

Table 3.11: Household Projections by Household Type, 1990-2015, Door County

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

Source: Wisconsin Department of Administration, Wisconsin Household Projections, December 1993; and Bay-Lake Regional Planning Commission, 2001.

Projected Housing Units

According to projections made by the Wisconsin Department of Administration the number of persons per household is expected to continually decrease for Door County. This trend is also anticipated for Liberty Grove. It should be noted that although Liberty Grove is projected to have 500 to 700 new housing units established by 2020 this does not correspond to a projected population. For example, the estimated 500 new housing units anticipated multiplied by an approximate 2.24 persons per household will not mean increased population of 1,120 persons by 2020. Many housing units will be for seasonal use only or held vacant and will not be established as households.

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

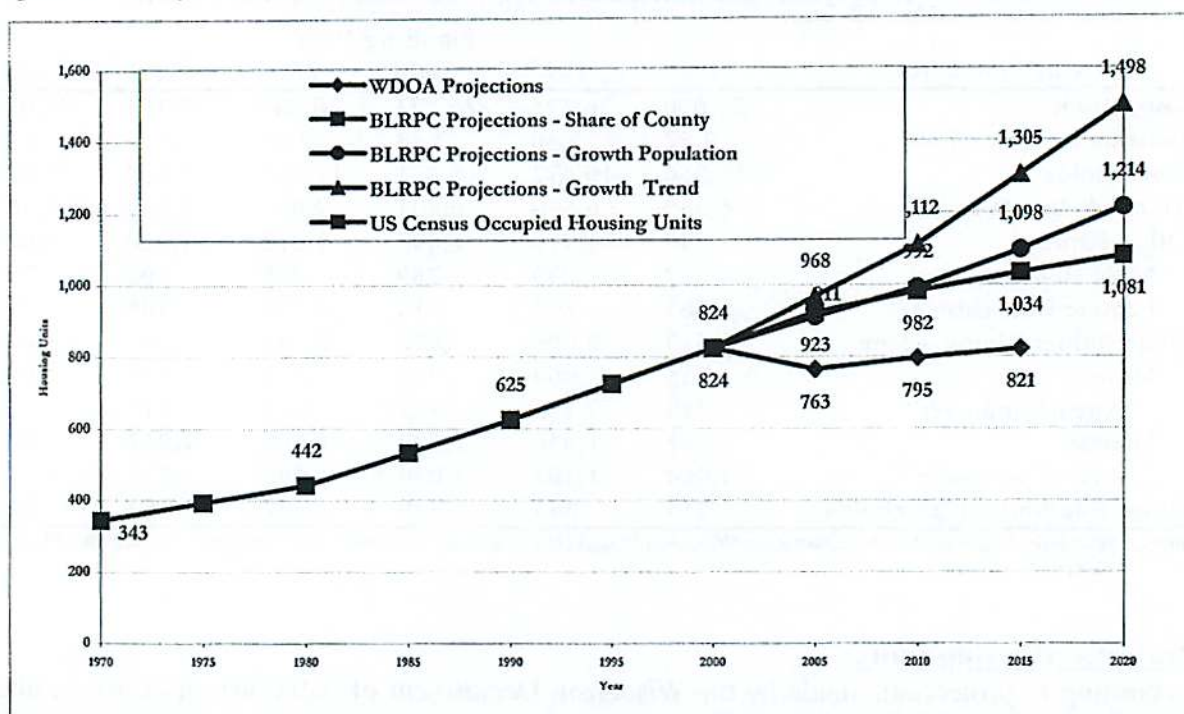
Method One:

Using the census housing counts from 1970 to 2000, a trend was created to the year 2020. This created a housing unit projection which indicated that by 2020 the Town of Liberty Grove would have 1,128 total housing units or an increase of 304 housing units (Figure 3.4).

Method Two:

By using the High and Low population projections to 2020 and the projected Persons Per Household number to 2020, one can predict another range in the number of new housing units needed by 2020. The High population projection of 2,448 persons (with a Persons Per Household projection of 2.24) would equal a new housing demand of 674 units. The Low population projection of 2,179 people would still mean that an additional 257 housing units would be needed for the permanent residents.

Figure 3.2: Projected Occupied Housing Units, Town of Liberty Grove, 2005-2020



Source: Wisconsin Department of Administration, Wisconsin Household Projections, December 1993; and Bay-Lake Regional Planning Commission, 2001.

Housing Occupancy and Tenure

Of the over 2,000 total housing units in the Town of Liberty Grove, there were 1,176 units vacant. Of those vacant units, 1,100 were for seasonal, recreational, or occasional use (Table 3.12). There were 824 occupied housing units in Liberty Grove (35.7 percent), of which 727 were owner occupied (36.4 percent). The Town of Baileys Harbor had similar trends to Liberty Grove. The Village of Sister Bay had very similar trends, with a slightly higher number of owner occupied units and lower amounts of rental units, vacant and occupied. The County as a whole had approximately 39.6 percent of all housing units as being vacant; 35.6 percent for seasonal, recreational, or occasional use; and 60.4 percent as owner occupied.

Table 3.12: Housing Occupancy and Tenure, 2000, Town of Liberty Grove & Selected Areas

Units	Town of Liberty Grove		Town of Baileys Harbor		Village of Sister Bay		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	824	41.2%	483	46.9%	446	51.9%	11,828	60.4%
Owner	727	36.4%	402	39.1%	271	31.5%	9,394	48.0%
Renter	97	4.9%	81	7.9%	175	20.4%	2,434	12.4%
Vacant	1,176	58.8%	546	53.1%	499	58.1%	7,759	39.6%
Seasonal, Recreational, Occasional Use	1,100	55.0%	505	49.1%	469	54.6%	6,970	35.6%
Other	76	3.8%	41	4.0%	30	3.5%	789	4.0%
Total Units	2,000	100.0%	1,029	100.0%	859	100.0%	19,587	100.0%

Source: U.S. Bureau of the Census, 2000 Census; and Bay-Lake Regional Planning Commission, 2001.

Age of Housing

Among the selected areas, the age of housing units varies greatly. In 2000, the Towns of Liberty Grove and Baileys Harbor had the greatest percent of housing units built prior to 1939 (Table 3.13). The Village of Sister Bay had most units as being built between 1980 and 1989. Although a substantial number of housing units in Liberty Grove are quite old, there were many housing units built between 1990 and 1998. With the population increasing and the need for affordable housing becoming more important, the need for additional housing units will become necessary, especially if older housing units are not maintained and are removed from the overall housing stock.

Table 3.13: Housing Units by Year Built, 2000, Town of Liberty Grove & Selected Areas

Year Structure Built	Town of Liberty Grove		Town of Baileys Harbor		Village of Sister Bay		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	2	0.1%	47	4.5%	80	8.4%	17	0.1%
1995 to 1998	140	8.4%	154	14.9%	154	16.2%	702	4.7%
1990 to 1994	310	18.5%	56	5.4%	79	8.3%	1,878	12.5%
1980 to 1989	247	14.8%	128	12.4%	232	24.3%	1,373	9.1%
1970 to 1979	240	14.3%	140	13.5%	98	10.3%	3,033	20.1%
1960 to 1969	264	15.8%	86	8.3%	72	7.6%	3,246	21.5%
1940 to 1959	135	8.1%	204	19.7%	123	12.9%	1,510	10.0%
1939 or earlier	335	20.0%	221	21.3%	115	12.1%	3,316	22.0%
Total	1,673	100.0%	1,036	100.0%	953	100.0%	15,075	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2002.

Substandard Housing

Determining the number of substandard housing units in Liberty Grove will be an indication of the condition of the overall housing stock. Those units which are determined to be substandard should not be considered as part of the overall housing supply. The definition of substandard can vary from community to community. Often, determining a structure as substandard can be based solely on the age of the structure; however many older housing units have been remodeled or renovated and should not be considered substandard. In 2000, there were 335 housing units built prior to 1940, many of which are not substandard. However, in 1990, there were five housing units in Liberty Grove which lacked complete kitchen/plumbing facilities. For the purpose of this document these five residences should be considered substandard and not be counted as part of the 1990 housing supply.

Price

Information on the price of property in Liberty Grove was obtained from a number of sources including the Door County property assessment and local realtors.

- Land - approx. \$30,000 to \$70,000 per lot;
- Residential Homes - median \$199,000;
- Commercial Property - \$100,000 per lot and up

These prices vary depending upon numerous factors; the surrounding land use; location; access; services; whether a parcel has water frontage; is wooded; includes a large amount of open space; and other, subjective, features. Historically, waterfront and water view properties have sold at significantly higher prices. However, the pricing trend for the Town of Liberty Grove continues to increase on interior land as development pressures and the demand for additional seasonal property continue to climb.

Housing Costs-Rents and Mortgage

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

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

Providing affordable housing, which meets the needs of future Liberty Grove residents, is an important element of planning. Housing also affects the economy, transportation, infrastructure and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as having to pay no more than 30 percent of household income for housing. According to the 2000 Census, the median household income was \$43,472 in Liberty Grove. Therefore, an individual making the median household income could afford approximately \$1,087 per month for housing.

Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units was \$528 per month. Approximately 12 out of 79 renter-occupied housing units, 15 percent, paid 30 percent or more of their income in rent in Liberty Grove.

In August of 1999, the DCEDC surveyed rental housing in Door County and only 9 units were available, out of 385 units. It should be noted that the survey may have been undertaken at a time of the year when supply is the most limited.

Owner Costs and Income Comparison

The 2000 Census indicates that 142 out of 310, or 46 percent, of owner-occupied housing units paid 30 percent or more for monthly owner costs. This 46 percent is considered as living in non-affordable housing. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$965 for the Town. For owner-occupied units without a mortgage the median monthly cost was \$286.

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

The Town of Liberty Grove currently does not have any policies or programs which solely focus on housing in the community. However, there are several programs and agencies that assist with various housing issues at the county level. Assistance is available to local housing projects through both Federal and State housing programs, however, all have limited resources available.

Local Programs and Revenue Sources

Lake Shore Community Action Program

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

The Lake Shore CAP has two assistance programs available to residents in Door County and Liberty Grove. One program is the Emergency Housing Assistance Program, which aids those threatened with homelessness. There are strict qualifications which must be met in order to receive assistance. Most often, rental assistance is offered on a short-term basis to prevent homelessness. A second program that is offered is called Continuation of Care. It is intended for those who are already homeless, as defined by HUD. Assistance that is offered is used to provide a stabilization mechanism to aid people in getting housing. This can include job training, referrals to low-income housing, and other things that qualifying individuals need to be able to provide themselves with housing.

Housing trust fund

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

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual

appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point (715) 371-3444.

Housing linkage programs

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

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

Private Programs

Non-profit housing development corporations

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

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

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Department of Administration, Division of Housing and Intergovernmental Relations at (608) 266-0288.

Housing Plan

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

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

An increasing number of people cannot find housing in their community that is suitable for their stage of life. 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, financial concerns, security, accessibility and 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 communities through their regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs they may have unintended adverse impacts on affordability. A review of local regulations may reveal areas where changes can be made to decrease the impact on affordability without compromising the protection of public health, safety, and welfare.

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

Zoning and subdivision regulations for smaller lot size

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

Land costs can be 25 percent or more of the total cost for a home. One way to reduce land costs is to reduce lot size. First, lot prices are less expensive for smaller parcels. Second, land

development costs are less because they may be spread over a larger number of units. Third, less infrastructure is needed because development on smaller lots requires fewer miles of roads, sidewalks, gutters, and shorter utility runs. In a competitive market, reduced land development costs are passed on to consumers.

Smaller lot sizes, which seek to increase overall density within the community, can also be linked to other community planning objectives. For example, higher density development can:

- (1) Preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing
- (2) Improve the viability of mass transit, provide opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled
- (3) Use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

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

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

Standards in zoning and subdivision ordinances

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

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

The following are some suggestions for reviewing subdivision regulations:

Setbacks - Large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulations should establish maximum front yard setbacks, either in

addition to or instead of minimum setbacks. Side yard setbacks may also need to be decreased.

Streets - Narrower streets can reduce development costs.

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

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

References/Additional Resources

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

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

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

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

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

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

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

Innovative zoning and subdivision techniques

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

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

With mixed uses, commercial uses may make housing development economically feasible when it would not be otherwise. 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

Cluster developments allow 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. But, 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 that 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. This includes households with an older relative, still able to live a substantially independent life, but requiring 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, address requirements and 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, wastewater, stormwater, parks, solid waste, and fire and police. However, impact fees cannot be used for school facilities. Under section 66.0617(7) of the Wisconsin Statutes, impact fee ordinances must provide for an exception from, or a reduction in, the amount of impact fees on developments that provide low-cost housing.

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

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

Promoting the availability of land for low and moderate-income housing also can be integrated with other planning issues. For example, urban communities may try to identify

areas near transit lines or where new transit might be feasible because of higher density and mixed-use development.

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

Specific local actions

Community land trust

Community land trusts protect housing by keeping land from the speculative market. They typically work by owning the land and selling or leasing the buildings. Buyers or lessors agree to a limited appreciation should they decide to later sell or lease to another. The model works to preserve both existing residential units and new units built on the land. 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.

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

References/Additional Resources

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

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

Use of public or donated land for housing

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

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

Infrastructure improvements reserved for affordable housing

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

Infill development

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

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

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

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible. For example if the neighborhood is all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs. The Wisconsin Housing and

Economic Development Authority has had a special financing program to support the development of infill housing. They used this program in several cities where they successfully added new structures to existing neighborhoods using modular homes.

Adaptive reuse

Adaptive reuse involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals, warehouses, and factories. It is one method for introducing housing into non-residential areas. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

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

Manufactured Housing

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product.

A study by the University of Wisconsin-Extension suggests that manufactured home communities may have a positive impact on local taxes. There also may be community concerns about the effect on adjacent property values and the visual quality of manufactured homes. A University of Michigan study, however, concluded that manufactured home parks have little or no impact on adjacent residential property values.

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

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

References/Additional Resources

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

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

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

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

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

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

Requirement 3. Maintaining or rehabilitating existing housing stock

It is important that the community's housing plan consider conservation of the community's 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 which 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 which have adopted historic preservation ordinances certified by the State Historical Society of Wisconsin can use the Wisconsin Historic Building Code for locally designated historic buildings. The Historic Building Code, administered by the Wisconsin Department of Commerce, permits a flexible and cost-effective approach to rehabilitating historic buildings. The code is found in the Administrative Rules for the Department of Commerce (COM 70). Information is also available from the Division of Historic Preservation at the State Historical Society of Wisconsin at (608) 264-6500.

Housing code

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

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

Community paint/fix up events

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

Rehabilitation loans and grants

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

Occupant education and cooperation

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

Chapter 4 - TRANSPORTATION

INTRODUCTION

This section of the Town's comprehensive plan focuses on the various transportation elements that comprise the Town's transportation system. Chapter 4 presents the Town's transportation goals, objectives, and policies and also includes identification of various programs that provide funding assistance for the Town's transportation facilities and services. This chapter also presents an inventory of the existing transportation facilities that serve the Town of Liberty Grove in Door County and addresses the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the Town's transportation system. Those elements include (where applicable) transit systems, the elderly and disabled transportation system, intercity bus transportation, bicycle transportation, pedestrian transportation, waterborne, rail, air service, trucking, and, most importantly, a detailed description of the Town's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the Town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter also includes an inventory and analysis of applicable transportation plans, including: a state airport plan, state railroad plan, state bicycle plan, as well as any other special transportation plans that are applicable to the Town. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

SUMMARY AND IMPLICATIONS

Through its comprehensive planning program the Town of Liberty Grove seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Town's adopted 20-Year Comprehensive Plan.

The transportation facility inventory conducted for the Town indicated that the Town has jurisdiction over and responsibility for approximately 99.4 miles of local roads. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the Town of Liberty Grove is the state's disbursement of general transportation aids. The state provides a payment to the Town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement. In addition, the Town's local transportation system is complimented by STH 42, STH 57, and the county trunk highway system, which provide access to the county, the region and the state.

TRANSPORTATION STRATEGY

Transportation System Development Goals, Objectives, Policies and Programs

Transportation in its many forms is the link that connects the Town's land uses into a cohesive pattern. The following transportation objectives and policies have been adopted to

represent and define the importance of transportation in achieving the goals of the *Town of Liberty Grove 20-Year Comprehensive Plan*.

Goal:

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Town's adopted 20-Year Comprehensive Plan.

Objectives:

1. Develop a transportation system, which minimizes the impact on the geographical character of the land and yet efficiently provides for all modes of transportation.

Policies:

- A. Pursue the proper use of land for, and adjacent to, transportation facilities in accordance with the Town's land use development objectives.
- B. Minimize the total amount of land used for transportation facilities.
- C. Locate transportation facilities to minimize impacts on visually pleasing buildings, structures, and natural features: to enhance vistas to such features.
- D. Design future expansion of the transportation system to provide access and service for all modes of transportation so as to facilitate the efficient flow of traffic.

2. Assure that safety issues are addressed for all transportation modes.

Policies:

- A. Identify and address any dangerous intersections within the Town.
- B. Identify and address any dangerous curves and hills within the Town.
- C. Minimize the number of access points along busy arterial roads.
- D. Maintain all road rights of way to provide for adequate site lines and efficient snow removal.
- E. Encourage the proper maintenance of private roads and driveways for emergency vehicles.
- F. Cooperate with the Department of Transportation to develop adequate traffic controls and efficient vehicular movement near all businesses located along the STH 42 and STH 57 corridors.

3. Provide a safe system of bicycle, walking and motorized recreational vehicle paths and trails.

Policies:

- A. Retain abandoned utility right-of-way corridors for future transportation facilities such as bicycle, pedestrian, and recreational vehicles.
- B. Design for, and wherever practicable construct additional paved and marked lanes for bicycle traffic on higher volume roads.
- C. Encourage private, land trust, conservation and public organizations to provide access and trails for bicycle, pedestrian, and limited recreational vehicle usage.

- D. Encourage the County to adopt a bike plan, so state funds may be accessed.
- 4. Plan for and designate future road rights-of-way within the Town, as needed.
 - Policies:**
 - A. Initiate a dialog with the Village of Sister Bay to plan for a safe bypass around the Village.
 - B. When practicable, require future developments and/or major land divisions to provide roads that are in compliance with Town ordinances.
 - C. Create a desired right-of-way map for future public roads.
 - D. When practicable, future road right-of-ways should link to existing roads and future road right-of-ways.
- 5. Explore the need for additional public transportation options.
 - Policies:**
 - A. Encourage social services, both public and private, to develop a public transit plan to meet the needs of a growing and aging population.
 - B. Encourage participation in a countywide transportation system.

PROGRAMS

The following section of this chapter identifies programs, established and administered by various agencies, that may provide financial and technical support for the operation, maintenance and planning of the Town's transportation system.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

Town road improvements, construction and maintenance are funded, in part, through the State's disbursement of general transportation aids. The State provides payment to each county and municipality that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" was \$1,825 for 2003. Each biennium State budget, the "rate per mile" changes. Contact the Town Clerk/Administrator for current figures. Beginning in 2000, each municipality was required to establish and administer a separate segregated account to be used only for purposes related to local highways. All state and federal money for local highway purposes must be deposited in that account.

Local Mileage Certification

Beginning in 2001, the requirement for local governments to file certified plats with county clerks was 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)
- 3) Cities and villages under Municipal Street Improvement Component (MSIP).

In addition LRIP funds three statewide discretionary programs:

- 1) County Highway Discretionary Improvement Program (CHIP-D);
- 2) Town Road Discretionary Improvement Program (TRIP-D); and
- 3) Municipal Street Discretionary Improvement Program (MISD-D) for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, 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 is actually 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.)

The program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT Transportation Office (District 3) staff in the winter of odd numbered years. Program approval is in the 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.