

Chapter 8, Land Use

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Section 1 - Introduction

The land use portion of this plan is intended to present information on the current (2010) land use within the Town and to articulate the direction for future growth and development. The plan design contained within this chapter identifies the wishes of the community on how development should occur within the plan’s timeframe and it provides direction to residents, to the business community, and to government officials. The plan design will serve as a detailed guide to the members of the Town Board in its decision-making process.

The Town of Liberty Grove is governed by the Door County Zoning Ordinance, available at the County Zoning Department.

The Town may request that the County allow it to augment the

Door County Zoning Ordinance to be more restrictive in identified Town areas. When such requests are allowed by the County, the resulting ordinances are referred to as “overlays”. These overlays are also found in the Door County Zoning Ordinance.

The goals, objectives, and information within this chapter along with the demographic trends detailed earlier within this document were utilized to develop a projection of future land use demands and to assist in guiding the selection of future locations for specific types of land uses. Existing land use controls were inventoried. These controls are routinely reassessed and assist in the ongoing development and utilization of the General Plan Design.

Section 2 - Land Use Strategy, Goals, Policies, and Procedures

Goals Related to Land Use in General

1. Policies, Practices, and Procedures Related to Land Use Generally and to Groundwater
2. Policies, Practices, and Procedures Related to Natural and Cultural Recourses
3. Policies, Practices, and Procedures Related to Affordable Housing
4. Policies, Practices, and Procedures Related to Commercial Land Use
5. Policies, Practices, and Procedures Related to Light Industrial Activity
6. Policies, Practices, and Procedures Related to Concentrated Development

Goal Relating to Land Use in General:

Promote responsible future development that will meet the needs of the Town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, providing for the health, safety, and welfare of the public, and ensuring compatibility of future land uses while conserving natural resources.

Policies, Practices, and Procedures Related to Land Use Generally and to Groundwater Protection:

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 rural character of the Town for both existing and future residents.
 - a. Utilize the General Plan Design Map as an illustration of the Town's overall development policy
 - b. Encourage future development with and towards population centers to facilitate controlled growth
 - c. Encourage the use of ecologically sound practices in all types of development
 - d. Work with the County and neighboring towns and villages to encourage compatible growth
 - e. Work independently and with the Door County Planning Department on developing standards and procedures for major land division in the Town.
- [See Chapter 7, Intergovernmental Cooperation]

2. Encourage groundwater protection within the Town.

- a. Cooperate with governmental agencies to prevent groundwater contamination
- b. Consider ongoing research for planning for sanitary services and potable water throughout the Town
- c. Encourage citizens to have their well water tested on an annual basis to protect the health and safety of the citizens and visitors of the Town.

See, for example,

<https://doorcountypulse.com/groundwater-council-highlights-states-water-quality-struggles/>

Policies, Practices, and Procedures Related to Natural and Cultural Resources:

Encourage preservation of water resources, unique open spaces, and other cultural and natural resources while considering the future integration of existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.) into site designs creating environmental corridors throughout the Town for wildlife habitat and/or pedestrian linkages.

- Encourage residential subdivisions that are compatible with their natural and cultural surroundings
- Encourage private landowners to preserve and create wildlife areas, conservation easements, and wetlands and refer these landowners to the appropriate public and private organizations

- Encourage the utilization of the environmental corridor/wetlands classification of the general plan design to promote and preserve wildlife habitats and trails, where appropriate
- Encourage careful consideration of the impacts of land use within and adjacent to the Comprehensive Plan's identified environmental corridor/wetlands.

Policies, Practices, and Procedures Related to Affordable Housing:

[See Chapter 3, Housing]

[See Chapter 7, Intergovernmental Cooperation]

- Explore policies and programs that promote year-round affordable and seasonal housing
- Encourage dialogue with neighboring communities and Door County to explore policies and programs that promote affordable housing
- Encourage policies and programs that allow housing for all workers, both seasonal and low-to-moderate income.

Policies, Practices, and Procedures Related to Commercial Land Use:

Encourage harmonious and well-planned commercial development that will serve the needs of the Town and area residents as well as the State Highway 42 and State Highway 57 corridors.

- Areas already characterized by commercial development and where Town services, public utilities, and facilities are available should be given priority for further development;
- Encourage expanding home occupational businesses to relocate in areas classified as “commercial”;
- Points of ingress and egress should be properly located and controlled to prevent problems and traffic congestion on adjacent arterial roads. Adjacent roads should be capable of accommodating the increased traffic associated with the commercial development;
- Encourage a landscape screening “buffer” between commercial uses and adjacent noncommercial uses;
- Enforce building setbacks from roads and highways.

Policies, Practices, and Procedures Related to Light Industrial Activity:

Provide for additional light industrial zoning.

- Encourage light industrial development in designated areas
- Promote design standards for light industrial development that mitigate the environmental impact on the Town, including but not limited to landscaping, signage, and lighting

- Work with adjoining municipalities and governmental agencies to develop infrastructure that would be attractive to potential businesses

[See Chapter 7, Intergovernmental Cooperation]

Policies, Practices, and Procedures Related to Conservancy:

Encourage increasing the acreage that is protected from development by public ownership, environmental trust ownership, private conservation easements, or other appropriate means.

Policies, Practices, and Procedures Related to Concentrated Development:

If population growth necessitates higher density residential development, such density should be constructed in and around the present population centers.

- Consider appropriate densities within the existing areas of Ellison Bay, Gills Rock, and areas contiguous to the Villages of Sister Bay and Ephraim
- Encourage compatible in-fill development and redevelopment within the established classification.

Section 3 - Inventory of Existing Land Use Controls

A complete inventory of existing land use controls that exist in the Town of Liberty Grove may be found in the Door County Zoning Ordinance.

In addition to the zoning ordinance, an inventory of existing land use controls includes the Door County Farmland Preservation Plan,

Agricultural Areas, Transitional Areas, Environmental Areas, and Excluded Areas.

Erosion Control Plan

In addition to the above land use controls, an Erosion Control Plan is in place as per section 92.10 of the Wisconsin Statutes. According to the state mandate, those counties that are designated as priority counties by the Wisconsin Department of Agriculture, must prepare and adopt erosion control plans as prepared by Trade and Consumer Protection (DATCP).

Door County is a priority county. The Door 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 problems.

Shoreland and Floodplain Ordinances

Shoreland/Floodplain ordinances have jurisdiction over all shoreland and identified wetlands in the unincorporated areas of a county. Door County administers its shoreland/floodplain ordinance in the unincorporated areas of the county. Map 8.1 depicts the shoreland zone within the study area as of the time of the publication of this document. 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 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 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 FEMA. 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 a regulated 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.

Shoreland Zoning, Map 8.1

Section 62.23(6)(b) of the Wisconsin Statutes provides that the 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 locations of 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 illustrates the town, village, or city master plan for streets, highways, parkways, parks, playgrounds, and drainage ways. 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 Liberty Grove does not currently maintain an official map. Door County has completed a county-wide parcel base map. The Town could utilize the County’s parcel map as a possible starting place for an official map. The Town is currently utilizing the General Plan Design Map for future planning, and the County Department of Land Use will print a copy of the map upon request. See map 8.2.

Current versions of all these documents are available at the County Department of Planning and Zoning.

Section 4 - Districts Existing Within the Town

The unincorporated areas of Door County are divided into the following zoning districts, and the purposes of and intent of these districts are established by the Door County Zoning Ordinances.

Wetland (W)

[Note: at the time of the writing of this Town comprehensive plan, a wetland overlay exists in a Door County ordinance in order to accommodate the frequent changes in wetland districts].

Natural Area (NA)

Exclusive Agricultural (EA)

Prime Agricultural (PA)

General Agricultural (GA)

Countryside (CS)

Heartland 3.5 (HL 3.5)

Heartland 5 (HL 5)

Heartland 10 (HL 10)

Estate (ES)

Single Family 10,000 (SF 10)

Single Family Residential—20,000 (SF 20)

Single Family Residential—30,000 (SF 30)

Small Estate Residential (SE)

Rural Residential (RR)

High Density Residential (HD)

Commercial Center (CC)

Mixed Use Commercial (MC)

Recreational Commercial (RC)

Light Industrial (LI)

Chambers Island Shoreline (CIS)

Chambers Island Woodland (CIW)

Conservation Area (CA)

Countryside-5 (CS5)

Neighborhood Residential (NR)

Village Commercial (VC)

General Commercial (GC)

Subdivision Ordinance

The Town of Liberty Grove enacted its own land division ordinance.

The land division ordinances as well as a complete description of these zoning districts can be found in the Town of Liberty Grove Ordinances and in the Door County Zoning Ordinance, respectively.

Comprehensive Plans

Door County Comprehensive Plan

Door County completed its twenty-year comprehensive plan in 2010 and updated it in 2015.

Three underlying principles of the county's development plan are particularly germane to the transportation and to the land use issues explored in this comprehensive plan:

- Discourage commercial sprawl beyond established or planned areas
- Maintain the function of the County's principal arterial roads
- Promote development within well-defined communities and growth areas where such development can more easily be serviced by public facilities.

Comprehensive Plans of Adjacent Communities

All adjacent communities have completed a plan. These plans should be referenced to gather ideas as to how surrounding communities are progressing with "smart growth," and to help avoid any conflicts in future land use decisions.

Town of Liberty Grove Comprehensive Plan

This Comprehensive Plan is an update of an existing comprehensive plan for the Town of Liberty Grove.

The Town completed two comprehensive plans—one in 1988 and the second one in 2003, both of which are archived and available by request to the Town for a fee or for review.

This most recent comprehensive plan supersedes the previous two plans.

The Town's Comprehensive Plan is designed to provide areas for growth, for agriculture, and for open space and natural resource

protection, while, at the same time, identifying primary and secondary urban development and commercial districts. The plan identifies seven districts as part of the General Plan Design Map:

Commercial Areas

Primary Development

Secondary Development

Parks (County and State)

Natural Areas/Woodlands/Wetlands

Business Development

Open/Agriculture

General Plan Design, Map 8.2

Section 5 - Current Land Use Inventory

A detailed field inventory of land uses in the Town of Liberty Grove was conducted in 2001 by the Bay-Lake Regional Planning Commission and presented in Table 8.1.

As concerns the current version of the Town's comprehensive plan, the drafters of the plan deem it sufficient to rely on the 2001 inventory of land uses. In addition, the drafters of this comprehensive plan refer interested persons to the annually compiled "Statement of Assessment". Included in this comprehensive plan as Table 8.2 is the Statement of Assessment for the year 2011 as Table 8.3 as well as the most current Statement of Assessment for the year 2015 as Table 8.4. Subsequent versions of these statements may be obtained through the Town officials.

The “Statement of Assessment” does not include the following categories: recreational parks, transportation, utilities, and institutional government. At the writing of this version of the Comprehensive Plan, the changes in these categories have not varied significantly since 2001. However, the most current figures on the land use for these categories may be obtained by consulting with Town government officials.

Planning Area

The Town encompasses approximately 34,810 total acres of land. Between 16% and 20% of the Town falls under the heading “developed,” while the remaining acreage comprises woodlands and other undeveloped natural areas.

As regards the following land use inventory, see Tables 8.1, 8.2, 8.3, 8.4, and subsequent Statements of Assessment for years after 2015 for percentages of land devoted to the various following categories:

Residential Land

Residential land is classified primarily as single family with a lesser amount being two-family, multi-family, and mobile homes.

Commercial Land

Commercial centers in the Town include Ellison Bay and Gills Rock as well as the north end of Sister Bay. A few other commercial structures are scattered throughout the Town. The types of commercial

establishments within the Town include restaurants, shops, galleries, and residential properties with small retail uses co-located.

Industrial Land

Industrial land uses include small manufacturing operations, mining, and private storage facilities. Of these uses, three-quarters involve sand and gravel pits and one-quarter are private storage facilities.

Transportation

Transportation uses in the Town include the entire local road network. As of the publication of the Comprehensive Plan, an adequate network of arterial, collector, and local roads is currently in place throughout the Town.

Communication/Utilities

Uses under this category include land used for the generation, processing and/or transmission of electronic communication, such as radio towers, as well as land used for disposal, waste processing and/or recycling of byproducts, such as garbage disposal/transfer sites. Also included in the definition of this category are water, electricity, petroleum or other transmittable products.

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.

Parks and Recreational Opportunities

Developed land is considered to be areas that are not available for further residential, commercial or industrial use. Included in this category are all State, County and Town parks, boat landings, and water access sites. As of 2003, this category represented more than 50% of the developed land in the Town.

Agricultural Structures

Agricultural structures include sheds, silos and other farm structures, and such structures are scattered throughout the Town.

Croplands/Pasture

Land under this category includes land used for the cultivation of plants, grasses for grazing, pastures, orchards as well as land used for growth, husbandry, or housing of plants and animals and their products. Agricultural land is concentrated in the central portion of the Town.

Undeveloped Open Space

Land uses within this category are primarily lands that have been disturbed in the past either for agricultural purposes or cleared for development and allowed to go fallow. These lands are similar in character to agricultural pastures but are not in active agricultural use.

Natural Areas

Uses in this category include lands primarily in a natural state including non-wooded wetlands, grasslands, and prairies; this category represents the largest use in the Town located primarily adjacent to water features and to woodlands.

Woodlands

Woodlands account for the second largest use of land in the Town and are found adjacent to the Bay of Green Bay and to Lake Michigan as well as scattered throughout the Town.

Water Features

Water features represent a very small percentage of land use in the Town located primarily in and around Europe Lake, Mink River, and the various ponds scattered throughout the Town.

Section 6-Land Supply

The ability to develop land in Liberty Grove is determined by, but not limited to, factors such as zoning, available sanitary systems, utilities with the exception of wetlands with a 25-foot setback, floodplains, areas of steep slope, designated natural and scientific areas, parks and recreation areas, etc.

The General Plan Design has identified areas to accommodate with market force considerations. Thus, developing within identified natural areas for residential, commercial, industrial, or similar uses is not necessarily throughout the planning period. Developments within this plan will be afforded enough land options to incorporate open spaces, buffering, additional landscaping, etc.

Land 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.

Demand

Seasonal and year-round residents in Door County and in the Town of Liberty Grove are likely to continue putting greater pressure on the Town to develop new residential areas.

Section 7 - Land Use Issues and Conflicts

The Town will continue to work with the Door County Planning Department in order to update the Town's zoning map.

There are opportunities for future conflicts to arise among uses, especially as residential growth takes place in the historically agricultural areas, and commercial and industrial development takes place adjacent to residential areas. Allowing for adequate screening, setbacks, and buffering will alleviate much of the incompatibility as will additional County controls within the subdivision ordinance and ordinances regulating signage, lighting, and noise.

The General Plan Design addresses areas for uses taking into consideration the impact on neighboring parcels. In many cases, there are recommendations for additional steps to make development practicable while, at the same time, limiting potential incompatibilities. For example, an area identified for a possible industrial park may be subject to additional design standards, which will be determined by the Town.

Section 8 - Anticipated Land Use Trends

The authors of the 2018 Comprehensive Plan have suggested the following land use trends:

- The use of private on-site wastewater treatment systems and individual groundwater wells will continue within the Town.
- As computer technology continues to advance, home occupations and those conducting virtual offices will likely increase.
- Commercial uses will likely increase.

The Town will experience increased demand for services as the median population age continues to increase.

Section 9 - Development Standards

Environmental and Public Utility Considerations

Population trends, while difficult to predict (See Chapter 3) have significant impact on land use. Environmental and public utility considerations should be utilized to provide the Town with an indication of which acreage of the municipality is best suited for development.

1. Undeveloped lands exist with the Town, which will make it unnecessary to propose development with the Town's remaining "Environmental Corridors" as defined within the General Plan Design Map. These areas need to be preserved and integrated into the overall development of the Town for future generations to enjoy. The Town has the abundance of unique areas including wetlands, floodplains, and steep slopes which can add significantly to the aesthetic appeal of the community, while providing important ecological and environmental functions such as stormwater retention, groundwater filtration, and flood

control.

The Town provides municipal sewer and water to its residents in Liberty Grove Utility District #1. The Plan indicates that individual property owners residing outside Liberty Grove Utility District #1 will continue to install and maintain their own wells and private on-site wastewater systems. Continued protection of the watersheds and aquifers within the Town is required, therefore, to assure Town residents are supplied with safe, usable water.

Planning Criteria

The Town's General Plan Design is based upon criteria identified by the State of Wisconsin, the County of Door, and the Town.

See, for example, the State of Wisconsin criteria for Smart Growth (Wisconsin Stat. s. 66.1001):

- Promote the redevelopment of lands with existing infrastructure and public service and maintain and rehabilitate existing residential, commercial, and industrial structures.
- Encourage neighborhood 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 and State governmental and utility costs.

- Preserve cultural, historical, and archeological sites.
- Build community identity by revitalizing main streets and enforcing design standards (if such standards exist).
- Encourage the provision of an adequate supply of affordable housing for individuals of all income levels throughout each community. **[See Chapter 3, Housing]**
- Provide adequate infrastructure and public services and adequate supply of land to develop to meet existing and future market demand for residential, commercial, and industrial uses.
- Encourage 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.
- Plan and develop land uses that create or preserve varied and unique urban and rural communities.
- Promote an integrated, efficient, and economical transportation system that affords mobility, convenience, safety, and one that meets the needs of all citizens, including transit-dependent and disabled citizens. **[See Chapter 4, Transportation]**

See the Door County Zoning Ordinance Map 8.3 for criteria for all unincorporated areas Within Door County, including, but not limited to the following:

- Promote planned and orderly land development.
- Promote property values and the property tax base.
- Fix reasonable dimensional requirements to which building,

structures, and lots shall conform.

- Prevent overcrowding of the land.
- Advance uses of the land in accordance with its character and suitability.
- Promote property development with access to adequate sunlight and clean air.
- Aid in protecting groundwater and surface water.
- Protect the beauty of landscapes.
- Conserve flora and fauna habitats.
- Preserve and protect the County's rural characteristics.
- Protect vegetative shore cover.
- Promote safety and efficiency in the county's road transportation system.

[See Chapter 4, Transportation]

The Town of Liberty Grove continues to follow criteria set forth in the 2003 issue identification process, in the Town-wide survey results also conducted in 2003, and in the Comprehensive Plan's goals and objectives as set forth below:

As regards Community growth:

- Protect groundwater and surface water.
- Maintain the Town's rural atmosphere.
- Provide for appropriate development while preserving the agricultural lands and open spaces, while, at the same time,

maintaining the integrity of the environment.

- Protect all future growth areas from incompatible development.
- Cooperate with Door County and with surrounding municipalities on future planning projects and boundary issues to minimize conflicts.

[See Chapter 7, Intergovernmental Cooperation].

As regards residential land use:

- Direct new development to appropriate locations to maintain the rural character of the Town.
- Situate higher density residential development in and adjacent to areas that minimize impacts upon agricultural lands and upon the environment.
- Direct residential developments to areas which will allow for compatible uses that will minimize conflicts between farming and non-farming land uses within the Town.
- Direct multi-family developments toward areas that have the adequate facilities and services that they need.
- Provide for a variety of quality housing opportunities for all segments of the Town's current and future population, including the disabled and the elderly. **[See Chapter 3, Housing]**

As Regards Commercial/Industrial Parks:

- Identify key locations for commercial and light industrial development that address impacts on surrounding uses and on the environment.
- Give proper consideration to both neighborhood, commercial, and highway commercial businesses.
- Cooperate with the State of Wisconsin, the County of Door, and with adjacent municipalities on the maintenance of existing and on the development of future recreational opportunities.

Land Use Projections and incremental Projections

The predictions of population growth as well as growth generally as set forth in the 2003 Comprehensive Plan fell far short of reality. As a result, the drafters of this Comprehensive Plan hesitate to include specific land use projections or predictions for residential, commercial, or industrial uses.

[See, for example, Chapter 3, Housing]

Regarding future land development, the drafters of this Comprehensive Plan draw interested persons to the latest versions of the General Land Use, Map 8.4, as well as to the General Plan Design, Map 8.2.

General Plan Design Classifications

The classifications listed below closely follow a set of standards that were developed by the Door County Planning Department and utilized in the Door County Zoning Ordinance. These classifications were utilized in the development of the General Plan Design to assist the Town with allocating different types of land use in various areas.

The General Plan Design uses 13 classes of land use. The intent of the plan is for these classifications to be consistent with the zoning districts within the "Door County Zoning Ordinance" that are in existence within the Town of Liberty Grove and to ease future implementation of the Plan and coordination with the County. The General Plan Design Map's classifications, along with the Town's land use strategy for each of the classifications are identified below:

Single Family Residential

High Density Residential

Heartland

Commercial Center

General Commercial

Light Industrial Governmental

Institutional

Utilities

Parks and Recreation

Agricultural/Woodland/Open Space

Natural Areas

Environmental Corridors/Wetlands

Primary Highway Corridor/Secondary Highway Corridor

Single Family Residential

This classification is intended to provide for single family residential and planned residential development at fairly high density. Generally, these districts will be located in or near existing communities and along the

shoreline where smaller lots are more common.

High Density Residential

This classification 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. Multi-family residential is intended to be located in areas with an existing mixture of residential types, certain regions which are, or may be served by public sewer, and other locations where high density residential developments are appropriate. Multi-family development is not intended to develop into centers of commercial activity and, thus, most commercial uses are not permitted.

Heartland

This classification is intended for mostly rural areas of the interior of Liberty Grove where agricultural activity has been declining or where a mixture of rural residential and agricultural use is desired or existing. 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. Lot sizes of 3.5 acres or greater are required for new lots.

Commercial Centers

This district is intended to provide centers for commercial and mixed use development and redevelopment. The district permits a wide variety of retail, service, and office uses and is intended to maintain the vitality of the Town of Liberty Grove commercial centers. It should be established for the main business districts of existing communities in the unincorporated areas of Ellison Bay and Gills Rock, but it is also intended for outlying or smaller nodes of development.

General Commercial

This district permits both residential and commercial uses and is designed to accommodate those areas of the Town 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.

Light 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 detrimental 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 can also be used for industrial or business parks.

Governmental/Institutional/Utilities

This classification identifies churches, cemeteries, governmental buildings, public institutions, and utility sites.

Parks and Recreation

This classification designates parks and other recreational facilities.

Agricultural/Woodland/Open Space

This classification is intended for mostly rural areas of the Town where a mixture of low-density residential, agricultural, and rural commercial activity exists or is desirable. This classification is intended to maintain agricultural lands, to conserve the existing, mostly undeveloped wooded and open space natural areas of the Town and to accommodate certain non-agricultural uses that require spacious areas to operate or where natural resource exploitation occurs. This district is also intended to provide property owners with additional management options by allowing limited residential development, but this classification should take into consideration residential density limits and other requirements set so as to maintain the rural characteristics of this district. The classification provides for residential development at modest densities consistent with a generally rural environment and allows for non-residential uses requiring relatively large land areas and/or areas that are compatible with surrounding rural land. Lot sizes of at least 10 acres are required for new lots.

Natural Areas

This classification is intended to conserve the existing, mostly undeveloped natural areas of the Town. 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.

Environmental Corridors/Wetlands

Environmental corridors are represented by elements including the

following: 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA); DNR wetlands and their setbacks from all navigable waterways as defined by the Door County Shoreland Zoning Ordinance. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the Town without infringing on statutory riparian rights.

Primary Highway Corridors

Primary Highway Corridors are defined as those roads in the Town functionally classified as arterials and are designed to be overlay categories to other classifications within the General Plan Design. Development with direct access to STH 57 and STH 42 should be limited. See Door County Zoning Ordinance Section 7.05, "Access Requirements".

Secondary Highway Corridors

Secondary Highway Corridors are those roads in the Town that carry a majority of truck and through traffic around the Village of Sister Bay and across the Town itself. The secondary highway corridors are designed to be an overlay category to other classifications within the General Plan Design. Development with direct access along these corridors should be limited. See Door County Zoning Ordinance Section 7.05, "Access Requirements."

Section 10 - Recommended Development Strategy

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. 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 classifications do not designate individual areas for development; instead these designations designate the entire area for that use to occur. It is not the intention of the plan to see the entire area within a classification developed, rather, that specified uses be allowed if such uses are consistent with the type, location, and density of the development in the event of a land conversion. The type of density of the land use is identified within each classification.

Residential Development

As residential pressures continue, the Town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural character of the Town. The General Plan Design includes three primary areas for residential types of growth.

- **Single Family Residential**

The single family residential development is intended to promote orderly and efficient growth which is consistent with the land uses adjacent to commercial centers with appropriate infrastructure. The intention is that these areas will develop with minimal lot sizes. Residential developments should be directed to these areas rather than being allowed to scatter throughout the Town. This should help to preserve the open spaces, viewsapes, and natural settings that are prevalent throughout the Town.

By locating near commercial centers with appropriate infrastructure, residential developments in these areas could potentially receive services such as sewer and water. The creation of smaller lot sizes in these areas would enhance the cost-effective provision of water and sewer when such services become available.

- **Rural Residential**

The second type of residential development addresses those improvements intended to provide for spacious living environments at a minimum residential lot size of 3.5, 5, and 10 acres. In addition, these areas shall allow a mixture of farming uses which are compatible with other surrounding land uses. These areas will also help to preserve the Town's rural nature and ensure that there will be fewer conflicts between incompatible land uses. The Heartland classification allows the Town to provide for a range of lot sizes with the Town while providing a transition from the population centers to the countryside.

- **Agricultural/Open Space/Woodland Areas**

The third type of residential development addresses lands within agricultural, wooded, and open areas. These areas are intended to remain as they are at the time of this plan with a minimum requirement of one residential unit per 10 or more acres. The Door County Zoning Ordinance Section 3.11 allows for the existence of a smaller, accessory dwelling unit. The Town's policies include the belief that further development of these areas will likely spur greater fragmentation of the remaining agricultural lands and natural features within the Town.

If residential development were to occur in these areas, adequate buffers should exist between farming and non-farming operations in order to lessen conflicts. Though some rural commercial activity is desirable for these areas, it is not the intention of this category to allow for fully retail-based businesses; businesses allowed in this district should supply a mix of home produced products, agriculturally produced products, and retail products.

Individual proposals for residential development in these areas need to

be considered on their own merit. If it is found that new residential development will not have a negative effect on an existing farm operation or the rural character of the Town, it may be possible to allow limited development.

Criteria for review in these instances should include at a minimum:

- An inventory of surrounding land uses
- Consideration of the potential impact on existing land uses
- Location of woodlands and prime agricultural soils
- Soils test-results and the type of on-site treatment system that would be required
- Whether the new development would require the construction of new streets.

Overall, the Town should limit future land divisions and residential developments only within the proposed residential classifications. This practice will encourage compatible infill development and discourage further fragmentation of agricultural areas.

It is the intent of the drafters of this Comprehensive Plan to see all future residential developments occur without negatively affecting the function or the look of the Town's unique environmental features.

Large stands of trees as well as open spaces, if they were to be developed, should be handled in such a way as to complement their aesthetic nature. In most cases, the plan's intent is to protect existing natural areas as defined above (See Section 5) from being developed.

Commercial Strategy

- **Commercial Center**

These areas are envisioned to fulfill the needs of the residents plus capitalize on high traffic volumes, good visibility, access on a major State highway, and have ease of access and enough area to accommodate off-street parking and landscaping. These areas will promote highway as well as neighborhood-type businesses such as restaurants, gas stations, grocery stores, etc. The areas classified as commercial on the 2030 General Plan Design Map shall have identified standards for the commercial uses allowed within them. The Town may adopt minimum sign, landscaping, lighting, parking, and access standards that fit the Town's atmosphere.

- **General Commercial**

This Commercial Category accounts for businesses such as restaurants, shops, and other existing commercial uses found within the Town. It is the intent of this plan that these existing establishments continue throughout the 20-year planning period. In addition, home occupational businesses also fall into the General Commercial category. The Town will need to ensure that the home occupational businesses that exist do not outgrow their current location or become nuisances to adjoining landowners. Those home occupational businesses, which do expand, should be encouraged to relocate their businesses to the areas designated as commercial.

- **Agricultural/Open Space/Retail**

Commercial development in the rural areas of the Town is intended to be less intense than the commercial activity allowed in areas designated as Commercial Center and General Commercial. Businesses

allowed in this district should supply a mix of home, agriculturally produced products, and retail products. Businesses established in these areas should be compatible with surrounding land uses.

With any kind of development, the Town Board and the Town Plan Commission must closely monitor the infrastructure and community service capacities and weigh the future benefits against their cost.

Light Industrial Strategy

This classification is intended to provide for manufacturing, warehousing, and other light industrial operations. This classification can also be used for industrial or business parks. As with the commercial development, when light industrial development is proposed within the Town, the Town Plan Commission and Town Board should monitor this type of development. Signage, landscaping, lighting, parking and access standards should fit the Town's rural atmosphere.

Governmental/Institutional/Utilities Strategy

This classification identifies churches, cemeteries, governmental buildings, public institutions, and utility sites. It is the intent of this plan to see that the Town Plan Commission and the Town Board continue to monitor services provided to the Town residents.

Parks and Recreation Strategy

This classification designates parks and other recreational facilities. Any future recreational development should be coordinated with the relevant Door County departments as well as with the Wisconsin Department of Natural Resources and possibly other communities to plan for future neighborhood and community parks. The Town should expand existing parks and locate future parks and recreational facilities

to enhance their aesthetic appeal and best serve the Town's residents and visitors. The Town should explore grant and aid programs when considering improvements and expansions of existing parks, as well as the purchase of land for new parks and recreational facilities.

Natural Areas Strategy

This classification is intended to conserve the existing, mostly undeveloped natural areas of Liberty Grove. 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. By preserving its natural areas, the Town of Liberty Grove will maintain its rural nature which gives the Town its character. Residential development in these areas should have a minimal effect on wildlife habitats and the rural nature of the Town.

Environmental Corridors/Wetlands Strategy

Environmental corridors are represented by elements including: 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands and their setbacks and setbacks from all navigable waterways as per the Door County ordinances relevant at the time of the publication and interpretation of this Comprehensive Plan. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the Town without infringing on statutory riparian rights. Many natural features are unsuitable for development, enhance the appearance of the community, and/or improve natural processes, such as flood control, water retention, or groundwater recharge. The Town has many

significant natural features, including wetlands, large stands of trees, floodplains, lakes, rivers, and creeks. This Comprehensive Plan recommends that the natural features within the Town remain in their natural state or be minimally modified for possible recreational use. Residents feel strongly about preserving natural resources. Using the environmental corridors as a guide when reviewing proposed developments will give the Town information on what acres the Town residents believe are important to maintaining the Town's rural character and the quality of its natural resource base. The Town should direct development away from environmental corridors as much as possible. The Plan should serve as a guide for the preservation of these areas.

Transportation

The transportation network in the Town is adequate, given the two State highways, the various County highways, and Town roads that are found within the Town. The local road system that is in place provides good traffic flow within the Town from north to south and from east to west.

[See Chapter 4, Transportation]

Section 12 - Identified "Smart Growth" Areas

The Town of Liberty Grove Plan Commission Land Use Plan (Map 8.4) has identified how the Town will preserve its lands throughout the planning period. This process has identified some "Smart Growth Areas." Wisconsin Statute, Sec. 16.965 defines a "smart growth area":

"An area that will enable the development and re-development 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".

Smart Growth Areas in the Town have been identified. This allows for more orderly and efficient growth patterns. In addition, these areas allow for a mixture of uses (residential, light industrial, commercial, recreational, etc.) and are more likely to be in close proximity to present and future municipal services. Higher density developments adjacent to existing centers assist the Town in maintaining a rural character. Lower densities throughout the remainder of the Town offer opportunities to preserve the many valuable natural areas and prime agricultural lands that make up the Town of Liberty Grove's landscape.

Section 13 - Summary

Overall, the Town's 2010 General Plan Design was the result of approximately 36 months of preparation and work done by the citizens and officials of the Town and which addresses the following issues:

- Support such development; Finding a balance between individual property rights and community-wide interests and goals;
- Encouraging and directing developments to appropriate areas within the Town in order to minimize land use inconsistencies;
- Recognizing the value of environmental corridors and wildlife habitats by preserving those areas;
- Promoting environmental corridors to serve as natural buffers;
- Preserving productive agricultural activities within the Town;
- Maintaining the Town's rural and open space character;
- Encouraging and directing more intensive development towards population centers where the infrastructure exists;
- Cooperating with all surrounding municipal and County entities;
- Identifying sufficient land to accommodate development over a 20-year planning period.

The effect that this Comprehensive Plan will have on the Town is wide ranging: it identifies a program to sustain or improve the overall condition and delivery of public facilities and services; it provides a future development scheme that is compatible with the Town's existing development pattern; in addition, it provides for the achievement of the Town's vision and goals outlined within the Plan. In simple terms, the Town must not only plan for new development that may occur, but

must also plan for the timing and location of the new development that is within the framework of this Plan design. To accomplish this, the Town Board, the Town Plan Commission, and all Town residents must work together in an organized and cooperative manner on all future planning efforts within the community.

Chapter 8, Maps, Tables and Charts

Table 8.1: Town of Liberty Grove 2001 Land Use Summary

Source: Bay-Lake Regional Planning Commission, 2001

Land Use Type	Total Acres	Percent Total Land	Percent Developed Land
DEVELOPED			
Residential	1,065.5	3.06%	18.90%
Single Family	1,045.1	3.00%	18.54%
Two Family	3.0	0.01%	0.05%
Multi-Family	5.0	0.01%	0.09%
Mobile Homes	9.7	0.03%	0.17%
Vacant Residential	2.6	0.01%	0.05%
Commercial	123.6	0.36%	2.19%
Industrial	177.2	0.51%	3.14%
Transportation	1,136.1	3.26%	20.16%
Communications/Utilities	7.4	0.02%	0.13%
Institutional/Governmental	19.9	0.06%	0.35%
Recreational/Parks	2,955.2	8.49%	52.43%
Agricultural Structures	151.0	0.43%	2.68%
Total Developed Acres	5,636.0	16.19%	100.00%
UNDEVELOPED			
			Percent Undeveloped Land
Croplands/Pasture	5,352.4	15.38%	18.35%
Undeveloped Open Space	3,175.3	9.12%	10.88%
Woodlands	14,903.3	42.81%	51.08%
Other Natural Areas	5,339.7	15.34%	18.30%
Water Features	404.1	1.16%	1.39%
Total Undeveloped Acres	29,174.7	83.81%	100.00%
Total Land Area	34,810.7	100.00%	

Table 8.2 - 2020 General Plan Design Acreage Calculations, Town of Liberty Grove

Percent	Plan Design Category	Acres
4.3%	Single Family Residential	1,525
17.7%	Rural Residential	6,062
	Agricultural/Open	
31.5%	Space/Woodland	10,404
0.4%	High Density Residential	194
2.0%	General Commercial	604
1.5%	Commercial Center	101
0.4%	Light Industrial	537
6.7%	Government/Institutional/Utilities	153
16.5%	Parks & Recreation	2,317
19.0%	Natural Area	6,249
100%	Environmental Corridors/Wetlands	6,665
Total		34,810

FINAL - EQUATED

STATEMENT OF ASSESSMENT FOR 2015

Table 8.4

FOR TOWN OF LIBERTY GROVE DOOR COUNTY
Town - Village - City Municipality Name County Name

☐ Check if this is an Amended Return

Page 1

**WHEN COMPLETING THIS DOCUMENT
DO NOT WRITE OVER X'S OR IN SHADED AREAS**

Line No.	REAL ESTATE (See Lines 18 - 22 for other Real Estate)	PARCEL COUNT		NO. OF ACRES WHOLE NUMBERS ONLY	VALUE OF LAND Col. D	VALUE OF IMPROVEMENTS Col. E	TOTAL VALUE OF LAND AND IMPROVEMENTS Col. F
		TOTAL LAND Col. A	IMPROVEMENTS Col. B				
1	RESIDENTIAL - Class 1	3,611	2,291	15,129	453,448,200	489,060,600	942,508,800
2	COMMERCIAL - Class 2	275	215	820	28,432,000	37,435,100	65,867,100
3	MANUFACTURING - Class 3	2	2	2	57,900	213,900	271,800
4	AGRICULTURAL - Class 4	304		4,493	806,700		806,700
5	UNDEVELOPED - Class 5	240		2,085	1,191,200		1,191,200
6	AGRICULTURAL FOREST - Class 5m	17		179	280,600		280,600
7	FOREST LANDS - Class 6	83		1,210	4,122,300		4,122,300
8	OTHER - Class 7	54	52	122	857,100	6,665,700	7,522,800
9	TOTAL - ALL COLUMNS	4,586	2,560	24,040	489,196,000	533,375,300	1,022,571,300
10	NUMBER OF PERSONAL PROPERTY ACCOUNTS IN ROLL			255	LOCALLY ASSESSED	MANUFACTURING	MERGED
11	BOATS AND OTHER WATERCRAFT NOT EXEMPT - Code 1				5,300	0	5,300
12	MACHINERY, TOOLS AND PATTERNS - Code 2				1,853,800	6,800	1,860,600
13	FURNITURE, FIXTURES AND EQUIPMENT - Code 3				1,534,200	4,800	1,539,000
14	ALL OTHER PERSONAL PROPERTY NOT EXEMPT - Codes 4A, 4B, 4C				719,400	3,500	722,900
15	TOTAL OF PERSONAL PROPERTY NOT EXEMPT (Total of Lines 11-14)				4,112,700	15,100	4,127,800
16	AGGREGATE ASSESSED VALUE OF ALL PROPERTY SUBJECT TO THE GENERAL PROPERTY TAX (Total of Lines 9F and 15F) MUST EQUAL TOTAL VALUE OF THE SCHOOL DISTRICTS (K-12 PLUS K-8) - Line 50, Col. F						
17	BOARD OF REVIEW DATE OF FINAL ADJOURNMENT	Name of Assessor ASSOCIATED APPRAISAL CNSLT		Telephone # (800) 721-4157			

REMARKS

The Assessment Ratio to be used in calculating the estimated Fair Market Value on tax bills for this tax district is 1.108669968
This ratio should be used to convert assessed values to "Calculate Equalized Values" in Step 1 of the Lottery and Gaming Credit Calculations.
This ratio should be used in the "Computation of Tax Equivalent" schedule of the Annual Reports filed by the municipal electric, gas and water utilities with the Public Service Commission

FINAL - EQUATED

STATEMENT OF ASSESSMENT FOR 2011

Table 8.3

☐ Check if this is an Amended Return

Page 1

FOR TOWN OF OF LIBERTY GROVE DOOR COUNTY
 Town - Village - City Municipality Name County Name

15 018 0450
 CO MUN ACCT NO

WHEN COMPLETING THIS DOCUMENT
 DO NOT WRITE OVER X's OR IN SHADED AREA

Line No.	REAL ESTATE (See Lines 18 - 22 for other Real Estate)	PARCEL COUNT		NO. OF ACRES WHOLE NUMBERS ONLY	VALUE OF LAND	VALUE OF IMPROVEMENTS	TOTAL VALUE OF LAND AND IMPROVEMENTS
		TOTAL LAND	IMPROVEMENTS				
		Col. A	Col. B	Col. C	Col. D	Col. E	Col. F
1	RESIDENTIAL - Class 1	3,655	2,241	15,181	502,810,700	492,980,400	995,791,100
2	COMMERCIAL - Class 2	277	211	831	29,225,000	38,747,900	67,972,900
3	MANUFACTURING - Class 3	2	2	2	57,700	224,200	281,900
4	AGRICULTURAL - Class 4	267		4,139	758,700		758,700
5	UNDEVELOPED - Class 5	237		2,220	1,236,500		1,236,500
6	AGRICULTURAL FOREST - Class 5m	6		53	93,600		93,600
7	FOREST LANDS - Class 6	78		1,152	4,030,100		4,030,100
8	OTHER - Class 7	52	52	118	800,600	6,505,600	7,306,200
9	TOTAL - ALL COLUMNS	4,574	2,506	23,696	539,012,900	538,458,100	1,077,471,000
10	NUMBER OF PERSONAL PROPERTY ACCOUNTS IN ROLL			280	LOCALLY ASSESSED	MANUFACTURING	MERGED
11	BOATS AND OTHER WATERCRAFT NOT EXEMPT - Code 1				4,325	0	4,325
12	MACHINERY, TOOLS AND PATTERNS - Code 2				1,759,425	6,100	1,765,525
13	FURNITURE, FIXTURES AND EQUIPMENT - Code 3				1,862,000	5,600	1,867,600
14	ALL OTHER PERSONAL PROPERTY NOT EXEMPT - Codes 4A, 4B, 4C				648,725	2,700	651,425
15	TOTAL OF PERSONAL PROPERTY NOT EXEMPT (Total of Lines 11-14)				4,274,475	14,400	4,288,875
16	AGGREGATE ASSESSED VALUE OF ALL PROPERTY SUBJECT TO THE GENERAL PROPERTY TAX (Total of Lines 9F and 15D) MUST EQUAL TOTAL VALUE OF THE SCHOOL DISTRICTS (K-12 PLUS K-8) - Line 50, Col. D						1,081,759,875
17	BOARD OF REVIEW DATE OF FINAL ADJOURNMENT	Name of Assessor		Telephone #			
		01/01/2011					

REMARKS

The Assessment Ratio to be used in calculating the estimated Fair Market Value on tax bills for this tax district is 1.104779617
 This ratio should be used to convert assessed values to "Calculate Equalized Values" in Step 1 of the Lottery and Gaming Credit Calculations.
 This ratio should be used in the "Computation of Tax Equivalent" schedule of the Annual Reports filed by the municipal electric, gas and water utilities with the Public Service Commission

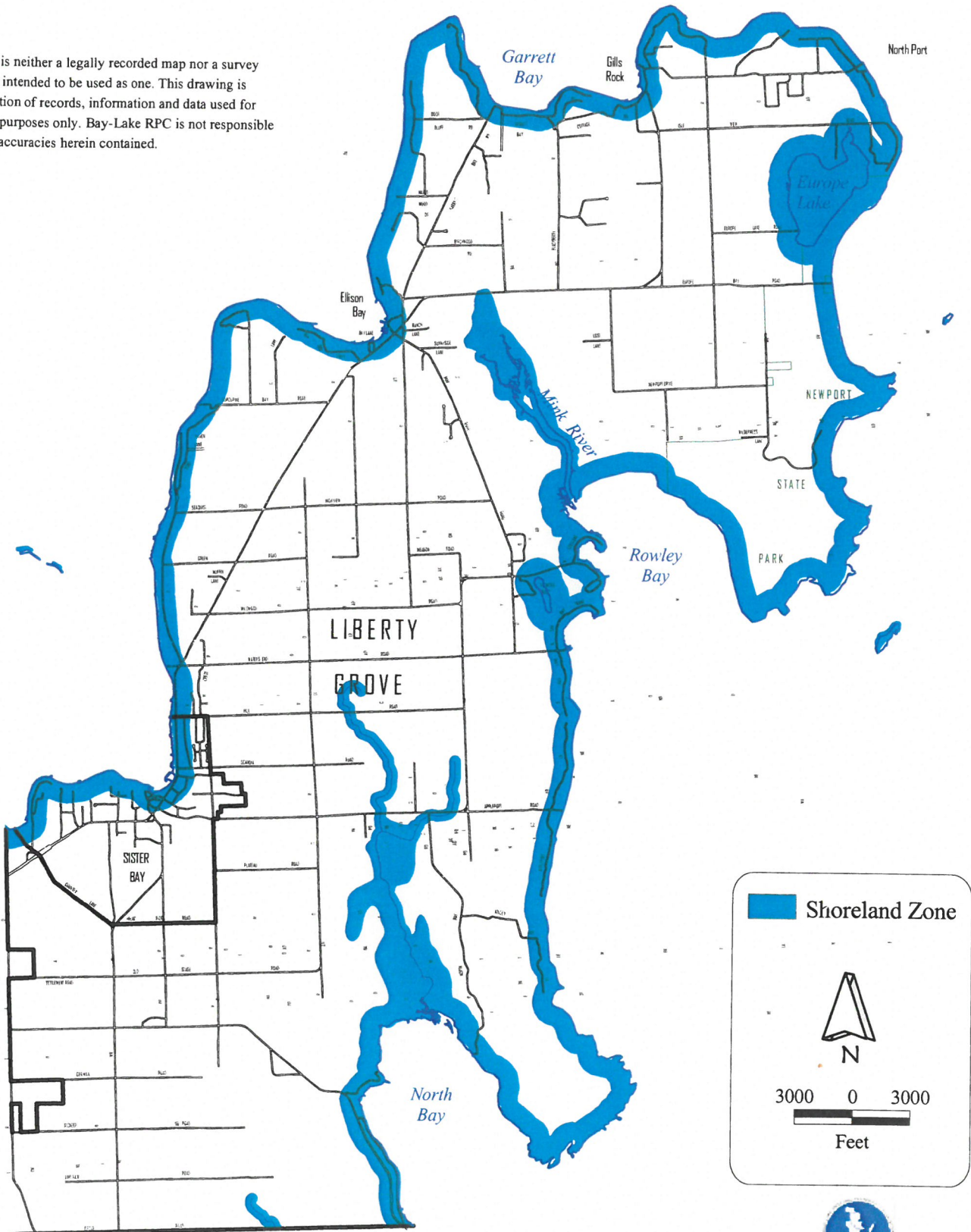
Shoreland Zone

Town of Liberty Grove

Door County, Wisconsin

Map 8.1

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.



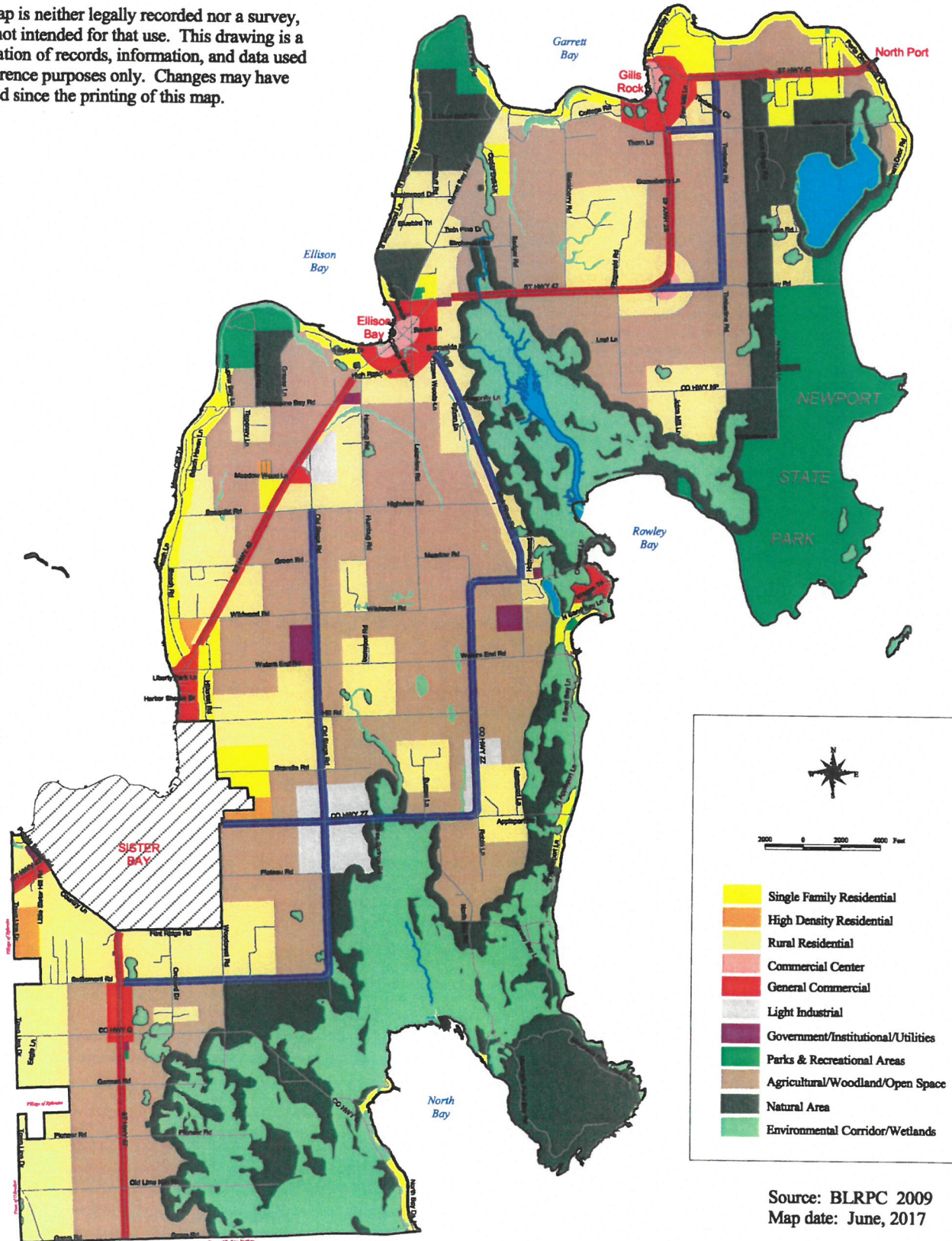
General Plan Design

Town of Liberty Grove

Door County, Wisconsin

Map 8.2

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Source: BLRPC 2009
Map date: June, 2017

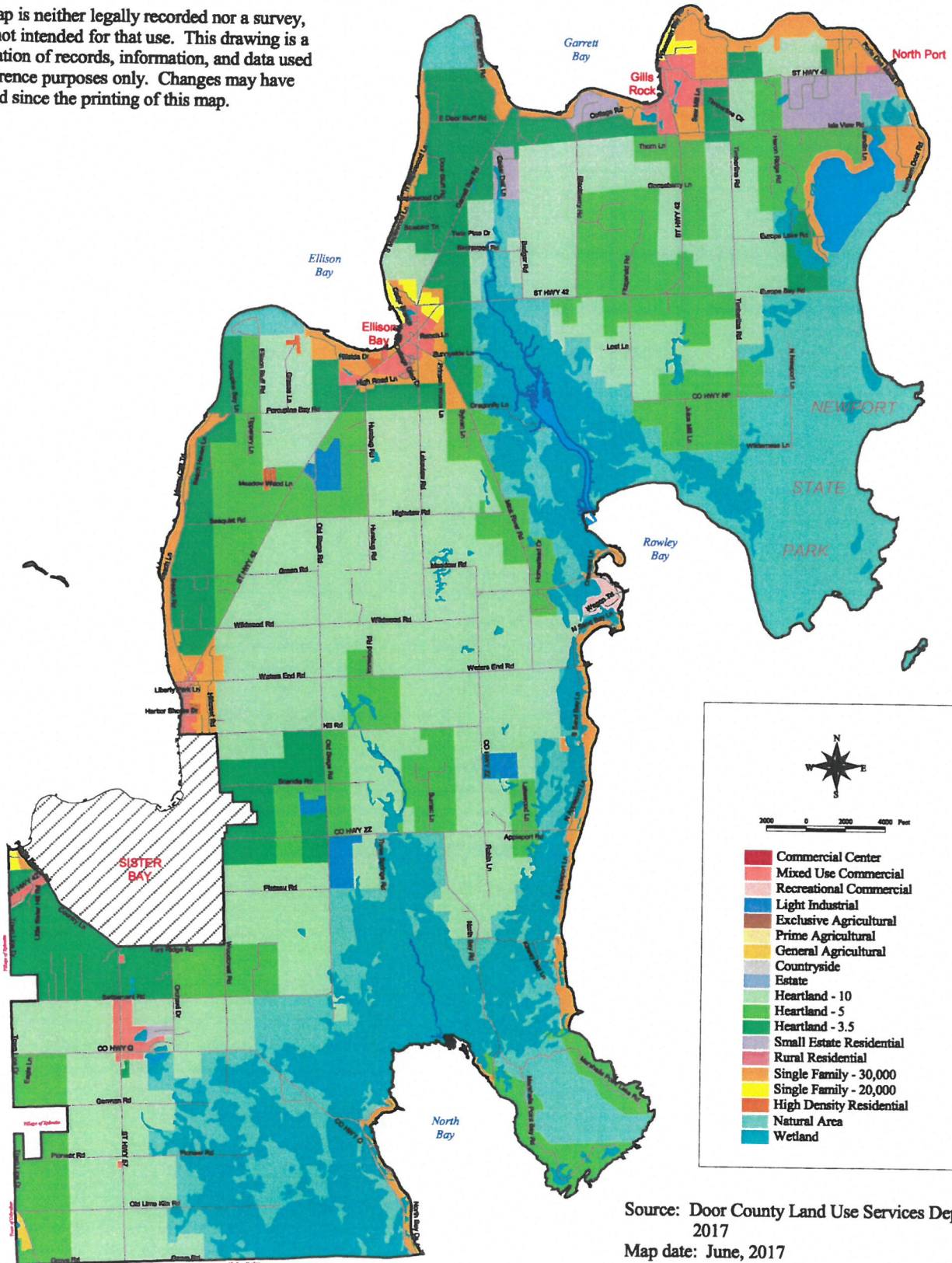
Door County Zoning

Town of Liberty Grove

Door County, Wisconsin

Map 8.3

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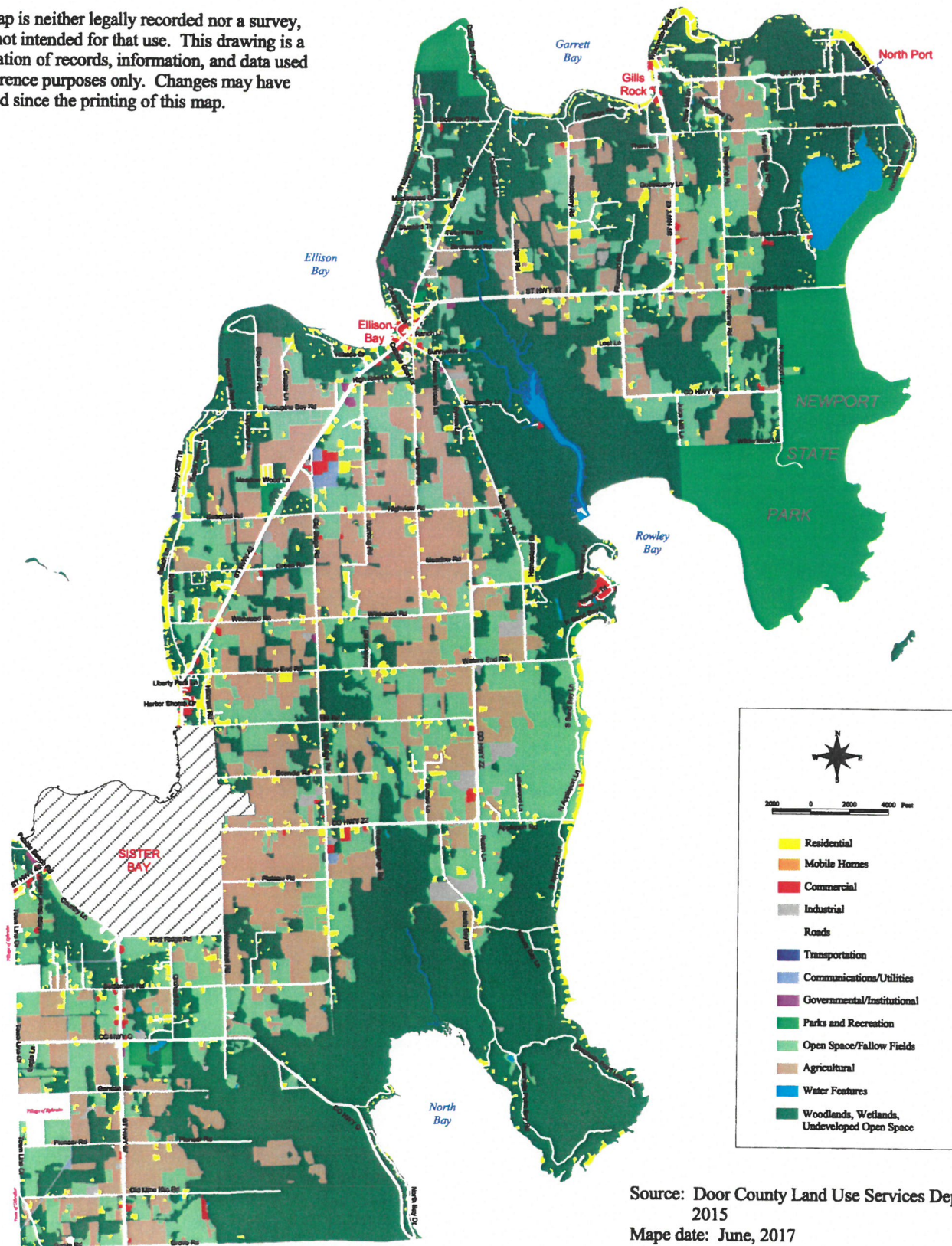
Source: Door County Land Use Services Department
2017
Map date: June, 2017

Land Use

Town of Liberty Grove

Door County, Wisconsin

This map is neither legally recorded nor a survey, and is not intended for that use. This drawing is a compilation of records, information, and data used for reference purposes only. Changes may have occurred since the printing of this map.



Source: Door County Land Use Services Department
2015
Map date: June, 2017

