **Siting Public Facilities**

The Town of Union jointly operates a fire department with the towns of Brussels and Gardner located at 9683 Highway 57. The Brussels, Union and Gardner Fire Station (B.U.G) was built and established in 1968. The department has mutual aid agreements with the Southern Door Fire Department, and other fire departments throughout Door and Door County.

### **Sharing Public Services**

Currently the Town of Union has an intergovernmental agreement with the towns of Brussels and Gardner regarding fire protection and safety.

### **School District**

The Town of Union is located within the Southern Door school district. The school facilities, located at 8240 STH 57 in the Town of Gardner, educate grades K-12 and had a 2007 student enrollment of 1,320.

### **Relationship**

The Town of Union's relationship with the School Districts is best described as limited. The School District tends to operate rather independently and interaction with the Town tends to be minimal.

### **School Facility Sites**

The siting of new school facilities and expansion of existing school facilities is mainly conducted by the School District.

## **Sharing School Facilities**

The town has no formal agreement with the School Districts for shared use of the school facilities. However, the schools outdoor recreational facilities may provide opportunities to residents of the town.

## **County**

The Town of Union is located in Door County and therefore the county has jurisdiction within the town. In particular, the county has jurisdiction in the town over, shoreland and floodplain zoning, land divisions, on-site sanitary systems, and the county highway system.

## **Region**

The Town of Union is located in Door County, which is located in the northeast region of the State of Wisconsin. Door County is currently a member of the Bay-Lake Regional Planning Commission (BLRPC), as is the Town.

## **State**

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR).

## **Opportunities for Cooperation**

On November 15, 2005, the Town of Union and the Town of Union facilitated a jointly-held intergovernmental cooperation meeting at the Union Town Hall, inviting all surrounding municipalities, the school district, WDNR, WisDOT, and several county agencies. The purpose of the meeting was to identify existing opportunities and/or potential conflicts in and around the area. Participants were asked to articulate issues and to identify conflicts that might be resolved through cooperative efforts. The opportunities and conflicts that were identified included:

1. Preservation of historic and archaeological resources
2. Preservation of the scenic and rural character of the STH 57 corridor
3. Local road maintenance and alignment
4. Sharing meeting notices, agendas and the minutes
5. Schedule annual or semi-annual meetings between chairs of units of government
6. Access to clearinghouse for information on: project funding, creating solutions, alternative technologies, ordinances / laws
7. Joint meeting among boards every three or four months
8. Township federation or alliance within county
9. Determine common areas of development between communities before development
10. Develop common projects

## **Summary and Conclusions**

The town has excellent relationships with the state, county and adjoining local units of government. The town has met regularly with the Wisconsin Department of Transportation and the Door County Highway Commission to discuss issues relative to the realignment and expansion of STH 57 and its impact on the county and town road system. The town also works with the Door County Planning Department in the administration of the county's shoreland and floodplain ordinance and the town's zoning ordinance which is modeled after that of Door County's Zoning Ordinance.

Relative to the town's relationship to the adjoining communities, the southern towns in Door County (Brussels, Union, Gardner, Forestville and Clay Banks) have been meeting periodically with each other and with County planning representatives to discuss mutual issues, conflicts, and concerns.

In general, the intergovernmental cooperation meeting hosted by the Town of Union and the Town of Union was not very successful given the low number of participants. Because of the lack of participation primary issues and methods of resolution were identified through interviews with state, county and local officials





# CHAPTER 11

## LAND USE

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## CHAPTER 11 - LAND USE

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### **INTRODUCTION**

This chapter presents information on the current (2005) land use and land use controls within the Town of Union, Door County, Wisconsin. A land use survey was conducted by the Bay-Lake Regional Planning Commission in the summer of 2004. This chapter also contains descriptions of the existing land-use controls for the Town. In addition to the land use survey for the Town of Union, Bay-Lake staff also surveyed the land use in the adjoining towns (Gardner, Brussels, Union and Lincoln) to a quarter-mile (40 acres) of the town line.

In addition to the existing land use the land use controls (zoning, subdivision, shoreland and floodplain regulations) were also inventoried to assist in the development of the General Plan Design

### **INVENTORY OF EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls which currently exist within the Town of Union, which may affect, or restrict, the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the town.

#### **Existing Comprehensive Plans**

This is the first comprehensive plan for the Town of Union. Several surrounding communities have completed plans including the Town of Brussels, and the Town of Union in Door County. Door County has guided development in the county through a planning process and document adopted in 1994. The County is currently developing a comprehensive plan.

#### **Door County Development Plan**

The *Door County Development Plan* was adopted in March of 1994. *The Door County Development Plan* provides guidelines for future land use and development within the county. Three of the underlying principals of the county's development plan are particularly germane to the transportation/land use issues explored within this study. Those three principal policies are as follows:

- Discourage commercial sprawl beyond established or planned businesses areas.
- Maintain the function of the county's principal arterial roads.
- Promoting development within well defined communities and growth areas where such development can more easily be serviced by public facilities.

The County Plan separates the county into twelve general land use categories, each with different land use and development objectives. Those categories include:

1. Development Core Areas
2. Crossroads Communities
3. Business Development Areas
4. Resort/Residential Areas
5. Shoreline Residential Areas
6. Rural Residential Areas
7. Suburban Residential Areas
8. Open Agricultural Areas

9. Open/Rural Areas
10. Natural Areas
11. Airport areas
12. Highway Corridor Areas

### **Door County Farmland Preservation Plan**

The *Door County Farmland Preservation Plan*, adopted in November, 1983, identifies areas which are of prime agricultural importance for which the landowners may partake in allowable tax credits under the Farmland Preservation Program. Map 11.1 displays the Farmland Preservation Plan for the Town of Union.

### **Agricultural Preservation Areas**

Areas that are currently cultivated (in agricultural use) that are part or wholly consist of 100 contiguous acres at a minimum. This definition is intended to include all types of farmland and agricultural uses in order to provide the option of participating in the preservation program to the greatest number of farmers as possible. Farmers in agricultural preservation areas are eligible to sign contracts for ten to twenty years.

### **Transitional Areas**

Transitional areas are those areas that are currently in agricultural use, but in the short-term are expected to convert to non-farm uses, such as residential, commercial or industrial uses. Transitional areas include incorporated areas in agricultural use and areas around developed unincorporated areas that are serviced by existing roads and public services. Transitional areas must be a minimum of 35 acres in size. Farmers whose lands are in a transitional areas may sign a contract agreeing not to develop their lands for a period of five to twenty years.

### **Environmental Areas**

The following areas are considered to be environmental areas: wetlands, woodlands, cultural, historic, or archaeological sites, the 100 year floodplain, public lands, lakes, rivers, and streams. Environmental areas are eligible for Wisconsin Farmland Preservation tax credits if the cultivated area of the farm unit, of which they must be a part of, are eligible for a tax credit.

### **Excluded Areas**

Excluded areas are considered ineligible for the Wisconsin Farmland Preservation Program. They include airports, landfills, quarries, developed incorporated and unincorporated areas, platted subdivisions, quasi-public lands (gun clubs, golf courses, etc.) cemeteries, transitional areas under 35 acres, all ten acre or larger non-agricultural related uses, and all land zoned for non-agricultural use.

### **Zoning Ordinance**

The Town of Union adopted their zoning ordinance in 2004 (Zoning Map 11.2). The purpose of the ordinance is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare of the Town. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the town into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

The Town is divided into the following zoning districts with the purpose and intent of each of the zoning districts established by the ordinance. The following specifies the purpose and intent of each of the zoning districts established by the Ordinance.

### **Wetland (W)**

This district is intended to prevent the destruction and depletion of Town of Union's wetlands; to protect water courses and navigable waters and the public rights therein; to maintain the purity of water in lakes and streams and to prevent pollution thereof; and to protect spawning grounds, fish, and habitats for wild flora and fauna. Furthermore, this district is intended to prevent the changing of the natural character of wetlands. Lot sizes of at least 10 acres are required for new lots.

### **Natural Area (NA)**

This district is intended to conserve the existing, mostly undeveloped natural areas of Town of Union. The district may be used in upland areas adjacent to, or surrounded by, wetland areas, or in other areas where natural features are considered significant. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots.

### **General Agricultural (GA)**

This district is intended to maintain agricultural lands which have historically demonstrated high agricultural productivity. It is also intended to accommodate certain nonagricultural uses which require spacious areas to operate or where natural resource exploitation occurs. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. This district is also intended to provide farmland owners with additional management options by allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. Lot sizes of at least 2 acres are required for new lots. In order to promote the preservation of open space, natural features, agricultural lands, and the town's rural character, the use of planned residential development is permitted in this district by which residential density may be increased from 4 units per 40 acres to 8 units per 40 acres.

### **Single Family Residential-20,000 (SF-20)**

This district is intended to provide for exclusive single family residential and planned residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer. Generally, these districts will be located along the waterfront and in or near existing communities where smaller lots are the norm. The permitted uses are restricted in order to maintain the strictly residential character of these areas.

### **Rural Residential (RR)**

This district is intended to provide for single family and two family residential developments on medium-sized lots. Lot sizes of at least 2.0 acres are required for new lots. It is intended

to provide additional development options to home owners by allowing certain businesses to be established in conjunction with residences. It will generally be located within the interior of the town.

### **High Density Residential (HD)**

This district is intended to provide areas for a variety of residential uses, including multiple occupancy developments, manufactured home parks, and single family residential development at fairly high densities. This district is intended to be located in areas with an existing mixture of residential types, certain regions which are served by public sewer, and other locations where high density residential developments are appropriate. This district is not intended to develop into centers of commercial activity and, thus, most commercial uses are not permitted. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

### **Mixed Use Commercial (MC)**

This district permits both residential and commercial uses and is designed to accommodate those areas of Town of Union with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Typically, 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. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.

### **Recreational Commercial (RC)**

This district is intended for Town of Union's resort areas, particularly areas where moderate 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, and restaurants. Lot sizes of at least 20,000 square feet are required for new lots.

### **Light Industrial (LI)**

This district is intended to provide for manufacturing, warehousing, and other light industrial operations. It is also intended that this district be used for the location of trade or contractor establishments, commercial storage facilities, and similar businesses. Such uses should not be detrimental to the surrounding area or to the town as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, degradation of groundwater, or other nuisance factors. Such uses may be subject to requirements which will reasonably ensure compatibility. This district can also be used for industrial or business parks. Lot sizes of at least 60,000 square feet are required for new lots.

### **STH 57 Highway Corridor Overlay District (HCO)**

This overlay district is intended to preserve the lands within the proposed highway corridor for the future expansion and realignment of a state highway; to provide the public with protection from the impacts of the new four-lane highway facility on existing and future land

use development; to protect the aesthetic and visual character of land in the Town of Union adjacent to major and existing highway corridors; to protect property owners whose proposed uses of land may be disrupted by the construction of the highway; and, to ensure adequate, safe, and efficient access to the state highway as well as to the county and local roads that intersect with the state highway.

Overlay districts provide for the possibility of superimposing certain additional requirements upon a basic zoning district without disturbing the requirements of the basic district. The uses of the underlying standard zoning district shall remain in force.

### **HPD Historic Preservation Overlay District**

The purpose of the HPD Historic Preservation Overlay District is to effect and accomplish the protection, enhancement, and perpetuation of such improvements and of districts which represent or reflect elements of the Town's cultural, social, economic, political, and architectural history; safeguard the Town's historic and cultural heritage, as embodied and reflected in such landmarks and historic districts; stabilize and improve property values; foster civic pride in the beauty and noble accomplishments of the past; protect and enhance the Town's attractions to residents, tourists, and visitors for education, pleasure and general welfare; and serve as a support and stimulus to business and industry; and strengthen the economy of the Town.

### **Subdivision Ordinance**

The current *Door County Land Division Ordinance* was adopted in August of 1996, and regulates the division of land to promote public health, safety, aesthetics, and general welfare. The ordinance provides for minor land divisions, major land divisions, design standards and the dedication and improvement of a parcel of land to be developed.

***The ordinance regulates the combining of two or more parcels of land into one parcel of 10 acres or less and the subdivision of land where the act of division creates five or more parcels or building sites which are less than 10 acres in size within a five year period. The ordinance also regulates minor land division (certified survey map or commonly referred to as CSMs) where it is proposed to divide land into at least one but not more than four parcels or building sites of less than 10 acres.*** The ordinance also contains design standards for streets, curb and gutter, sidewalks, drainage, erosion control, utilities, and easements that must be complied with in order for the subdivision to be approved by the County. The ordinance also contains requirements for park and public land dedication. The land division ordinance in conjunction with other tools, provides a means of implementing the county's zoning. The Town of Union may request that the county allow it to augment the ordinance to be more restrictive in identified town areas.

### **Official Map**

Section 62.23(6)(b) of the *Wisconsin Statutes* provides that town may establish an official map for the precise designation of right-of-way lines and site boundaries of streets, roads, highways, parkways, parks, and playgrounds. The town may also include on its official map the locations of railway rights-of-way, public transit facilities, and those waterways which have been included in a comprehensive surface water drainage plan. Such a map has the force of law and is deemed to be conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways and the location and extent of existing and proposed

railway rights-of-way, public transit facilities, and parks and playgrounds shown on the map. It is important to note that in Wisconsin the official map enabling legislation is a subsection of the basic local planning enabling legislation, Section 62.23 is entitled "City planning," and as such is made applicable by references in other statutes to villages and towns as well as to cities.

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Town of Union does not currently maintain an official map. Door County is in the process of completing a county wide parcel base map. The town may want to utilize the county's parcel map as a possible start for an official map.

### **Erosion Control Plan**

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. The county land conservation committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems.

### **Door County Shoreland and Floodplain Ordinances**

Shoreland/Floodplain ordinances have jurisdiction over all shorelands and identified wetlands in the unincorporated areas of a county. Door County administers its shoreland/floodplain ordinance in the unincorporated areas of the county. Shoreland zones are those areas within 300 feet of a navigable river or stream, 1,000 feet of a navigable lake, pond or flowage or to the landward side of the 100-year floodplain, whichever distance is greater. Map 11.3 depicts the shoreland zone within the study area. Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in these areas is strictly regulated but may be permitted with specific design techniques. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115,116, and 117 and is established in the Door County Zoning Ordinance.

Floodplains within Door County are under the jurisdiction of the *Door County Floodplain Zoning Ordinance*. The areas regulated by this ordinance include all areas within the unincorporated portions of Door County which would be covered by the regional (100-year) flood. The areas within the regional flood are designated as such, on F.E.M.A. Flood Insurance Rate Maps, *100-Year Dam Failure Map* by Mead and Hunt Consulting Engineers, and the revisions in the Door County Floodplain Appendix. Uses within areas designated as the regional floodplain are regulated through a permitting process.

The Door County Setback Ordinance is included in Chapter 3 of the *Door County Zoning Ordinance*, and requires that the setback from all navigable water shall be 75 feet from the ordinary high water mark. Navigable waters which the setback ordinance regulates include lakes, rivers, ponds, sloughs, flowages, and other waters which have a level of flow sufficient to support navigation by a recreational craft on an annually recurring basis.



## Door County Private Sewage System Ordinance

Regulates the installation, maintenance and upgrading of on-site waste systems in unincorporated areas of the county, along with their responsibilities in the areas of solid waste management and recycling.

The ordinance regulates septic systems, holding tanks, mound systems, privies, and other alternative sewage systems. The ordinance requires a sanitary permit from the county for any private sewage systems. No person shall install, perform work on, or reconnect a structure to a private sewage system unless the owner of the property holds a valid sanitary permit.

## CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Union was conducted in the summer of 2004 by the Bay-Lake Regional Planning Commission. The land-use has continued to be updated as needed during the planning process. The land use information was compiled into generalized land use categories and is presented in Table 11.1 and Map 11.4. As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Table 11.1: Land Use Acreage, Town of Union, 2004

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
<b>DEVELOPED LAND</b>			
<b>Residential (Total)</b>	<b>371.72</b>	<b>2.7%</b>	<b>29.68%</b>
Single Family	343.91	2.5%	27.46%
Two Family	0.72	0.005%	0.06%
Multi-Family	2.20	0.016%	0.18%
Mobile Homes	19.52	0.1%	1.56%
Land Under Residential	1.56	0.011%	0.12%
Vacant Residential	3.82	0.028%	0.30%
Commercial	11.25	0.083%	0.90%
Industrial	103.88	0.8%	8.29%
Transportation	564.38	4.2%	45.06%
Communications/Utilities	1.03	0.008%	0.08%
Institutional/Governmental	14.39	0.106%	1.15%
Recreational	30.53	0.2%	2.44%
Agricultural Structures	155.30	1.1%	12.40%
<b>Total Developed Acres</b>	<b>1,252.48</b>	<b>9.2%</b>	<b>100.0%</b>
<b>UNDEVELOPED</b>			
			Percentage Undeveloped Land
<b>Agricultural/Silviculture</b>	<b>6,971.68</b>	<b>51.3%</b>	<b>0.57</b>
Croplands/Pastures	6,928.59	51.0%	56.2%
Long-Term Specialty Crops	6.99	0.1%	0.06%
Open Space	33.01	0.2%	0.27%
Vacant Agricultural/Silviculture	3.09	0.0%	0.03%
<b>Natural Areas</b>	<b>5,358.67</b>	<b>39.5%</b>	<b>43.5%</b>
Woodlands	3,933.25	29.0%	31.90%
Other Natural Areas	1,410.89	10.4%	11.44%
Water Features	14.53	0.1%	0.12%
<b>Total Undeveloped Acres</b>	<b>12,330.35</b>	<b>90.8%</b>	<b>100.00%</b>
<b>Total Land Area</b>	<b>13,582.83</b>	<b>100.0%</b>	

Source: Bay-Lake Regional Planning Commission, 2005.

### **Planning Area**

The Town of Union encompasses approximately 13,583 total acres of land. Of this, 1,252 acres, or 9.2 percent of the town, are developed, leaving 12,330 acres (91 percent) of undeveloped land. Of the undeveloped land, the vast majority of the acreage are in crops and pasture (6,928 acres) and woodlands (3,933 acres).

### **Residential Land**

Residential land accounts for approximately 30 percent of the developed land, but only 2.7 percent of the total land. It is the second largest developed land use in the town. The 372 acres of residential land are found along the Green Bay shoreline and scattered throughout the town. The majority of the residential land is classified as single family, with the remainder being two family, multi-family and mobile homes.

### **Commercial Land**

Commercial land in the Town of Union totals 11.25 acres of land, or less than one percent of the developed land in the town.

### **Industrial Land**

Land uses under this category include, small manufacturing operations, surface mining and other extractive activities, and private outdoor storage sheds. Within the town, approximately 103.88 acres or .8 percent of the developed land are under this category.

### **Transportation**

Transportation accounts for the largest developed category at 45 percent of the developed land or 564 acres. Transportation uses in the town include the entire local road network.

### **Communication/Utilities**

Uses under this category include land used for the generation, processing and/or transmission of electronic communication of water, electricity, petroleum or other transmittable products, plus for the disposal, waste processing and/or recycling of byproducts. Land in this category accounts for only 1.03 acres.

### **Institutional/Governmental**

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the town this accounts for 14.39 acres of land including the town hall and several churches.

### **Parks and Recreational Opportunities**

Land under this category accounts for 30.53 acres or 2.4 percent of the developed land uses within the town. Included uses in this class are all the public parks as well as boat landings and water access sites.

### **Agricultural Structures**

Agricultural structures include sheds, silos and other farm structures. These uses account for 155 acres of land, or 12.4 percent of the developed land in the town. This is the third largest use under the developed land. Agricultural structures are scattered throughout the Town of Union.

### **Croplands/Pasture**

Land under this category includes use of land for the cultivation of plants, including grasses for grazing, pastures, orchards, land used for growth, husbandry or housing of plants and animals, and their products. This undeveloped land use accounts for 6,928 acres within the town, or 56 percent of the undeveloped land (51 percent of the total land).

### **Natural Areas**

Uses in this category include lands primarily in a natural state including non-wooded wetlands, grasslands and prairies. This category contains 5,359 acres or 43.5 percent of the undeveloped land in the town and nearly 40 percent of the total area. These areas are found in large tracts throughout the town primarily adjacent to water features and woodlands.

### **Woodlands**

Woodlands account for the second largest use in the town at 3,933 acres or 32 percent of the undeveloped land in the Town of Union. Woodlands are found adjacent to the bay as well as scattered throughout the town, with some concentration in the southeast portion of the town.

### **Water Features**

Water features account for just less than one-tenth of a percent of the undeveloped uses within the town. Water resources are discussed in more detail in Chapter 5 of this document.

## **LAND SUPPLY**

### **Amount**

The amount of land available for development within Union is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands with a 25 foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). Taking into account the various factors which may affect development, it is determined that there are more than 10,000 acres of developable lands within the Town of Union.

The General Plan Design detailed in Chapter 2 identifies areas to accommodate future growth projections along with market force considerations thus looking to develop within identified natural areas for residential, commercial, industrial or similar uses is not needed throughout the planning period. Developments, within this plan, will be afforded enough land options to incorporate open spaces, buffering, additional landscaping, etc.



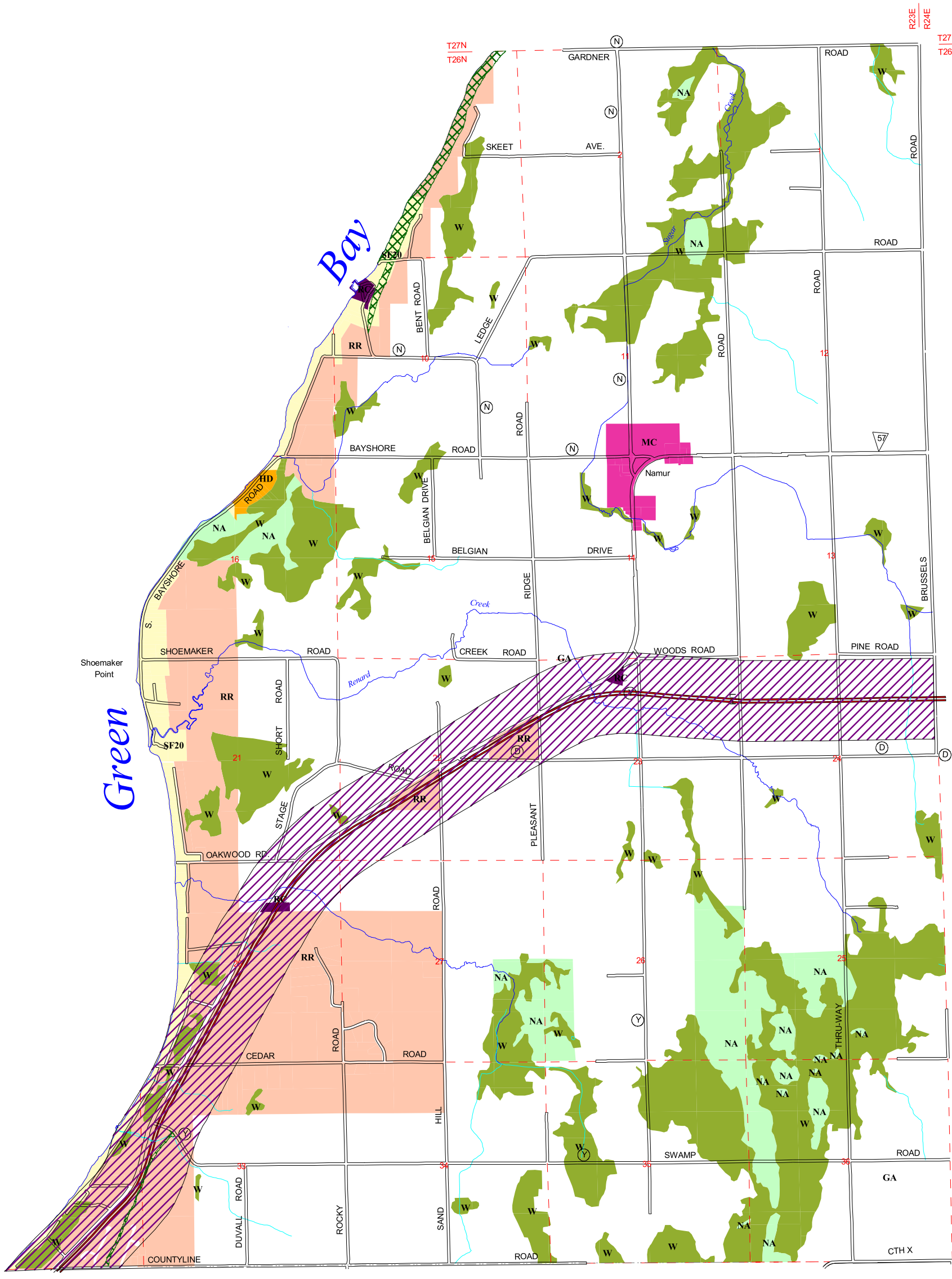




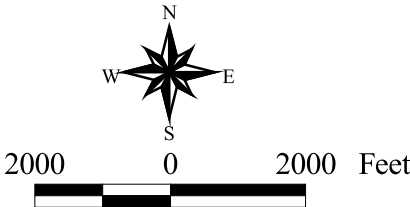
# Zoning

## Town of Union

Door County, Wisconsin



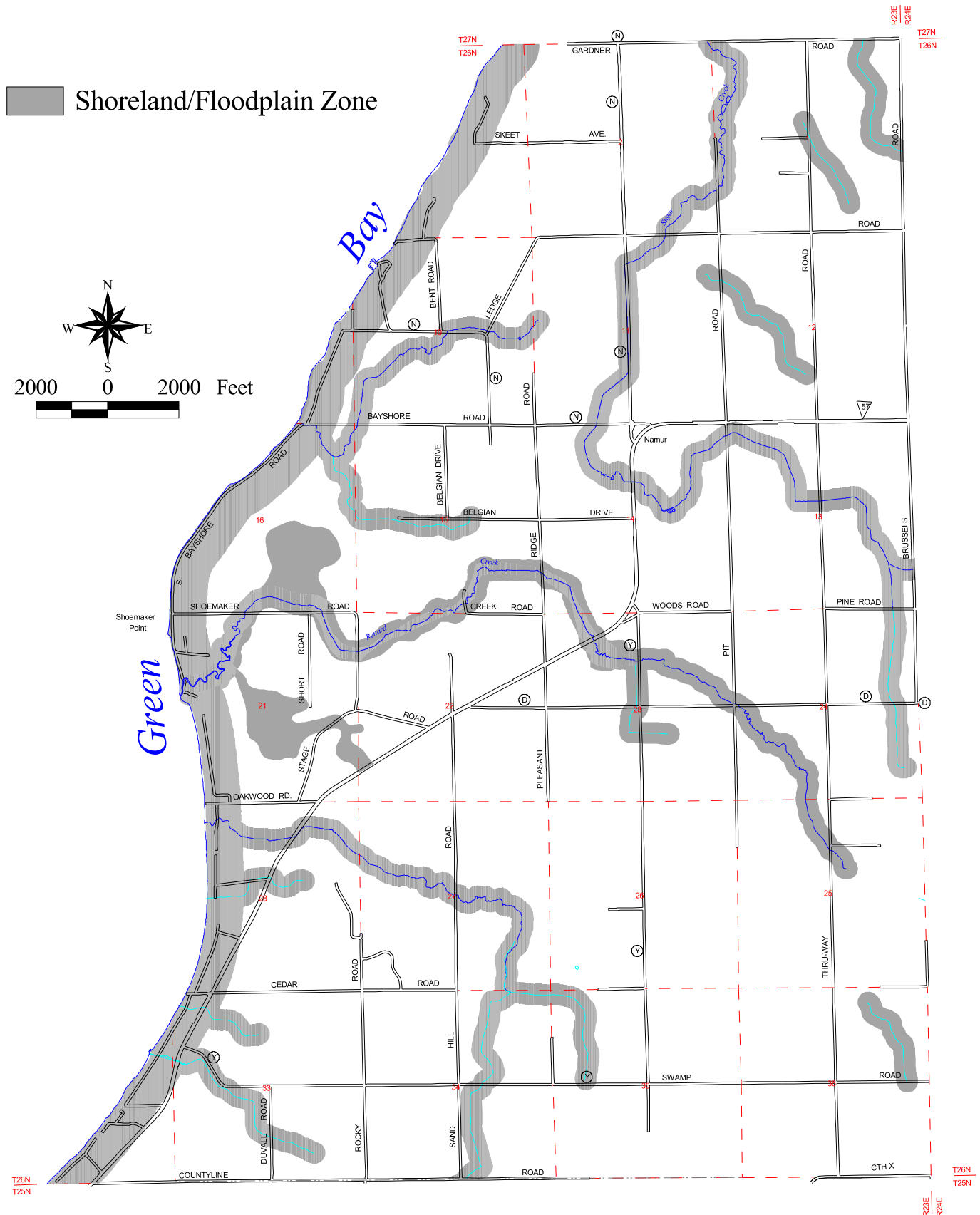
- |   |  |
|---|--|
| Single Family Residential - 20,000 (SF20) | Wetland (W)                                    |
| Rural Residential (RR)                    | Natural Area (NA)                              |
| High Density Residential (HD)             | STH 57 Realignment                             |
| Mixed Use Commercial (MC)                 | STH 57 Highway Corridor Overlay District (HCO) |
| Recreational Commercial (RC)              | Historic Preservation Overlay (HPD)            |
| Light Industrial (LI)                     | Escarpment Protection Area                     |
| General Agricultural (GA)                 |  |



Source: Town of Union; Door County County; Bay-Lake Regional Planning Commission, 2007.







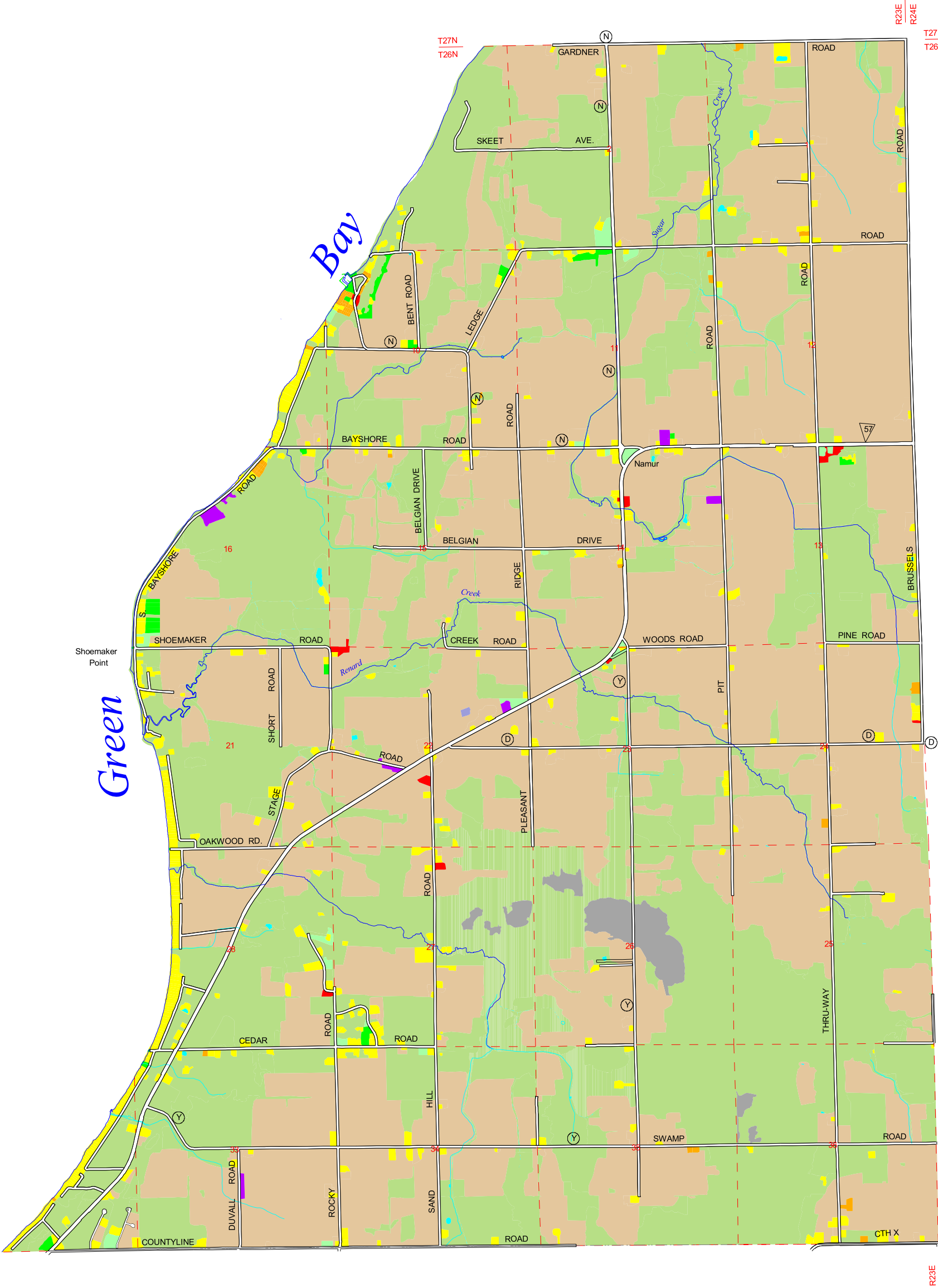
Source: FEMA, 1980; Town of Union; Door County; Bay-Lake Regional Planning Commission, 2007.



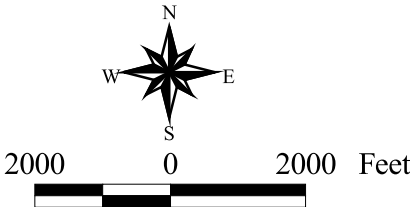
# 2004 Land Use

## Town of Union

### Door County, Wisconsin



- |  |                          |  |                            |
|--|--------------------------|--|----------------------------|
|  | Residential              |  | Governmental/Institutional |
|  | Mobile Homes             |  | Parks and Recreation       |
|  | Commercial               |  | Open Space/Fallow Fields   |
|  | Industrial               |  | Agricultural               |
|  | Roads                    |  | Water Features             |
|  | Transportation           |  | Woodlands/Natural Areas    |
|  | Communications/Utilities |  |                            |



Source: Town of Union; Door County County; Bay-Lake Regional Planning Commission, 2007.



## **APPENDIX A**

### **PUBLIC PARTICIPATION PLAN**

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**TOWN OF UNION**  
**Door County**  
**COMPREHENSIVE PLAN**  
**“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”**

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**PURPOSE**

In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

**PLAN COMMISSION AND COMMITTEE MEETINGS**

The Town of Union Plan Commission will develop and review the comprehensive plan. This body will adopt the plan by resolution and petition the Town Board to adopt the plan by ordinance.

All meetings of the Town of Union Plan Commission will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Door County.

**COMMUNITY VISIONING AND NOMINAL GROUP EXERCISES**

The Town will conduct a visioning exercise and be a participant in a nominal group exercise with several adjacent communities and as part of the preparation and update of the Town of Union Comprehensive Plan and any subsequent updates to the plan as appropriate. The results of the Visioning Exercise and Nominal Group session will guide the Plan Commission and Town in developing the comprehensive plan and each of its components. Additional issues identified throughout the planning process will also be incorporated into the plan. Residents are encouraged to participate at each of these exercises and throughout the planning process.

**OPEN HOUSES**

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One open house shall be held at the “midway” point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the Town Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Plan Commission and the Bay-Lake Regional Planning Commission.

**PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT**

In all cases Wisconsin’s open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the Town Hall and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be

addressed to the Town Clerk who will record the transmittal and forward copies of the comments to the Plan Commission or Town Board for consideration.

The Town Board shall respond to written comments either individually or collectively by type of comments. Town Board responses may be in the form of written or oral communication, or by a written summary of the Town's disposition of the comments in the comprehensive plan.

### **PLAN COMMISSION ADOPTION OF PLAN BY RESOLUTION**

The Town of Union Plan Commission may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Commission at a regularly scheduled and publicly noticed meeting of the Plan Commission in accordance with s. 66.1001 (4) b. The vote shall be recorded in the official minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

### **DISTRIBUTION OF THE RECOMMENDED AND ADOPTED PLANS**

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the recommended and adopted plan or amendment shall be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the Town of Union.

### **ADOPTION OF COMPREHENSIVE PLAN BY TOWN BOARD**

After adoption of a resolution by the Town of Union Plan Commission, the Town Board will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the Town of Union who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the Union Town



Hall. Written comments on the plan from members of public will be accepted by the Town Board at any time prior to the public hearing and at the public hearing.

### **ADDITIONAL STEPS FOR PUBLIC PARTICIPATION**

The Town reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include, but are not limited to, informational memos, postcards, letters, posters, fliers or WEB site.

### **STATE STATUTES**

Where there is a conflict with these written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

### **AMENDMENTS**

The Town Board may amend these procedures from time to time.



**APPENDIX B**  
**NOMINAL GROUP PROCESS AND RESULTS**

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**“STH 57 CLUSTER”**  
(Town of Union and the Town of Union)

**Nominal Group Process**

The nominal group process is used to identify issues specific to each community in the “STH 57 Cluster” that need to be addressed in each community’s comprehensive plan.

The nominal group process includes the following steps:

1. Attendees will be separated into local community groups: Each community group will be assigned to a separate table or seating area, away from the other communities. Anyone in attendance, not a resident of either the village or the town, may choose a group of most interest to them. Each group will have a group leader to facilitate the process.
2. The Silent Generation of Ideas in Writing - Each member of the group will be asked to write down, in silence, as many ideas as possible in response to the basic question: “What characteristics of your community should be maintained, enhanced, added, or eliminated?” “What issues are important to you?” Responses should be as concise as possible – while still conveying the main thought or issue. For instance “*Protect groundwater to prevent well contamination and make sure that our residents have a safe water supply.*” can be shortened to “*Protect our groundwater.*”

Usually, ten to fifteen minutes are needed to conduct this portion of the process.

3. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded separately on the flip chart for the entire group to see. This is done in a “round robin” fashion by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. This is not the time at which the issues or points are argued or debated. Each issue or idea is simply numbered and recorded without comment. After all ideas are listed, the group leader will try to combine similar ideas – but will do so only with the full consent of the author(s).
4. Determine the Top Five Choices of the Group – On a tall sheet provided by the group leader, each member of the group is then asked to identify their top five choices from the list, with the first choice receiving five-points, the second choice receiving four-points, and so on. The tally sheets are collected and the group leader will write the scores next to each respective idea on the flip chart. The scores will be totaled to identify the top five issues.
5. Review Top Five Choices for all Groups - The five top issues from each group are then rewritten on a flip chart for review by all participating groups. Although the top issues identified by this process may receive a higher level of detail and analysis, every issue identified through this process will be addressed in the Comprehensive Plan.

**“STH 57 CLUSTER”**  
(Town of Red River and the Town of Union)

**COMMUNITY:**  
\_\_\_\_\_

**Nominal Group Survey**

Please write the *issues* and *concerns* that are most important to you regarding existing and future development in your community. The use of “bullet phrases” is recommended, - i.e. “*Need more commercial development*” or “*Preserve the open space in its present state.*”

**Sample questions that you can use to help generate ideas (Illustrative Only):**

What characteristics of your community should be maintained, improved, or eliminated?

What unique features of your community should be preserved or enhanced?

How should the unique features of your community be preserved or enhanced?

What aspects of your community are improving? Declining?

**Some categories to consider include:**

- |                  |                       |
|------------------|-----------------------|
| • Residential    | • Population          |
| • Environmental  | • Economics           |
| • Commercial     | • Park and Recreation |
| • Industrial     | • Historic areas      |
| • Transportation | • Agriculture         |
| • Housing        |                       |

**“HWY 57 CLUSTER”**  
(Town of Red River Town of Union)

<b>COMMUNITIES:</b> <b>T. Red River/T. Union/  T. Green Bay</b>
--

**GROUP 1**

<b>TOP 5 ISSUES</b>
---------------------

Preserve small family farms and the right to farm  
Preserve and protect groundwater contamination  
Move Macco Road interchange to CTH A-or eliminate it (Red River)  
Promote cluster development to preserve open space  
Preserve wetlands and woodlots  
Restrict mega-farms (none) to less than 1,000 animal units

Score	Issues
16	Preserve and protect groundwater contamination
16	Right to farm
8	Move proposed Macco Road interchange to CTH A-or eliminate it
8	Promote cluster development to preserve open space
6	Preserve wetlands and woodlots
6	Restrict mega-farms (none) to less than 1,000 animal units
5	Mitigate the negative impacts of state highway expansion
5	Keep residential areas where sewer is available (Red River)
4	Preserve rural character and atmosphere
2	Protect Niagara Escarpment
0	Affordable housing (provide)
0	Better fire and rescue services in northern part of towns
0	Develop a business park with city of Green Bay
0	Develop a marina in Dyckesville
0	Develop industrial park with the town of Green Bay
0	Extend Union Park to CTH A-acquire land. Have WisDOT acquire park land as part of 57 expansion
0	Grocery store
0	Less wells-provide public water for Dyckesville
0	Minimize communication towers
0	No heavy industry
0	No large billboards or signage
0	Preserve small family farms
0	Storm water management
0	Two towns should jointly develop a park
0	Two towns should jointly plan for future development in Dyckesville
0	Upgrade/improve town roads connecting to 57
0	Wellhead protection

**GROUP 2**

**TOP 5 ISSUES**

Housing developments should be confined to sanitary district  
 Identify tools to preserve prime ag. land in town  
 Promote development, including business, around and in the Dyckesville area  
 Need first responders  
 Preservation of contiguous forest lands

<b>Score</b>	<b>Issues</b>
17	Housing developments should be confined to sanitary district
13	Identify tools to preserve prime ag. land in town
8	Promote development around Dyckesville area
7	Need first responders
6	Preservation of contiguous forest lands
5	As residential dev. Occurs-also plan for park and recreation space
5	Clean up town-rundown structures, cars, etc.
5	Preserve the scenic views of the town through zoning, etc.
4	Maintain farming operations for future generations
4	More special needs homes-assisted living LMI housing, elderly, etc.
4	No billboards on hwy. corridor
3	Buffer around Union waterway
3	Would like to see smaller farming operations vs. mega farms
2	Clean fuel power source
2	Continuation of garbage collection
1	Preserve wetlands
1	Would like to see Laundromat
0	A yard waste facility for grass, no garbage
0	As development occurs, it should be planned in a manner that includes all uses-residential, commercial, etc.
0	Public busing
0	Recommend minimum lot size regardless of sewer or not



**APPENDIX C**  
**VISIONING**

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## **PRESENT DAY TOWN OF UNION**

### **What is distinctive or unique about the Town of Union?**

Please take this time to reflect on the unique nature of present day Town of Union.

1. List up to 3 places in the Town of Union that you like to take out-of-area visitors.
  - Namur Historic District
  - Bay shore
  - Niagara Escarpment
  - Beach
  - Farming areas
  - Woodland-hunting areas
  - Church in Namur
  - Scenic areas near bay
2. Is there something unique about the Town of Union that is not found anywhere else? Please describe.
  - Namur Historic District
  - Niagara Escarpment
  - Renard Creek Swamp
  - The view of the bay with the beautiful sunsets
3. Name 3 natural and/or man-made features that make the Town of Union special or unique.
  - Belgian style houses and barns
  - Namur
  - Farms
  - Niagara Escarpment
  - Views near bay

### **FUTURE OF THE TOWN OF UNION (YOUR VISION)**

It is your task to describe Town of Union as you would like to see it in the Year 2025.

*Imagine if you left the Town for 10-20 years and then returned, what would you hope to see?*

**Listed below are several themes to help you generate ideas.**

***The use of bullet phrases is recommended – e.g., “Clean Industry”, “Good Roads”, etc.***

#### **Natural Resources/Cultural & Historic Resources**

- Niagara Escarpment
- Clean water-bay and drinking water
- Clean air, no offensive odors
- Good roads
- Preserve the rural atmosphere
- Purchase or be able to preserve the Niagara Escarpment, P.D.R
- Many farms of various sizes

### **Land Planning & Development** (i.e., zoning, lot sizes, densities, clustering, etc.)

- Sewer adjacent to bay shore
- Maintain farming community
- Our zoning is in good shape. Home densities should be along the bay with sewer accessibility
- 2 acre minimum lot size with or without sewer

### **Commerce & Industry**

- Clean, technology business
- No clutter (signs, businesses along STH 57)
- Small business/service center in Namur (i.e. convenience store, specialty shops, etc.)

### **Community Services** (i.e., schools, utilities, community facilities, emergency services)

- Emergency services – fire and police
- Elderly housing
- Child care
- Recreation facilities

### **Housing**

- Residential development in existing residential zoned property
- Prevent sprawl
- We need a low cost housing for the elderly
- Primarily single family residences

### **Transportation/Roads & Highways**

- We should have good roads. All gravel roads should be brought to standards. All should be a 4 rod road and should be black topped
- Bussing or transportation to and from Sturgeon Bay, Green Bay and Luxemburg for the elderly
- Park and Ride area
- Upgrade roads that are direct feeders to Hwy 57 (shoulders)

### **Agriculture/Farming**

- Farm units less than 1,000 animal units
- Remain farming community with no mega-farms. Proper amount of land for disposal of manure
- Keeping the right to farm

### **Recreation**

- Conservation area
- Renard Creek Swamp
- Development of waterfront area for recreation
- Larger boat landings
- Public recreation area for picnic, sports, biking, hiking, walking, etc.
- Bicycle, Horse and hiking trails

## *Sample Worksheet*

### **Town of Union Door County, Wisconsin**

#### **VISIONING**

*“Imagine for a moment what your community could be at its very best.”*

Planning for a community is like building a house. It first starts with an idea or a dream. This is a process that the entire community must be part of. Next comes the blueprint, or in the case of a municipality, the comprehensive plan. The community creates the vision through a public process and the comprehensive planning committee/plan commission takes the vision and translates it into the blueprint or comprehensive plan.

*“The vision describes what the people want and the comprehensive plan describes how to get there.”*

#### **PRESENT DAY TOWN OF UNION**

##### **What is distinctive or unique about the Town of Union?**

Please take this time to reflect on the unique nature of present day Town of River.

1. List up to 3 places in Town of River that you like to take out-of-area visitors.
  - a. \_\_\_\_\_
  - b. \_\_\_\_\_
  - c. \_\_\_\_\_
  
2. Is there something unique about Town of Union that is not found anywhere else? Please describe.  
\_\_\_\_\_  
\_\_\_\_\_
  
3. Name 3 natural and/or man-made features that make Town of Union special or unique.
  - a. \_\_\_\_\_
  - b. \_\_\_\_\_
  - c. \_\_\_\_\_

## **FUTURE OF THE TOWN OF UNION**

It is your task to describe Town of Union as you would like to see it in the Year 2025.

*Imagine if you left the town for 10-20 years and then returned, what would you hope to see?*

**Listed below are several themes to help you generate ideas.**

***The use of bullet phrases is recommended – e.g., “Clean Industry”, “Good Roads”, etc.***

### **Natural Resources/Cultural & Historic Resources**

---

**Land Planning & Development** (i.e., zoning, lot sizes, densities, clustering, etc.)

---

**Commerce & Industry** (types of businesses, industries)

---

**Community Services** (i.e., schools, utilities, community facilities, emergency services)

**Housing**

---

**Transportation/Roads & Highways**

---

**Agriculture/Farming**

---

**Recreation**

---

**Town of Union  
Comprehensive Plan  
Visioning Priority Ranking**

**GROUP #**

OF ALL THE THEMES/SPECIFIC COMMENTS IDENTIFIED, CHOOSE THE FIVE IN RANK ORDER, WHICH YOU WOULD MOST WANT TO SEE IN TOWN OF UNION IN 20 YEARS.

<b>MOST IMPORTANT COMMENT/THEME</b> (5 Points)	
<b>SECOND MOST IMPORTANT COMMENT/THEME</b> (4 Points)	
<b>THIRD MOST IMPORTANT COMMENT/THEME</b> (3 Points)	
<b>FOURTH MOST IMPORTANT COMMENT/THEME</b> (2 Points)	
<b>FIFTH MOST IMPORTANT COMMENT/THEME</b> (1 Point)	

Results of the voting will help Plan Commissioners to identify priority issues that the vision statement should address. However, every idea captured during the visioning session will be considered .





**APPENDIX D**

**RARE AND ENDANGERED SPECIES IN DOOR COUNTY**

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Door County  
Rare Species & Natural Communities List

The following list includes Door County's endangered resources (rare, threatened, or endangered species and high-quality natural communities) that have been recorded in the Wisconsin Natural Heritage Inventory (NHI), September 2005.

**AQUATIC OCCURRENCES**

**ANIMALS**

- Banded killifish
- Pugnose shiner
- Shortnose cisco
- Black crowned night heron
- Two spotted skipper
- Redside dace
- Lake sturgeon
- Longear sunfish
- Greater redhorse

**PLANTS**

- Small yellow lady s slipper
- Showy lady s slipper
- Variegated horsetail
- Slim stem small reedgrass

**NATURAL COMMUNITIES**

- Hardwood swamp
- Lake deep, hard, seepage
- Northern wet mesic forest
- Emergent aquatic
- Alder thicket
- Northern sedge meadow
- Northern wet forest
- Shrub carr
- Open bog
- Floodplain forest

## **TERRESTRIAL OCCURRENCES**

### **ANIMALS**

- Eightfold pinecone
- Cherrystone drop
- Transparent vitrine snail
- Barn owl
- Dentate supercoil
- Tapered vertigo

### **PLANTS**

- Long spur violet
- Christmas fern
- Sand reed grass
- Cuckooflower
- American sea rocket
- American gromwell
- Harbinger of spring
- Seaside spurge
- Twinleaf
- Climbing fumitory

### **Forked aster**

- Long spur violet
- Christmas fern
- Sand reed grass
- Cuckooflower
- American sea rocket
- American gromwell
- Harbinger of spring
- Seaside spurge
- Twinleaf
- Climbing fumitory
- Forked aster

### **NATURAL COMMUNITIES**

- Northern mesic forest

**APPENDIX E**  
**HOUSING PROGRAMS**

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## **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

The following list of programs and resources (as well as the housing strategy found in Chapter 1) is to assist the village leaders in obtaining and maintaining the desired housing environment they wish to provide their residents.

All communities in Wisconsin have a number of housing implementation tools available to them. An important first step to the utilization of those resources is ongoing education of citizens and local officials regarding the contents of this housing chapter and on the importance of housing quality and affordable housing for all types of individuals within Cleveland. Elected and appointed village officials, as well as the citizens, need to understand the relationship between housing, economic development, natural/cultural resources, land use, community facilities and transportation on the overall well-being of the village.

Some implementation alternatives available to Cleveland include regulatory tools such as zoning and subdivision ordinances; plus governmental and private non-profit programs available to encourage the maintenance and development of affordable housing.

### **Housing Programs**

A number of local, state, and federal housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. If there is a gap in service, Cleveland may want to explore developing their own program(s) to address those needs. Below are agencies with available programs that have been established to provide assistance on a wide range of housing issues.

### **Federal Programs**

**U.S. Department of Agriculture -Rural Development** offers subsidized direct loans and non-subsidized guaranteed loan funds for the purchase and construction of homes by households in qualified rural areas of the state. The community must be of 20,000 or less, and there are special programs for Native Americans. Rural Development also provides low-interest mortgage loans for single family, owner-occupied residential home repair in rural areas. Some grants are available for very low-income elderly households. It provides funding through the 504 and the Housing Preservation Grant programs. [www.rurdev.usda.gov/wi/programs/rhs/](http://www.rurdev.usda.gov/wi/programs/rhs/)

**U.S. Department of Housing and Urban Development** provides vital public services through its nationally administered programs. It oversees the Federal Housing Administration (FHA), the largest mortgage insurer in the world, as well as regulates the housing industry business. The mission of the Office of Housing is to:

- Contribute to building and preserving healthy neighborhoods and communities;
- Maintain and expand homeownership, rental housing and healthcare opportunities;
- Stabilize credit markets in times of economic disruption;
- Operate with a high degree of public and fiscal accountability; and
- Recognize and value its customers, staff, constituents and partners.

Within the Office of Housing are three business areas:

1. HUD's Single Family programs include mortgage insurance on loans to purchase new or existing homes, condominiums, manufactured housing, houses needing rehabilitation, and for reverse equity mortgages to elderly homeowners.

2. HUD's Multifamily programs provide mortgage insurance to HUD-approved lenders to facilitate the construction, substantial rehabilitation, purchase and refinancing of multifamily housing projects, and healthcare facilities.
3. HUD's Regulatory programs are designed to assist homeowners and homebuyers to regulate real estate transactions. [www.hud.gov](http://www.hud.gov)

**US Department of Veterans Affairs** offers a number of programs and services for veterans and their dependents. In the area of housing, the department has several grants and loans available. Many of the programs are made available through the State Department of Veterans Affairs or local veteran's affairs offices. [www.va.gov](http://www.va.gov)

### **State Programs**

**Wisconsin Department of Commerce Bureau of Housing (BOH)** helps expand local affordable housing and supports services to people without housing. The fifteen federal and state programs managed by the Bureau aid elderly persons, people with disabilities, low and moderate income residents, and the homeless population. The Bureau works closely with local governments and non-profit housing organizations to deliver financial and technical housing assistance and to strengthen the capabilities of housing organizations. More than \$40 million is distributed annually to improve the supply of affordable housing for Wisconsin residents. The bureau:

- administers federal housing funds such as Home Investment Partnerships, (HOME) and CDBG;
- administers a variety of programs for persons with Special Needs (Homeless);
- provides state housing funds through local housing organizations;
- coordinates housing assistance programs with those of other state and local housing agencies; and
- develops state housing policy and provides housing information and technical assistance. [www.commerce.wi.gov/housing](http://www.commerce.wi.gov/housing)

**The Wisconsin Housing and Economic Development Administration (WHEDA)** also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by telephoning (800) 362-2761 or by visiting its web site at [www.wheda.state.wi.us](http://www.wheda.state.wi.us)

**Wisconsin Historical Society's Division of Historic Preservation** administers a 25-percent state income tax credit for repair or rehabilitation of historic homes. The tax credit is available to owner-occupants of non-income-producing historic residences. The property must be listed in, or eligible for, the State or National Register, or be determined to contribute to a State or National Register historic district. Eligible activities are limited to exterior work, rehabilitation or structural, electrical, mechanical, and plumbing systems. [www.wisconsinhistory.org/hp/architecture/tax\\_credit.asp](http://www.wisconsinhistory.org/hp/architecture/tax_credit.asp)

**Wisconsin Department of Veterans Affairs** makes available a variety of home acquisition and improvement programs for qualifying veterans and their dependents. These programs include the Home Purchase Program, Home Improvement Loan Program (HILP) may be used for additions,



garage construction, repairs and remodeling (i.e., replace a roof, install new windows, a new furnace or a central air conditioning system) of a veteran's residence; and Primary Mortgage Loan (PML), that is different from the USDVA Home Loan Guaranty Program. [www.homeloans.va.gov](http://www.homeloans.va.gov)

**The Energy Assistance Bureau, within the Wisconsin Division of Energy**, provides services to Wisconsin qualified residential households with energy assistance and weatherization needs. The Wisconsin Home Energy Assistance Program (WHEAP) administers the federally funded Low Income Home Energy Assistance Program (LIHEAP) and Public Benefits Energy Assistance Program. LIHEAP and its related services help over 100,000 Wisconsin households annually. In addition to regular heating and electric assistance, specialized services include emergency fuel assistance, counseling for energy conservation and energy budgets, pro-active co payment plans, and emergency furnace repair and replacement. Services are provided locally through county social services offices, Tribal governments, private non-profit or other government agencies. [www.heat.state.wi.us](http://www.heat.state.wi.us)

### **Local Programs**

**Manitowoc County Aging Resource Center** focuses their services to enable older citizens in the county to find and make use of the resources in their communities, helping them experience aging with self-sufficiency, security, and dignity. Their list of available services include Alzheimer's support, housing counseling, nutrition program, transportation, information, assistance, and benefit specialist.

**Manitowoc County Department of Human Services** provides a variety of housing related assistance to residents of the county to include refugee assistance, information on independent living services, and energy assistance.

**Lakeshore Community Action Program's** mission is to promote economic self-sufficiency and well-being of low-income persons through advocacy, community education, and resource development in Door, Door, Manitowoc and Sheboygan Counties. Primary housing services include:

- Provide emergency service to low income people to meet basic human needs of food and shelter; and
- Promote and develop affordable [rental housing](#) and [home ownership](#) opportunities for low-income persons through direct services, advocacy and community education regarding the housing needs of the low-income community. These services include Affordable Rental Housing; Rental Housing Development; Home Buyer Program; and Individual Development Accounts (IDA). [www.lakeshorecap.org](http://www.lakeshorecap.org)

**Tax increment financing (TIF).** TIF is a tool available to cities and villages in Wisconsin under section 66.1105 of the Wisconsin Statutes for redeveloping blighted areas. TIF can be used to cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating a greater tax base (the tax increment). This increment, or a portion of the increment, is set aside for reinvestment in the area. Tax increment financing could be used to assist in the building or rehabilitation of affordable housing for middle- and lower-income households.

## **National and Regional Not for Profit Organizations**

**Habitat for Humanity** has local affiliates and is responsible for raising funds, recruiting volunteers, identifying project sites and constructing owner-occupied housing for the benefit of participating low-income families. Their goal is to eliminate inadequate and poverty housing throughout the world. [www.habitat.org](http://www.habitat.org)

**Movin' Out, Inc.** creates opportunities for people with disabilities and their families to purchase and maintain their own homes, in housing and neighborhoods that are safe, affordable, accessible, and integrated. Movin' Out, Inc. is a housing organization providing information and assistance, housing counseling, and gap financing for purchase and rehabilitation to Wisconsin households with a member who has a permanent disability. [www.movin-out.org](http://www.movin-out.org).

**Tomorrow's Home Foundation** was created in 2000 for several purposes:

- Assist disabled persons in the purchase of a manufactured or modular home via a downpayment assistance grant;
- Provide emergency assistance grants designed to provide critical repairs so that individuals and families can stay in their manufactured or mobile home;
- create a method and mode for disposing of old, uninhabitable mobile homes that were blighting the countryside; and
- educate the manufactured and modular housing industry.

As a public charity, the Foundation provides a way to give back to the community for industry members and a method to assist populations that are underserved by other programs. For example, many other charitable and public service agencies do not provide housing assistance to persons in mobile home parks. The Tomorrow's Home Foundation fills this void. [www.tomorrowshomefoundation.org](http://www.tomorrowshomefoundation.org)

**WiFrontDoorHousing** is a web-based community service that is intended to better connect providers of housing and housing services to renters who are looking for these types of housing opportunities. Their goal is to provide access to up-to-date housing information with user-friendly tools. These tools are customized for each of our user groups: renters, landlords, property managers, and the housing agency staff that help people find and keep housing. [www.wifrontdoor.org](http://www.wifrontdoor.org)

**Rural Housing, Inc.** was created in 1970 by the Rural Electrical Cooperatives as a statewide non-profit. Over the years, they have had federal, state, and private funding. They have served hundreds of rural communities and non-profit organizations with technical assistance, grant applications and advice. They have assisted thousands of low-income families with information, funds to repair their septic systems and wells, assistances for rent, and funds to purchase homes or stay in their homes. Millions of dollars have been leveraged for the very low-income rural residents of Wisconsin to:

- Assist low-income families obtain adequate, safe and sanitary housing;
- Help low-income households acquire appropriate water and wastewater services;
- Enable small communities and local organizations to more effectively address the needs of those with substandard shelter;
- Demonstrate new services and new approaches to address rural housing problems; and
- Alert the public and private sectors about the housing, water, and community development needs of low-income rural residents. [www.wisconsinruralhousing.org](http://www.wisconsinruralhousing.org)

**The Wisconsin Partnership for Housing Development** works with local governments as consultants to help them understand their housing needs and find solutions, and as technical advisors that work under contract to HUD to help local governments design new housing programs or create local housing partnerships. Putting together the right combination of people and resources is essential to finding effective approaches to local or regional housing problems. We have experience in working with neighborhoods, villages, cities, counties and metropolitan areas, as well as grassroots community leaders and those most directly affected by poor housing and declining neighborhoods. [www.wphd.org](http://www.wphd.org)

**Catholic Charities** agencies strengthen their communities by empowering the people within them. They help families and individuals overcome tragedy, poverty, and other life challenges. Every agency is unique. They share a common goal of providing the services and programs that their particular community needs the most. Over 220,000 compassionate volunteers, staff, and board members comprise the driving force behind the Catholic Charities network. Their commitment goes beyond meeting peoples' daily needs. They build hopeful futures by helping people take control of their lives. [www.catholiccharitiesinfo.org](http://www.catholiccharitiesinfo.org)

**NeighborWorks® America** is comprised of local organizations and Neighborhood Housing Services of America, which has successfully built healthy communities since 1978. Together, with national and local partners, NeighborWorks creates new opportunities for residents while improving communities. NeighborWorks America is national nonprofit organization created by Congress to provide financial support, technical assistance, and training for community-based revitalization efforts. [www.nw.org](http://www.nw.org)



**APPENDIX F**  
**STRENGTHS, WEAKNESSES, OPPORTUNITIES AND**  
**THREATS (SWOT)**

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**February 2, 2005**  
**Town of Union Plan Committee/Planning Committee**  
**Strengths, Weaknesses, Opportunities, and Threats - Exercise Results**

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**SWOT Analysis Background**

At a regularly scheduled Town Plan Commission meeting called to order February 2, 2005 at 7:30 PM the Plan Commission and invited town residents, representing town businesses, industries and active farms, participated in an *idea generation* exercise known as a SWOT Analysis. A review of the internal and external economic issues is an important part of the strategic planning process. Economic factors internal to the town is be classified as strengths (**S**) or weaknesses (**W**), and those external to the town are classified as opportunities (**O**) or threats (**T**). This process helps the Plan Commission to develop a list of strengths, weaknesses, opportunities, and threats regarding future economic development and quality of life issues within the Town of Union. Following the listing of the Town's "economic strengths, weaknesses, opportunities and threats", the participants voted on the items listed under each of the category headings in order to identify the most important issues and to provide a prioritized list. This will assist the Plan Commission with focusing attention and detail toward those issues for which there was a general consensus as to their importance, relative to the future growth of the community.

The following listings of ideas is an important element of the Comprehensive Planning process in as much as the list and the prioritization of the items on the list will be used to formulate the economic development goals, objectives, policies and future programs that will help the town achieve its preferred "Vision" of growth for the next two decades

**Strengths**

Strengths are its existing resources and capabilities that can be used as a basis for developing a successful growth plan.

<b>Score</b>	<b>Strengths</b>
12	Sanitary district
10	School district
8	Agriculture
5	Vans & existing businesses (bank & gas station)
4	Green Bay = Jobs
4	The Bay-Natural Resources
1	Existing Regulations
1	Infrastructure
1	Location
1	Progressive thinkers-Government.
1	Room to grow
1	Strong work ethic
0	Church community
0	Daycare
0	Tourism
0	Town finances
0	UWGB – Close proximity

### Weaknesses

A weakness is a limitation or the absence of certain strengths that keep the town from achieving its objectives.

Score	Weaknesses
14	Aging population; no elderly housing
12	Water system limited
10	No grocery, pharmacy, medical services
9	No business park
3	Insufficient technical access
0	Not all roads can accommodate increased uses

### Opportunities

An opportunity is any favorable situation or resource that could enhance economic development.

Score	Opportunities
11	Small businesses
10	400 acres adjacent to sewer service
8	Financial resources
8	Interchange (ex. of cooperation)
5	Forming of an Economic Development Corporation
5	Infrastructure
1	Expansion of parks
0	Bedroom community
0	Commuting patterns
0	Comp. plan
0	Green Bay
0	Incorporation of Dyckesville

### Threats

Threats are potential obstacles the town faces concerning economic development.

Score	Threats
15	Helter/skelter development
14	Loss of agriculture/natural resources
11	Government priorities – State
8	Aging population
0	Increased money paid for land
0	New developments
0	Oversized vehicles on roads = damage



**TOWN OF UNION  
COMPREHENSIVE PLAN UPDATE**

**Economic Development**

**Identification of  
Strengths, Weaknesses, Opportunities, Threats**

**February 2, 2005**

The Town of Union is in the process of updating their *1999 Comprehensive Plan* as part of the Door County Comprehensive Planning effort. As part of that plan, the town will be developing policies and programs to accommodate and guide future economic development. The town must decide if they want to see more industry (what kind?) or commercial (what scale?). Do you want to begin attracting certain types of businesses to create new jobs? Maybe you like the town just the way it is. It doesn't pay to set goals and objectives or to plan strategies to get to those goals if you don't know what you want for an end result. Now is your chance to provide input into the town's decision making process.

**Please refer to the attached sheet for information on the economic development element and then write two or three sentences stating what you would like to see the Town of Union looking like in the future. (Example: *I would like to see higher paying jobs created by clean, light industry that is located in the town away from the tourist related areas. I would also like to see less large-scale condominium development taking place.* )**

***STRENGTHS:*** \_\_\_\_\_

***WEAKNESSES:*** \_\_\_\_\_

***OPPORTUNITIES:*** \_\_\_\_\_

***THREATS:*** \_\_\_\_\_

**TOWN OF UNION**  
**SWOT RESULTS**

February 2, 2005

Union Town Hall

<b>Score</b>	<b>Strengths</b>
12	Sanitary district
10	School district
8	Agriculture
5	Vans & existing businesses (bank & gas station)
4	Green Bay = Jobs
4	The Bay-Natural Resources
1	Existing Regulations
1	Infrastructure
1	Location
1	Progressive thinkers-Government.
1	Room to grow
1	Strong work ethic
0	Church community
0	Daycare
0	Tourism
0	Town finances
0	UWGB – Close proximity

<b>Score</b>	<b>Weaknesses</b>
14	Aging population; no elderly housing
12	Water system limited
10	No grocery, pharmacy, medical services
9	No business park
3	Insufficient technological access
0	Not all roads can accommodate increased uses

<b>Score</b>	<b>Opportunities</b>
11	Small businesses
10	400 acres adjacent to sewer service
8	Financial resources
8	Interchange (ex. of cooperation)
5	Forming of an EDC
5	Infrastructure
1	Expansion of parks
0	Bedroom community

0	Commuting patterns
0	Comp. plan
0	Green Bay
0	Incorp. Dyckesville

<b>Score</b>	<b>Threats</b>
15	Helter/skelter development
14	Loss of agriculture/natural resources
11	Government priorities – State
8	Aging population
0	Increased money paid for land
0	New developments
0	Oversized vehicles on roads = damage



## **APPENDIX G**

### **TRANSPORTATION FUNDING PROGRAMS**

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## **Transportation Funding Programs**

The following provides a brief description of transportation related funding programs that are administered by the Wisconsin Department of Transportation (WisDOT). The programs are divided into two categories: 1) formula driven programs for which funding is based on population and/or road mileage; and 2) competitive funding programs.

### **Wisconsin Department of Transportation**

#### ***General Transportation Aid (GTA)***

Town road improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state 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" is \$1,825 for 2004. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

#### ***Local Mileage Certification***

Each local government that increased or decreased the mileage of its roads is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage increases have occurred. Beginning in 2001, the requirement for local governments to file certified plats with county clerks is eliminated and the mileage certification process was changed from an every other year activity to an annual activity. State GTA payments are based on the certified mileage of each local unit of government.

#### ***Local Roads Improvement Program (LRIP)***

This program provides 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 unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50% of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to new roads, seal coats, ditch repair, and/or curb and gutter construction.

### ***Local Bridge Program***

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length).

This program funds 80% of project costs to replace and rehabilitate structures on the Federal Bridge Register in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

### ***Flood Damage Aids***

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

### ***County Forest Aid Program***

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

### ***Rural and Small Urban Area Public Transportation Assistance Program - Section 5311***

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

### ***Specialized Transportation Assistance Program for Counties - Section 85.21***

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans, etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:



### ***Local Transportation Enhancement Program (TE)***

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

### ***Surface Transportation Program - Discretionary (STP-D)***

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

### ***Transportation Demand Management Programs***

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation assistance Program (WETAP).

#### **1. TDM Grant Program**

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

#### **2. Wisconsin Employment Transportation Assistance Program (WETAP)**

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

***Transportation Economic Assistance (TEA Grant) Program***

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

**APPENDIX H**  
**INTERGOVERNMENTAL COOPERATION PROCESS AND**  
**RESULTS**

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## MEMORANDUM

**TO:** Local Officials, State Agency and County Department Representatives and School District Representatives  
**FROM:** The Town of Union and the Town of Union Plan Commissions  
**DATE:** October 31, 2005  
**REGARDING:** November 15<sup>th</sup> Intergovernmental Cooperation Meeting

An **intergovernmental cooperation meeting** will be conducted on **Tuesday, November 15<sup>th</sup>, 2005, at 7:30 pm**. The meeting will be held at the **Union Town Hall, located at the intersection of CTH S and Town Hall Road**, in the Town of Union.

The Town of Union (in Door County) and Town of Union (in Door County) are in the process of developing comprehensive plans that will include an intergovernmental cooperation element meeting the requirements of **Wisconsin's "Smart Growth" law** (s 66.1001). In general terms, **intergovernmental cooperation** is any arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It may even involve consolidating services, jurisdictions, or transferring territory.

The issues of mutual interest that will be discussed include, but are not limited to, the provision of education, land uses, transportation services, police and fire protection, ambulance services, recreational facilities, boundary agreements, and the potential for shared public services. In an effort to identify these mutual issues and processes by which conflicts may be resolved, the Town of Union and the Town of Union are hereby requesting your assistance and input.

Your attendance at this meeting will be greatly appreciated. If you cannot personally attend, please send a representative from your town or agency to participate in the discussion.

Please note that I have enclosed a sheet on which you may jot down your thoughts relative to the important intergovernmental issues and possible resolution of conflicts. Please bring your notes along to the meeting if you are able to attend. If, prior to the meeting, you have any questions or if you would like additional information about the *Town of Union or the Town of Union Comprehensive Plans*, please contact me at (920) 448-2820.

Sincerely,

Jim Van Laanen  
Bay-Lake Regional Planning Commission

Enclosure

**TOWN OF UNION AND TOWN OF UNION  
NOTICE OF JOINT PLAN COMMISSION  
AND  
INTERGOVERNMENTAL COOPERATION MEETING  
TUESDAY, NOVEMBER 15, 2005  
UNION TOWN HALL  
7:30 PM**

The Town of Union and the Town of Red River Plan Commissions will meet on **Tuesday, November 15, 2005, at 7:30 PM** at the Union Town Hall, to consider the agenda set forth below.

**AGENDA**

7:30 PM Call Meeting to Order and Introductions

1. Approve meeting notice and Agenda
2. Intergovernmental Cooperation Element of the Comprehensive Plan - Identify and Discuss Issues of Mutual Concern
3. 9:00 PM, Adjourn

Note: Wisconsin statutes requires all agendas for committee, commission or board meetings be posted 24 hours prior to the meeting. The meeting agenda is subject to change up until 24 hours prior to the meeting date and time.

Please note that members of the Town of Union and the Town of Union Board may plan to attend the meeting at the above specified time and place. Town of Union and Town of Union Board members will attend for the purpose of gathering information regarding the above agenda. No votes or other action will be taken by the Town Board at this meeting.

Bay-Lake RPC Staff Contact: Jim Van Laanen  
(920) 448-2820  
[jvanlaan@baylakerpc.org](mailto:jvanlaan@baylakerpc.org)

**INTERGOVERNMENTAL COOPERATION STRATEGY**

**Goal:**

Have cooperation between the Town of Union and any other governmental agency that makes decisions impacting the town.

**Objectives:**

1. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.
2. Coordinate with adjacent communities on future planning projects to best maintain the rural character of the surrounding area.
3. Have improved participation with neighboring communities regarding meetings, workshops, mutual planning endeavors.

***Policies:***

1. Work with neighboring communities regarding land uses which lie across township lines.
2. Explore the possibility of jointly developing and managing future recreational facilities.
3. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts, to include staying aware of issues or regulations that would impact development within the town such as controls over corporate farming/"Mega Farms", Conservation by Design funding options, etc.

***Programs:***

1. Town Board or its representative (as the responsible party) monitor/work with the DNR, Army Corps of Engineers and the Environmental Protection Agency to ensure compliance with water quality regulations, in developing controls preserving ground water resources, etc.
2. Town Board or its representative (as the responsible party) will meet annually and work with the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
3. The Wisconsin Towns Association (WTA) is a non-profit statewide organization created under s. 60.23 (14) of the Wisconsin State Statutes. This agency serves the state's 1,266 towns in providing assistance to town boards. The WTA is organized into six districts and convenes annual district meetings, a statewide convention, publications, participation in cooperative training programs to assist local units of government.
4. Mutual Assistance is a key program for any community. Communities enter into agreements or can legally request assistance from other jurisdictions. Either way, this form of providing services to the community is vital and will continue as a viable alternative to the town.





# ***Bay-Lake Regional Planning Commission***

## **Commission Members**

### ***Brown County***

William Clancy  
Toni M. Loch  
Chris Swan

### ***Door County***

Jaime Forest  
Mariah K. Goode

### ***Florence County***

Edwin Kelley  
Bruce Osterberg  
Yvonne Van Pembroke

### ***Kewaunee County***

Mary Hanrahan  
Brian Paplham  
Charles R. Wagner

### ***Manitowoc County***

Donald C. Markwardt  
Valerie Mellon  
NyiaLong Yang

### ***Marinette County***

Alice Baumgarten  
Cheryl R. Maxwell, Vice Chairperson  
Mary G. Meyer

### ***Oconto County***

Donald A. Glynn  
Thomas D. Kussow  
Lois L. Trever, Sect./Tres.

### ***Sheboygan County***

James E. Gilligan, Chairperson  
Ron McDonald  
*Nomination Pending*

### ***Wisconsin Department of Commerce***

Sec., Mary Burke

## **Staff**

### **Mark A. Walter**

Executive Director

### **Jeffrey C. Agee-Aguayo, AICP**

Transportation Planner III

### **Tony D. Bellovary**

GIS Coordinator

### **Richard L. Heath**

Assistant Director/Principal Planner

### **Richard J. Malone**

Office Accounts Coordinator

### **Angela M. Pierce**

Natural Resources Planner II

### **Brenda L. Rehberg**

Administrative Assistant

### **Brandon G. Robinson**

Community Assistance Planner III

### **Luann Rudolph**

Community Planner

### **Joshua W. Schedler**

GIS Specialist

### **James J. Van Laanen**

Transportation Planner III

### **Ker Vang**

Community Planner