



STURGEON BAY 2040

COMPREHENSIVE PLAN

DRAFT #2 – JUNE 2020



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ASSOCIATES INC.
Shaping places, shaping change

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Introduction

Purpose of this Plan

This 2040 Comprehensive Plan (Plan) is intended to help the City guide short-range and long-range growth and development. The purposes of this Comprehensive Plan are to:

- Identify areas appropriate for redevelopment and preservation over the next 20 years;
- Recommend appropriate types of land use for specific areas in the City;
- Preserve and enhance natural resources in and around the City;
- Direct redevelopment plans and concepts for targeted focus areas;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and commercial investments in the City; and
- Provide detailed recommendations to implement Plan goals and vision.

The Plan is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents an outline of the City's goals, objectives, and policies on the element it is addressing (e.g. Transportation, Land Use, Economic Development). These documented policies are the basis for the programs and recommendations that are presented at the end of each chapter. Background information presenting existing conditions, descriptions of relevant plans and analysis of key demographic data on each element is included in the Existing Conditions Inventory found in Appendix A.

The final chapter of the Plan document (Implementation) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this Plan become a reality.

Planning Process

This Comprehensive Plan is being prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This Plan meets all of the statutory elements and requirements of the comprehensive planning law.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final Plan recommendations reflect a broadly supported vision for the community. In August 2019, at the outset of this planning process, the City Council adopted the City's public participation plan by resolution. A public workshop was held in October 2019 and Plan consultants provided updates on the process at numerous Plan Commission meetings, which were noticed and open to the public. The planning also included two

Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the Common Council enact an ordinance adopting the Plan as the City's official Comprehensive Plan.

Following Plan Commission approval, the Common Council holds a public hearing to discuss the proposed ordinance adopting the Plan. Copies of the public hearing draft of the Plan are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the Plan as the City's official Comprehensive Plan.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the Plan's recommendations.

public input workshops, including a Vision Workshop in November 2019 and a Target Planning Area Workshop in February 2020. The recommendations in this Plan, informed by input from the public, elected officials and City staff, are generally consistent with other adopted local and county plans, long-standing state and regional policies, and sound planning practices. Key findings from the public participation process can be found in Chapter One of this Plan.

The Planning Area and Regional Context

Map 1 shows the relationship of the City to neighboring communities in the region. The City encompassed approximately 10 square miles of land. The City is located at the heart Door County, roughly 45 miles northeast of Green Bay. The Plan includes land use considerations and recommendations for the City boundary as well as the Extraterritorial Jurisdictional are of one and half miles outside the City.

Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of the Plan includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, City Council members, residents, and other interested groups and individuals for the next 20+ years.

Goals, objectives, policies, programs, and recommendations are defined below:

Goals are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.

Objectives more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.

Policies are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.

Programs are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

Organization of this Plan

The remainder of this Plan is presented in ten chapters addressing topics from housing, to transportation to land use and intergovernmental cooperation. Aside from the first and last chapters, each chapter includes a goal or goals, objectives, policies, and outlines recommendations. Appendix A, which includes a detailed inventory and analysis of data, background information, and existing conditions in the City was referenced to develop the content of each Plan chapter. The chapters include:

1. Issues and Opportunities
2. Agriculture, Natural Resources and Environmental Sustainability
3. Cultural Resources and Community Identity
4. Housing and Neighborhoods
5. Transportation
6. Economic Development
7. Land Use
8. Utilities and Community Facilities
9. Intergovernmental Cooperation
10. Implementation

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Chapter One: Issues and Opportunities

A detailed overview of demographic trends and background information for the City can be found in the Existing Conditions Inventory appendix to this Plan. This information provides an understanding of the changes taking place in the City of Sturgeon Bay. Data analysis includes population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics.

Key Issues and Opportunities

Population

Since 2000, the City of Sturgeon Bay has experienced approximately no population change. Door County and multiple neighboring communities experienced similar trends over the past 20 years. However, this does not reflect overall state trends where many communities experienced sustained growth between 2000-2010 and following the Great Recession, experienced very little or no growth for the majority of the last decade. To note, these figures do not account for seasonal population, only permanent residents.

Figure 1. Regional Comparison: Population Trends, 1970 - 2017

	1980	1990	2000	2010	2019*	2000-2019 Change	2010-2019 Change
City of Sturgeon Bay	8,847	9,176	9,437	9,144	9,467	0%	3%
Village of Egg Harbor	238	183	250	201	207	-21%	3%
Village of Ephraim	319	261	353	288	288	-23%	0%
Village of Forestville	455	470	429	430	427	0%	-1%
Village of Sister Bay	564	675	886	876	966	8%	9%
Town of Sturgeon Bay	863	895	865	818	826	-5%	1%
Town of Nasewaupee	1,899	1,798	1,873	2,061	2,441	23%	16%
Town of Sevastopol	2,520	2,552	2,667	2,628	2,743	3%	4%
Door County	25,029	25,690	27,961	27,785	28,650	2%	3%
Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	5,843,443	8%	3%

*Source: WisDOA 2019 Population Projections.

Source: U.S. Census Bureau, 1980-2010 Census.

Figure 2 shows twenty different population projections scenarios that were derived using a variety of methodologies:

- Linear Growth Rate 1980-1990, 1980-2000, 1980-2010, 1980-2019, 1990-2000, 1990-2010, 1990-2019, 2000-2010, 2000-2019, and 2010-2019. These projections were calculated using the average annual population change over the time period and projecting that rate forward to 2040. The average annual population change for the various time periods ranged from losing an average of 29 residents per year to growing by an average of 36 residents per year.

- Compounded Percentage Rate 1980-1990, 1980-2000, 1980-2010, 1980-2019, 1990-2000, 1990-2010, 1990-2019, 2000-2010, 2000-2019, and 2010-2019. These estimations are determined utilizing the annual average percentage change over the time period and extrapolating that rate forward to 2040. The average annual percentage change for over these time periods ranged from -0.3% change to +0.4% change.

Based on this methodology, its projected that the City of Sturgeon Bay's population will be between 8,852 – 10,279 in 2040, a range of between a total decrease of 615 residents and an increase 812 residents. Considering the wide range of population projection scenarios, the City will use the compounded growth rate projection between 1980-2019 to calculate future households and land use. The 9,831 projected 2040 population was chosen because it represents a modest total population change that considers both growth and decline over the past 40 years. To note, the previous comprehensive plan's projected 2030 population was 9,873, which exceeds this plan's 2030 population projection of 9,656. The difference is a result of the stagnant population totals experienced in the City since 2000.

Figure 2. Population Projection Scenarios, 2019-2040

	2019**	2020	2025	2030	2035	2040	2019-2040 Change
Linear Growth 1980-1990*	9,467	9,500	9,664	9,829	9,993	10,158	691
Linear Growth 1980-2000*	9,467	9,497	9,644	9,792	9,939	10,087	620
Linear Growth 1980-2010*	9,467	9,477	9,526	9,576	9,625	9,675	208
Linear Growth 1980-2019*	9,467	9,483	9,562	9,642	9,721	9,801	334
Linear Growth 1990-2000*	9,467	9,493	9,624	9,754	9,885	10,015	548
Linear Growth 1990-2010*	9,467	9,465	9,457	9,449	9,441	9,433	-34
Linear Growth 1990-2019*	9,467	9,477	9,527	9,577	9,628	9,678	211
Linear Growth 2000-2010*	9,467	9,438	9,291	9,145	8,998	8,852	-615
Linear Growth 2000-2019*	9,467	9,469	9,476	9,484	9,492	9,500	33
Linear Growth 2010-2019*	9,467	9,503	9,682	9,862	10,041	10,221	754
Compounded Growth 1980-1990*	9,467	9,502	9,680	9,862	10,046	10,234	767
Compounded Growth 1980-2000*	9,467	9,499	9,658	9,820	9,985	10,152	685
Compounded Growth 1980-2010*	9,467	9,478	9,531	9,584	9,638	9,692	225
Compounded Growth 1980-2019*	9,467	9,484	9,570	9,656	9,743	9,831	364
Compounded Growth 1990-2000*	9,467	9,494	9,630	9,767	9,907	10,049	582
Compounded Growth 1990-2010*	9,467	9,465	9,457	9,449	9,441	9,432	-35
Compounded Growth 1990-2019*	9,467	9,477	9,529	9,582	9,634	9,687	220
Compounded Growth 2000-2010*	9,467	9,438	9,292	9,149	9,008	8,869	-598
Compounded Growth 2000-2019*	9,467	9,469	9,477	9,484	9,492	9,500	33
Compounded Growth 2010-2019*	9,467	9,504	9,692	9,884	10,079	10,279	812

*Source: U.S. Census Bureau, 1980-2010 Census.

**Source: WisDOA 2019 Population Projections.

Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.

2. Extrapolated based on the average annual percent change over the given years.

Since 2000, it is estimated that the seasonal homeowner population in the City has nearly doubled from 138 dwelling units to 260 dwelling units. This is also evident in the total number of housing units in the City increasing between 2000-2010 despite a decline in population over that time. Additionally, assuming that the average household size for a seasonal dwelling unit is 2 (based on City's existing person per household average), the total seasonal population has increased from approximately 276 in 2000 to nearly 600 in 2019.

Figure 3. Seasonal Population Projections

	2000	2010	2019**
Permanent Population	9,437	9,144	9,467
Persons Per Household	2.30	2.07	2.00*
Total Housing Units	4,447	4,903	5,051
Permanent Housing Units (total - seasonal)	4,309	4,659	4,753
Seasonal Units (vacant housing units for seasonal or recreational use)	138	244	298
Percentage Seasonal Units	0.03	0.05	0.06
Total Households	4,048	4,288	4,474
Estimated Seasonal Population (assuming 2 ppl per HH for seasonal)	276	488	596
Estimated Total Peak Population (permanent + seasonal populations)	9,713	9,632	10,063

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates

**Source: WisDOA 2019 Projected Population.

Source: U.S. Census Bureau, 2000-2010 Census.

Housing

Availability of attainable, affordable, and diverse housing options is a key issue facing Sturgeon Bay and many communities into the future. Housing, land, and construction costs are increasing while market tastes and demands are changing. A comparison of median home values and median gross rent as seen in Figure 4 further supports the affordability of Sturgeon Bay's existing housing stock. However, 30 percent of Sturgeon Bay's residents are housing cost burdened, as defined by the US Department of Housing and Urban Development. This means they pay more than 30% of their income on housing. While Sturgeon Bay's housing quality and affordability are currently seen as assets for the community, increasing housing options and diversifying housing type will be essential to attracting new residents, further meeting the needs of existing residents, and providing more affordable and attainable options.

As Figure 4 shows, Sturgeon Bay the largest mix of owner-occupied and rental housing in the region. Increasing this mix will help diversify options that appeal to people in different situations and phases of life. Rental options are particularly appealing to young people who are not ready for homeownership as well as older residents looking to transition from the responsibilities of homeownership to more flexible options. The form that rental housing can vary from apartments to townhomes and duplexes, and all new development should be compatible with the character of the region.

Figure 4. Regional Comparison: Household Characteristics, 2000-2018

	Percent Owner-Occupied Housing Units			Percent Housing Units Vacant			Median Gross Rent			Median Value of Owner-Occupied Units		
	2000	2010	2018	2000	2010	2018	2000	2010	2018	2000	2010	2018
City of Sturgeon Bay	67%	62%	61%	9%	13%	13%	\$452	\$717	\$757	\$89,700	\$138,400	\$142,000
Village of Egg Harbor	82%	75%	83%	78%	85%	82%	\$620	\$848	\$717	\$262,500	\$275,000	\$337,000
Village of Ephraim	88%	86%	89%	80%	79%	78%	\$506	\$613	\$581	\$225,000	\$316,700	\$387,500
Village of Forestville	81%	80%	71%	10%	11%	9%	\$502	\$425	\$738	\$79,300	\$128,900	\$118,000
Village of Sister Bay	61%	58%	60%	53%	66%	70%	\$634	\$628	\$881	\$200,000	\$246,000	\$25,200
Town of Sturgeon Bay	89%	90%	87%	34%	43%	40%	\$511	\$758	\$593	\$127,200	\$218,100	\$236,000
Town of Nasewaupsee	90%	89%	94%	41%	45%	48%	\$454	\$754	\$717	\$123,000	\$159,500	\$192,400
Town of Sevastopol	88%	88%	92%	31%	39%	39%	\$557	\$697	\$875	\$157,300	\$273,100	\$275,300
Door County	79%	78%	78%	40%	48%	47%	\$481	\$695	\$770	\$120,800	\$189,500	\$207,100
Wisconsin	68%	70%	67%	10%	12%	13%	\$540	\$713	\$837	\$112,200	\$169,000	\$173,600

*Source: U.S. Census Bureau, 2000-2010 Census.

**Source: U.S. Census Bureau, 2013-2018 American Community Survey 5-Year Estimates.

Sturgeon Bay's lower vacancy rate compared to other communities in the regions indicates that Sturgeon Bay is home to more permanent residents than other Door County communities. This is a key factor in Sturgeon Bay's place as the full-service community in the county and suggests that its economy is a stronger balance of seasonal, tourism and year-round employment.

Income and Wealth

Increasing opportunities for wealth generation for Sturgeon Bay residents and finding ways to keep wealth in the community was presented by a major issue for the future of Sturgeon Bay by both elected officials and members of the public.

At \$52,947, Sturgeon Bay is in the middle range of median household incomes in the region but is below both the county and state median incomes.

Figure 5. Regional Comparison: Income, 2000-2018

Municipality	Median Household Income			Per Capita Income		
	2000	2010	2018	2000	2010	2018
City of Sturgeon Bay	\$31,935	\$41,169	\$52,947	\$18,899	\$27,188	\$32,195
Village of Egg Harbor	\$41,667	\$49,583	\$75,833	\$41,977	\$40,571	\$57,211
Village of Ephraim	\$52,500	\$47,411	\$77,500	\$30,579	\$42,197	\$48,312
Village of Forestville	\$46,818	\$61,397	\$49,500	\$19,174	\$24,460	\$25,640
Village of Sister Bay	\$50,893	\$38,917	\$40,944	\$25,029	\$30,679	\$27,311
Town of Sturgeon Bay	\$42,434	\$60,694	\$63,646	\$27,397	\$31,317	\$39,868
Town of Nasewaupee	\$43,292	\$40,107	\$61,667	\$20,815	\$28,677	\$38,118
Town of Sevastopol	\$47,227	\$56,063	\$64,609	\$24,150	\$31,583	\$41,271
Door County	\$38,813	\$47,775	\$58,287	\$21,356	\$29,154	\$36,155
Wisconsin	\$43,791	\$51,598	\$59,209	\$21,271	\$26,624	\$32,018

*Source: U.S. Census Bureau, 2000-2010 Census.

**Source: U.S. Census Bureau, 2013-2018 American Community Survey 5-Year Estimates.

Figure 6 shows the top ten occupations in the Bay Area, which includes ten counties in northeastern Wisconsin. For the top five occupations in the region, Door County has an average annual wage under \$40,000. Economic development in Sturgeon Bay and Door County should look to diversify industries and occupations and attract employers in fields paying a higher wage.

Figure 6. Bay Area Employment and Average Annual Wage by Occupation, 2016-2018

Occupation	2016 Employment	Door County 2018	Wisconsin 2018
Office and Administrative Support Occupations	62,871	\$31,330	\$35,330
Production Occupations	59,067	\$35,380	\$26,700
Sales and Related Occupations	43,352	\$25,080	\$28,010
Food Preparation and Serving Related Occupations	36,431	\$20,850	\$20,720
Transportation and Material Moving Occupations	32,662	\$33,400	\$35,150
Management Occupations	24,655	\$76,440	\$100,100
Education, Training, and Library Occupations	24,213	\$30,240	\$46,500
Business and Financial Operations Occupations	22,308	\$46,340	\$60,160
Healthcare Practitioners and Technical Occupations	21,808	\$51,420	\$64,600
Construction and Extraction Occupations	19,866	\$43,660	\$50,890

*The Bay Area includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Outagamie, Shawano, and Sheboygan Counties

Source: Wisconsin Department of Workforce Development, LMI Data Access, 2016-2026

Source: Wisconsin Department of Workforce Development LMI Data Access, 2018

Workforce

The City of Sturgeon Bay's largest industry groups are manufacturing (22 percent), educational, health, and social services (21 percent), retail trade (14 percent), and arts, entertainment, recreation, accommodation, and food services (10 percent). This mix of industries reflect the full-service nature of Sturgeon Bay's economy and demonstrate that the City is not as dependent on tourism as other communities in the region. Employment projections from the Wisconsin Department of Workforce Development (found in the Data Inventory and Analysis appendix), show manufacturing and retail occupations declining or showing little growth. It will be important for Sturgeon Bay and Door County's resilience and future growth to further diversify the regional economy. Economic development strategies should focus on industries projected to grow like healthcare, which is already a strength for Sturgeon Bay, technology, and personal care and service.

Figure 7. Sturgeon Bay: Labor Force by Occupational Group, 2000-2018

Occupational Group (Residents Age 16 and Older)	2000		2010		2018	
Manufacturing	917	20%	820	16%	1,002	22%
Educational, health, and social services	760	17%	1,036	21%	959	21%
Retail trade	805	18%	649	13%	617	14%
Arts, entertainment, recreation, accommodation, and food services	598	13%	611	12%	468	10%
Professional, scientific, administrative, and waste management services	320	7%	316	6%	216	5%
Construction	276	6%	338	7%	259	6%
Transportation, warehousing, and utilities	137	3%	192	4%	247	5%
Wholesale trade	39	1%	136	3%	113	3%
Finance, insurance, real estate, rental, and leasing	195	4%	325	6%	162	4%
Other services (except public administration)	167	4%	286	6%	216	5%
Public Administration	215	5%	260	5%	178	4%
Information	76	2%	41	1%	83	2%
Agriculture, forestry, fishing, hunting, and mining	42	1%	-	0%	-	0%
Total	4,547		5,010		4,520	

*Source: U.S. Census Bureau, 2000-2010 Census.

**Source: U.S. Census Bureau, 2013-2018 American Community Survey 5-Year Estimates.

Sturgeon Bay's largest employers reflect the largest occupation groups in the City – education, health and social services, and manufacturing. Beyond business attraction, business retention should be an important component of the City's economic development strategy in the future. Door County Medical Center is a key employer and resident service. The Economic Development chapter of this Plan further details the need to support the medical center into the future. Additionally, Fincantieri is part of Sturgeon Bay's maritime legacy and remains a key employer. Sturgeon Bay should continue to support shipbuilding and maritime industries in the City, growing its working waterfront.

Figure 8. Sturgeon Bay: Largest Employers, 2019

Employer	Product or Service
Door County Medical Center	Hospitals
Fincantieri Bay Shipbuilding	Ship Building and Repairing
Hatco Corp	Manufacturing
Door County Government	Government
NEW Industries Inc.	Manufacturing
TTX Environmental	Manufacturing
Door County YMCA	Child and Youth Services
Shuttlelift Inc.	Manufacturing
Nicolet National Bank	Conference Center
Wire Tech Fabricators Inc.	Manufacturing
Door County Sheriff	Government
Econo Foods	Gas Stations
Portside Builders Inc.	Home Builders
Sevastopol High School	School
City of Sturgeon Bay	Government
Target	Department Store

Public Participation and Input

Public Engagement

The Comprehensive Plan Updated has been informed by thorough public participation that engaged with residents and stakeholders throughout the planning process. Numerous workshops and events were used to gather input from the public in different ways. This input was used to inform the Plan Update, particularly in the development of the Plan's Vision and goals and the Target Planning Areas. The following is a description of the public input process, additional results and summary materials can be found in Appendix B.

Event	Date
Stakeholder Focus Groups	October 2019
Visioning Workshop	November 2019
Target Planning Area Workshop	February 2020
Community Survey	December 2019

Stakeholder Focus Groups

In October 2019, Plan consultants met with four groups of stakeholders to discuss important issues and needs in the community and priorities for the Comprehensive Plan Update. Stakeholders were grouped based on their work, interests, and expertise. Stakeholder groups interviewed include, civic and non-profit groups, economic development, downtown, tourism, natural resources, recreation, and private development and business.

Key Issues Raised:

- Need to diversify housing options, not enough small/affordable stock. The City needs more options for families, particularly young families
- AirBnB is presenting a challenge – affordable stock is being converted to AirBnB and taken out of the market.
- There is a significant shortage of viable childcare options in the City which makes it very difficult for working families and has the potential to put children in unsafe situations if parents become desperate. It is also a challenge to recruit families if there are not childcare options because it is difficult to have both parents working full time.
- The City needs to focus on attracting new residents.
- There needs to be coordination between schools and industry to expand the workforce pipeline.
- There is a strong balance of tourism and local focus in the community and economy in Sturgeon Bay.
- The City needs to expand broadband and cell coverage to serve residents and be competitive as a community.

Visioning Workshop

In November 2019, the City hosted a community Visioning Workshop. More than 30 participants completed different group and individual activities to identify what they value about Sturgeon Bay and what their goals are for the future direction of the City. Participants also completed a mapping exercise that asked them to identify key areas of change in the City and share ideas for redevelopment, transportation, and residential improvements, as well as areas to preserve. The feedback from this workshop was used to develop the goals and policies of the Comprehensive Plan Update chapters as well as form the foundation of the Vision.

Key Issues Raised:

- What participants value about Sturgeon Bay:

- Small town atmosphere
- Natural beauty
- Strong schools
- Historic downtown
- Balance of tourism and local-oriented economy
- Participant goals for Sturgeon Bay's future:
 - Attracting and retaining residents, particularly young people, young families, workforce
 - Provide the support needed to attract and retain new residents: childcare, jobs, amenities, activities
 - Prioritize sustainability across the community: recycling, organic waste management, solar, green infrastructure, coastal management, etc.
 - Keep Sturgeon Bay's small town feel
 - Maintain and improve what the City has
 - Pursue smart growth and infill development strategies
 - Develop both sides of the waterfront
 - Have diverse housing for all income level

Target Planning Area Workshop

In February 2020, the City hosted the Target Planning Area Workshop to narrow public input on three specific planning areas to help develop Target Area concept plans for the Comprehensive Plan Update. These Target Area plans can be found in Chapter 7 Land Use.

Workshop attendees were provided with maps of each Target Area: Egg Harbor Road, Downtown, and the West Waterfront. As small groups, they were asked to share ideas for the area and mark specific locations for redevelopment, commercial and residential improvements, and transportation and community facility improvements. Participants were also asked to identify assets and issues for each area.

Key Issues Raised:

Egg Harbor Road Assets:

- Necessity shopping and businesses
- Traffic corridor – moves people
- Keeps big box out of downtown
- Diverse businesses and there is room to grow
- Services all Door County residents, not just Sturgeon Bay residents; it attracts lots of tourist traffic from 42/57
- Important traffic flow; the corridor provides access to the highway and connects residential and commercial areas

Egg harbor Road Issues:

- Large number of vacant or underutilized and poorly maintained buildings
- Parking is specific to the business you are visiting. There is nothing to draw visitors to the area that isn't a specific business, this reduces the foot traffic and community feel of the area. The corridor could have a greater mix of uses to diversify activity
- Corridor is auto-oriented; streetscapes have improved the look of the area but it still lacks walkability

Downtown Assets:

- Strong businesses with a commitment to the City
- Numerous arts and cultural opportunities

- Historic buildings and character combined with modern business needs make downtown an enjoyable place
- Restaurants, health and wellness, and entertainment
- Walkability and connectivity
- Public waterfront

Downtown Issues:

- Downtown should be more of an all-day district; business hours are limited, and only bars are open late
- Lack of public restrooms and amenities not associated with a business
- Key vacancies and redevelopment opportunities (Nicolet Bank and Younkers Store)
- Need for building façade improvement grants to maintain and enhance downtown buildings and storefronts
- Seems to be barriers to investing in downtown
- Congested parking, lack of handicapped parking, and people seem unaware of the City garage
- Signage and wayfinding need to be improved. Signage should connect downtown to natural assets like the waterfront

West Waterfront Assets:

- Natural beauty, open space, and connection to water is a big draw for the community
- There is a lot of potential for investment and public and private development. Right now it is a blank space
- As a working waterfront there is a lot to see, tugs, Coast Guard
- It is a walkable district
- Maritime museum and connection to Sturgeon Bay's maritime legacy
- Public access to the water

West Waterfront Issues:

- The City needs to keep the ball rolling and build momentum to attract private development and leverage public investment
- The future of the area is uncertain, there needs to be a cohesive vision
- Public access and water entry points should be expanded
- The area feels unfinished

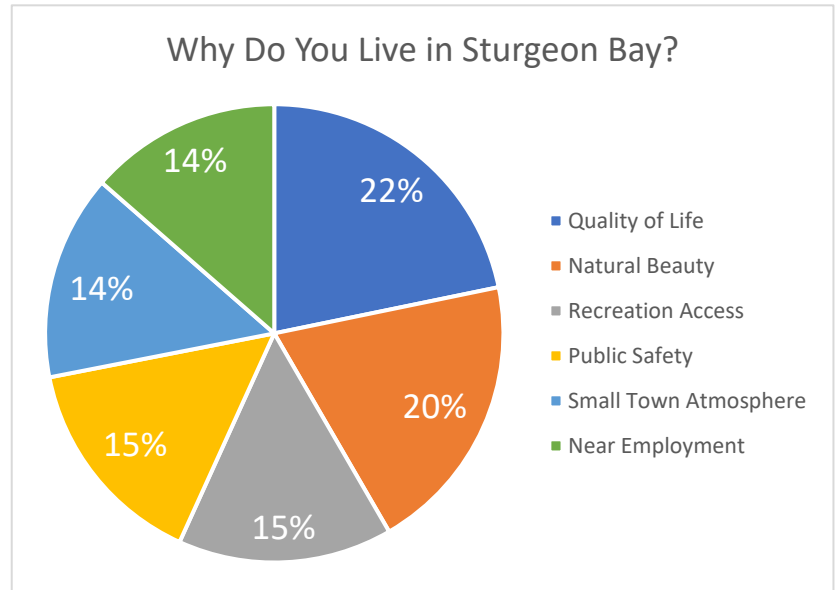
Sturgeon Bay Community Survey

In December 2019, a community survey was posted and distributed via the City's Polco online polling platform. The survey was available through the month of December and received nearly 200 responses. Respondents were asked to provide input on potential areas and opportunities for growth and development, identify priorities for the future of Sturgeon Bay, and share feedback on the community's needs regarding the housing, transportation, economic development, and community facilities and services.

The survey results were used to inform development of the goals, objectives, and policies of the Comprehensive Plan. The following is a summary of survey major findings. Complete survey results can be found in Appendix C.

Background Information and Respondent Demographics:

- 90% of respondents were Sturgeon Bay residents
- 83% of respondents own a home
- 39% of respondents have lived in Sturgeon Bay for more than 20 years
- 32% of respondents were born and raised in Sturgeon Bay
- 22% of respondents own a business
- 66% of respondents are employed in Sturgeon Bay

**Economic Priorities:**

- When asked to describe the Sturgeon Bay economy (declining, growing or stable), 76% of respondents felt the Sturgeon Bay economy was stable or growing.
- Survey respondents were asked which initiatives the City should prioritize over the next 5 years:

	High Priority	Moderate Priority	Low Priority
Attract new industrial and manufacturing jobs	41%	36%	22%
Attract new white-collar jobs (office work)	49%	43%	7%
Improve the school system	46%	39%	11%
Pursue policies to attract replacements for aging workforce	53%	38%	6%
Pursue policies to enhance income opportunities	68%	36%	22%
Pursue policies that enhance the financial stability of the community	65%	30%	3%
Attract new business and retail development	63%	28%	8%
Provide more public access to the waterfront	51%	26%	22%
Redevelop vacant downtown buildings	65%	28%	6%
Preserve or reuse historic commercial buildings commercial buildings	47%	33%	21%
Plan for new single-family homes	42%	37%	17%
Plan for more apartments and condos	28%	39%	32%
Provide more affordable housing	68%	20%	10%
Provide more parks	21%	29%	49%
Provide more bicycle and pedestrian trails and routes	34%	33%	31%
Maintain/improve existing housing units	46%	38%	13%
Improve stormwater management/drain	24%	44%	23%
Reduce energy usage	47%	29%	22%
Provide more public parking	7%	27%	61%
Improve aesthetics of existing commercial areas	30%	36%	31%

- Respondents marked affordable housing, financial stability for the community, redeveloping vacant downtown buildings, attracting new businesses, and enhancing income opportunities among the highest priorities for the future.
- While attracting new jobs is a priority for the community, respondents placed higher priority on attracting white collar jobs over manufacturing.

Housing:

- When asked about the availability of housing in Sturgeon Bay, respondents provided the following input:
 - 51% of respondents felt there are not enough apartments in Sturgeon Bay
 - 40% of respondents indicated there are more than enough of condos in the City
 - 43% of respondents felt there are not enough duplexes or townhomes
- Respondents seem to recognize a shortage of attainable housing in Sturgeon Bay
 - 81% of respondents indicated there is not enough workforce housing
 - 68% of respondents indicated there are not enough options for first time homebuyers
- Respondents were mixed on single family homes: 45% felt there is the right amount, while 45% felt there is not enough.
- Similarly, 44% of respondents felt that there is the right amount of assisted senior housing in the City and 32% felt there is not enough

Redevelopment and Quality of Life

Survey respondents were asked about the redevelopment of two key sites in downtown Sturgeon Bay: the former Baylake (Nicolet) Bank and the former Younkers Store. The survey questions asked whether the properties should be razed and redeveloped, demolished for green space or parking, or renovated for reuse of the existing building. In both cases, the majority of respondents preferred the renovation and reuse of the existing buildings.

- For the reuse of the Younkers store, 42% of respondents preferred an apparel or clothing store, while 27% wanted to see an indoor entertainment facility, and 26% would like the building to remain a furniture or home goods store.
- When asked about the reuse of the Nicolet Bank building, 36% of respondents wanted to repurpose the building for apartments or condos, 31% wanted to see the building used for office or research, 22% felt the building should be reused for senior housing.

2040 Vision

The 2040 Comprehensive Plan lays out the direction and big picture ideas that can move the City forward to grow and expand. The 2040 Vision is an aspirational tool and was developed with input from the public as well as City staff and Plan Commission to outline Sturgeon Bay's desired future. The Vision can serve as a motivating implementation tool as well as a concise set of priorities for the 2040 Comprehensive Plan. The Vision is built on a central, unifying statement as well as five core priorities for action.

Vision for 2040: A vibrant, full-service community that values its arts, recreation, natural, and historic maritime assets, celebrating them to build exceptional sustainability and livability.



Active Economy
MORE OF WHAT MAKES STURGEON BAY VIBRANT

DRAFT

Livability
**THE IRRESISTIBLE TUG OF
"THE STURGEON BAY EXPERIENCE"**

Destination
**WELCOME TO DOOR COUNTY'S
AWE-INSPIRING, YEAR-ROUND
DESTINATION**

Environmental Preservation
**BUILT ON NATURAL ASSETS,
PREPARED FOR THE FUTURE**

Smart Growth & Connectivity
SMART, CONNECTED, AND RESILIENT

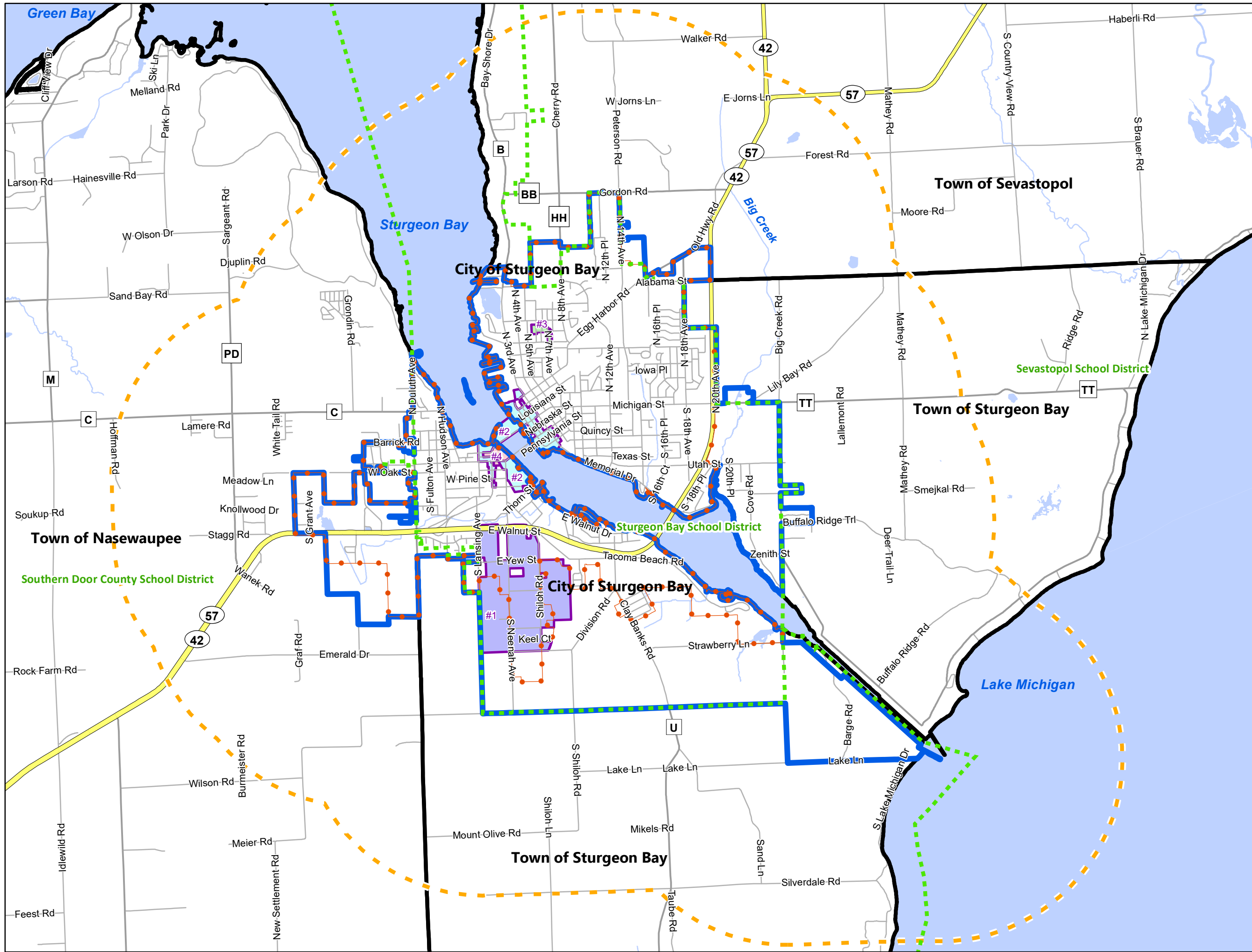


STURGEON BAY



**VISION FOR 2040: A VIBRANT, FULL-SERVICE
COMMUNITY THAT VALUES ITS ARTS, RECREATION,
NATURAL, AND HISTORIC MARITIME ASSETS,
CELEBRATING THEM TO TO BUILD EXCEPTIONAL
ECONOMY AND QUALITY OF LIFE
WHILE SUSTAINING THESE ASSETS.**

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City of Sturgeon Bay Comprehensive Plan

Map 1: Jurisdictional Boundaries

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- School District Boundaries
- - - Sturgeon Bay (ETJ) Extra Territorial Jurisdiction Boundary
- - - Sanitary Service District
- City of Sturgeon Bay
- Other Municipal Boundary
- State Highway
- County Highway
- Local Road

TIF Districts

- TID 1
- TID 2
- TID 3
- TID 4
- Surface Water

Date: 6/17/20

0 1,500 3,000 6,000 Feet

Sturgeon Bay

VANDEWALLE & ASSOCIATES INC.
Shopping places, shaping change

Sources: Door County, City of Sturgeon Bay, US Census Bureau, Ayres Associates, WI DNR, Sturgeon Bay School District

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Chapter Two: Agriculture, Natural Resources, and Environmental Sustainability

Agriculture, Natural Resource, and Environmental Sustainability Goals, Objectives, and Policies

Goal:

Sturgeon Bay will preserve, protect, and enhance its natural resources, deepen its focus on environmental stewardship and environmental justice, and continue to support agriculture as critical regional land use.

Objectives:

- a. Engage community stakeholders in collaborative decision making and implementation of local and regional environmental quality plans.
- b. Protect surface water and groundwater quality in the City and surrounding area.
- c. Effectively manage stormwater in Sturgeon Bay, reducing runoff and mitigating impacts on the local water system.
- d. Prepare for and respond to future demands on Sturgeon Bay resources and infrastructure due to environmental changes and future community growth.
- e. Pursue opportunities that both support natural resource protection and the health of the local economy.
- f. Highlight Sturgeon Bay's location in the region and natural assets as a destination for outdoor recreation and tourism.
- g. Work with the surrounding jurisdictions, including the Towns and Door County to protect agricultural areas and natural areas, through a compact development pattern.
- h. Encourage agricultural use of peripheral lands to protect and enhance agriculture and food production in Sturgeon Bay and Door County.
- i. Protect natural resources which enhance the quality of life and provide a balance between human-made and natural areas.

Policies:

- a. Protect the City's sensitive natural areas including floodplains, wetlands, drainageways and steep slopes (shown on Map 3) through overlay zoning standards.
- b. Support waterfront management, restoration, erosion control, water clean-up initiatives, proper landscape practices, stormwater management, and use of vegetative buffers.
- c. Reduce impervious surfaces in the community by replacing paved areas with green infrastructure and limiting impervious surfaces in future development to manage stormwater and runoff.
- d. Require all site plans, preliminary plats, and certified survey maps to accurately depict sensitive environmental resources including wetlands, floodplains, steep slopes, and drainageways that are found on the site.
- e. Seek ways to preserve the natural features of a site, and natural resources in the area when development proposals are offered.

- f. Work to protect threatened or endangered species and wildlife habitat areas.
- g. Adhere to the wellhead protection requirements in the zoning code to prevent groundwater contamination.
- h. Cooperate with other units of government and non-profit land conservation agencies on preservation of natural resources which are under shared authority or cross government boundaries.
- i. Pursue funding opportunities to maintain, protect, and enhance environmental quality in the City.
- j. Encourage programs that help to educate citizens on the tools, programs, and incentives that protect the natural environment.
- k. Explore codifying the City's commitment to sustainability and resiliency through waste reduction, energy efficiency, and climate adaptation and mobilization legislation.
- l. Carefully consider the location of productive agricultural lands before making decisions on the expansion of municipal services or growth.
- m. Promote best management and agricultural practices, including the use of pesticides and soil and water conservation techniques.
- n. Work with the surrounding jurisdictions to encourage a compact, orderly, and efficient development pattern within the current or future City boundaries that minimizes land use and/or intergovernmental conflicts.
- o. Continue and/or strengthen municipal programs and activities that promote healthy water resources such as street sweeping, leaf pick-up, planting of street trees, and maintaining beach dune.

Agriculture, Natural Resource, and Environmental Sustainability Programs and Recommendations

Make Sustainability and Resiliency a Community-Wide Priority

This Plan was carefully informed by input from the public as well as City leadership, and again and again sustainability was identified as being critical to the community's future. Sturgeon Bay has already made strides in advancing sustainability. These early efforts reflect an understanding of the importance of the environment to the quality of life in the City. Moving toward 2040, the City should continue to increase and broaden its efforts on sustainability and champion new initiatives that demonstrate it is a citywide priority.

Recommended Actions:

- Advance a green infrastructure implementation plan to reduce the amount impervious surfaces in the City to manage stormwater runoff, reducing contamination and flooding risks. Specific green infrastructure applications are described below.
- Prioritize efforts to preserve and enhance Sturgeon Bay's natural resources, including Crossroads at Big Creek, the Sturgeon Bay Canal Nature Preserve, and other potential areas for conservation.
- Form an Environmental Action group of citizens and leaders
 - Advertise and promote community programs
 - Identify opportunities for specific action
 - Mobilize volunteers for local clean up and environmental stewardship programs
- Work with local non-profit community groups to expand community garden programs, assisting groups in identifying suitable land for gardens and urban agriculture.
- Pursue funding opportunities to address environmental issues, including Emerald Ash Borer mitigation and tree replacement efforts.

- Complete a climate event risk assessment in Sturgeon Bay, analyzing areas of vulnerability, identifying hazard mitigation steps, and prioritize an action plan to be ready for potential weather events, including floods.
- Establish a public stormwater utility to more equitably fund the City's stormwater management funds. Rates could be based on the amount of impervious surface on a lot and provide incentives and discounts for best practices, including rain barrels, rain gardens, permeable pavement and other green infrastructure.

Connect Local Food and Agriculture Producers with Consumers

In addition to preserving land for farming, the City should be involved in efforts to ensure the economic viability of future agricultural operations. This will involve cooperating with the surrounding towns, counties, UW-extension, DATCP, and other public and non-profit organizations to develop markets for and identify ways to add value to local agricultural products. Additionally, the City should work with its local and regional economic development partners to establish food- and agriculture-based economic development strategies to make Sturgeon Bay a destination for local food and tourism. Some ways in which the City can contribute to these efforts include the following:

- a. Farmer's Markets: Local farmers markets provide a direct means for farmers and other value-add food producers and makers to sell their products to the consumer, contribute to the local economy, and encourage members of the community to come together. Sturgeon Bay currently hosts a weekly market through the Parks and Recreation Department. The market is currently held downtown in the Market Square parking lot adjacent to City Hall. While this location is advantageous for its ability to bring residents and visitors to downtown, the City should support the future growth and expansion of this event, including monitoring future space needs and improving vendor participation, community attendance and coordination with markets held in other communities.
- b. Community-Supported Agriculture (CSA) programs: A CSA program allows farmers to sell shares of their products directly to consumers throughout the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. There is an abundance of CSA programs in northeast Wisconsin, including many based in Door County. The City has an opportunity to advance these programs by supporting and promoting the programs wherever possible. Some relatively simple and straightforward approaches might be to arrange for the display of informational pamphlets for local CSA programs in City Hall, or to post information and links on the City's website that inform residents about available CSA programs. The City can also provide information on local farms and CSA programs to City businesses, including restaurants and hotels to encourage local sourcing.
- c. Restaurants: As a full-service community that attracts locals and tourists throughout the year, Sturgeon Bay has a substantial number of restaurants and food service businesses. These establishments provide residents with vital community gathering space. The City should build programs that expand the opportunity for restaurants, bakeries and cafes to purchase, serve, and generally promote locally grown foods by reducing barriers between restaurants, food providers, and agricultural growers. Restaurants that offer handmade food from locally grown products are an asset to a family-oriented, hard-working community like Sturgeon Bay, but this concept could also be used to market the restaurant to people who live outside the City in surrounding communities.
- d. Schools and Institutions: Since it is necessary for schools and institutions like hospitals to consistently purchase large quantities of food, local food producers would offer fresh, in-season, healthful products that would promote the health of students and patients. Sturgeon Bay Schools and Door County Medical Center could develop a farm-direct program to increase the purchasing of local food and expand their existing efforts like the High School's greenhouse and the Medical Center's community garden. A farm-direct program could encourage Sturgeon Bay Schools and other institutions to buy directly from local farmers and growing cooperatives and incorporate fresh, nutritious, local, and sustainably grown food to school lunch

menus. Farm-direct programs also create hands-on opportunities for students to learn about healthy foods and nutrition through initiatives like “edible schoolyards,” community gardens, cooking lessons, and expanded “garden bars” in cafeterias.

- e. Value-Add Food Producers: Companies that manufacture food products provide an obvious target for the marketing of local, raw agricultural products. Sturgeon Bay and Door County are home to several food producing companies, from cheese makers to meat processors to commercial fishing operations. The City has the opportunity to pursue economic development strategies related to the expansion of value-add food production in Sturgeon Bay, including finding new ways to showcase, market, and sell local food-products to consumers and tourists.

Protect Environmental Corridors

Environmental corridors are important elements of the natural resource base. They help create the form and character of the City. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, and scenic value. Environmental corridors also have limitations for development.

For the City, environmental corridors are shown on Map 3 and described more fully in the Land Use chapter. They represent the composite of mapped floodplain, wetland, woodland, public land, steep slope (20%+), and drainageway and waterway buffer areas. In the City of Sturgeon Bay, most environmental corridors are on protected lands, areas surrounding the channel and Little Creek, and woodlands surrounding the City.

Recommended Actions:

- Existing development and land uses should be allowed to continue within mapped environmental corridors, but some improvements may be limited.
- Environmental corridors should be maintained of sufficient width and ground cover to provide movement of wildlife and fulfill their other functions.
- Maintained lawns and formal landscaping within environmental corridors are strongly discouraged.

Promote a Compact Development Pattern

The City should implement land use policies that generally promote a more compact development pattern, focusing on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, conservation neighborhood development, and smaller lots sizes (see Housing and Neighborhoods). A compact development pattern will benefit regional water quality, facilitate alternative forms of transportation (e.g. walking, biking), help keep development out of productive agricultural areas, and will be less expensive to serve with public utilities and services.

Recommended Actions:

- Maintain a distinct edge to the City by restricting sprawl and protecting agricultural land use in active farming areas outside the City.
- Focus on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, conservation neighborhood development, smaller lots sizes, and increased density through multifamily housing, particularly in downtown.
- Create and maintain a complementary transportation network that facilitates compact development through alternative forms of transportation (e.g. walking, biking, transit).
- Create a vacant land inventory to promote and publicize lots available for redevelopment and infill.
- Implement the smart growth strategy depicted on the Future Land Use Map (Map 5).

Protect Water Quantity and Quality

One of Sturgeon Bay's most defining characteristics and vital assets is its location on Lake Michigan and Sturgeon Bay. This abundant freshwater resource not only contributes to the City's natural beauty, but it provides ecological and economic opportunities. Sturgeon Bay is not only dependent on its waterfront, but its drinking water comes from groundwater wells, further connecting the City and its residents to the sensitive local water cycle. It is unquestionable that the activities, uses, and management of land has critical impacts on the quantity and quality of our water resources. As Sturgeon Bay is impacted by both lake water and groundwater, it is essential that the City utilize best practices to protect water quality in the region.

Recommended Action:

- Expand regional partnerships to implement environmental quality plans and best practices.
- Reduce impervious surfaces in the community through green space, green infrastructure, infrastructure improvements, and Complete Street designs to manage stormwater and runoff. Efforts could include retrofitting bioswales into existing parking areas. The City should participate in available green infrastructure funding programs to help property owners implement green infrastructure strategies.
- Partner with property owners in the identification, assessment, remediation, and reuse of "brownfield" sites. These sites have the potential to contaminate groundwater. Significant State and federal dollars are available for brownfield assessment, planning, and clean-up in advance of redevelopment. The City should continue to be active in identifying and helping to clean up and restore to economic use those sites that contain soil contamination.
- Review City standards for new development to require street widths, sidewalks, and other infrastructure designs that encourage effective stormwater management, pedestrian connections, and advance other City sustainability goals.
- Strengthen municipal programs that promote water quality and quantity benefits, including planting and maintaining street trees, street sweeping, leaf pick-up, and beach grass maintenance.
- Continue to follow wellhead protection standards to prevent groundwater contamination.
- As part of Sturgeon Bay's Environmental Management Plan, prepare and adapt to changes in Lake Michigan water levels.
- Establish a policy regarding the use of native plant species and the eradication of invasive species to improve shoreline and mitigate flooding impacts.
- Create an incentive program for utilizing sustainable stormwater infrastructure for residents and private sector businesses.

Encourage Green Building Construction and Rehabilitation

In recent years, communities around the country have encouraged more sustainable building practices oriented towards fighting global warming and building a green, low-carbon economy. Practices include requiring new municipal or municipally-funded buildings to achieve Leadership in Energy and Environmental Design (LEED), Energy Star, Passive House, or Living Building Challenge certification or meet local green building and sustainability standards. The City can also provide incentives for private developers who construct LEED or locally-certified green buildings, as well as create energy efficiency benchmarking programs for public and private buildings. Additionally, communities are encouraging or requiring the incorporation of infrastructure and technology that prepares City buildings for the future and enables residents to adopt green technology, including electric vehicle charging stations and smart home devices. These strategies move the City toward energy conservation and efficiency, and include retrofitting buildings to improve energy efficiency, wind power, solar power, and next generation biofuels, as used to protect human health and the environment.

Recommended Action:

- Explore opportunities to promote and encourage the construction of green buildings and consider adding green or sustainable standards into City codes and ordinances.
- Promote insurance industry benefits related to “green” investments in buildings, homes, and vehicles.
- Conduct periodic audits of existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable.
- Consider requiring that energy consumption be tracked by property owners and disclosed to potential buyers or tenants to encourage energy efficiency and empower buyers and tenants to make informed decisions about energy consumption.
- Consider programs that support builders in constructing housing and commercial units that are energy efficient in their design and technology and enable residents to implement energy saving, smart home technologies. In particular, promote the Property Assessed Clean Energy (PACE) program adopted by Door County as a means to fund energy saving improvements.
- Create waste-reduction programs for construction and demolition waste.
- Explore opportunities for public and private sector technology upgrades to enable the future of transportation and mobility technology, including partnering with Sturgeon Bay Utilities and Destination Sturgeon Bay to install electric vehicle charging stations at municipal parking lots, particularly Market Square parking area.
- Establish Sturgeon Bay as a Center for Aquatic and Environmental Research

Sturgeon Bay’s location, natural assets, and collection of businesses, institutions and infrastructure make it a unique community in Northeast Wisconsin and in the Great Lakes Region. The City should work with its local and regional academic and economic development partners, as well as the U.S. Coast Guard and other institutional partners to utilize these unique resources and establish Sturgeon Bay as a hub for environmental research and applied study. Deeper study of our ecological systems is critical to increasing their resiliency in the future and Sturgeon Bay has the opportunity to be at the forefront of this research. In particular, the City has the opportunity to become the home of the third Great Lakes National Estuarine Research Reserve (NERR) established by the National Oceanic and Atmospheric Administration (NOAA).

Recommended Action:

- The City should continue to support the establishment of the NERR in Sturgeon Bay. The Common Council and the Door County Board of Supervisors indicated their support by resolution in 2019.
- The City of Sturgeon should continue to strengthen its partnership with University of Wisconsin-Green Bay, Door County and other partners to pursue this opportunity.
- With the creation of the NERR, Sturgeon Bay should explore additional opportunities for complementary research, industry, and services to establish the City as a destination and hub for environmental research.

Develop an Environmental Management Plan to Codify Best Management Practices

To further Sturgeon Bay’s commitment to sustainability, the City should develop an Environmental Management Plan and expand its discussion to include climate resiliency and mitigation. This plan will build off existing ordinances and programs to codify best management practices for the City and advance the goals of limiting run-off, protecting and improving water quality, reducing flooding and addressing the impacts of climate change. An effective and comprehensive environmental management approach may include any or all of the following:

- Maintain and expand Sturgeon Bay’s tree canopy, replacing dead or dying trees and addressing large-scale issues like Emerald Ash Borer.

- Evaluate existing flood mitigation efforts and climate event readiness and prepare an adaptation strategy
- Stormwater Management strategies, including:
 - **Incorporate progressive construction site erosion control practices.** Construction sites generate a significant amount of sediment run-off if not managed properly. Under current State laws, erosion control plans are required for all construction sites that are larger than one acre. The City will continue to enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development/redevelopment sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing any displaced vegetation.
 - **Utilize infiltration and retention areas.** Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native edge vegetation whenever feasible to ensure the aesthetic and functional integrity of the site.
 - **Maximize permeable surface areas.** This technique focuses on reducing the impervious footprint of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Where paved surfaces are necessary, these areas should be graded so they drain to infiltration areas. This approach also includes the incorporation of narrower street widths into neighborhoods, where possible, and the development of smaller lots, which are typically associated with less impervious surface per lot (e.g. less street frontage needed per lot).
 - **Rain gardens:** A rain garden is a landscape feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The City may consider codifying rain garden design standards as part of its landscaping ordinance, allowing the construction of rain gardens that meet these standards to apply towards the City's landscaping requirements.
 - **Rain Barrels:** A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground.
 - **Green (vegetated) roofs:** Green roofs effectively act like sponges, absorbing water from rainstorms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. Other benefits to green roofs include reducing the amount of stormwater entering the storm sewer system, absorbing air pollution, protecting the building's underlying roof material by eliminating exposure to UV radiation and temperature fluctuations, providing habitats for birds and other small animals, functioning as a more attractive alternative to traditional rooftops, reducing the amount of outdoor noise entering the building, reducing energy costs by insulating the building from extreme temperatures, and reducing urban heat island effects. This is an area where the City could take a



Example of a rain garden

leadership role by installing green roofs on future municipal buildings or retrofitting existing buildings when roof replacements are necessary.

- **Vegetated buffer strips and berms.** Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. The City should seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.
- **Permeable pavers.** Pavement and/or concrete is typically impervious, forcing water away from it. Permeable pavers aim to change that by allowing water to seep through the pavement itself or providing gaps for the water to seep into. Both methods allow stormwater to be controlled at the source, while helping to reduce runoff and increase the filtering of the water. Permeable pavement is a rapidly evolving and improving technology that offers a new form of on-site stormwater management.
- **Retention ponds.** Retention ponds aim to filter out sediment and other solids from stormwater, while also retaining runoff on-site. These ponds usually have some water in them most of the time to allow materials in the water to separate out and sink to the bottom. These are typically used in larger-scale developments or subdivisions.
- **Bioswales.** A bioswale is a small-scale combination of a detention pond and vegetate buffer strip. It is typically designed to be sloped, so that it both filters the water with organic materials that make up the buffer, while also containing the water during rain events. Bioswales are typically dry most of the time, other than directly after rain events or snow melts. Overall, they remove pollutants, silt, and other debris that might be in the water, while also mitigating peak stormwater flow.

City of Sturgeon Bay Comprehensive Plan

Map 2: Natural Features

DRAFT

- Surface Water
- City of Sturgeon Bay
- Other Municipal Boundaries
- State Highway
- County Highway
- Local Road
- Woodlands
- Watershed Boundaries
- Slopes above 12%
- DNR Wetlands
- FEMA 100 Year Floodplain outside DNR Wetlands*
- Environmental Corridor**
- Protected Lands and Parks

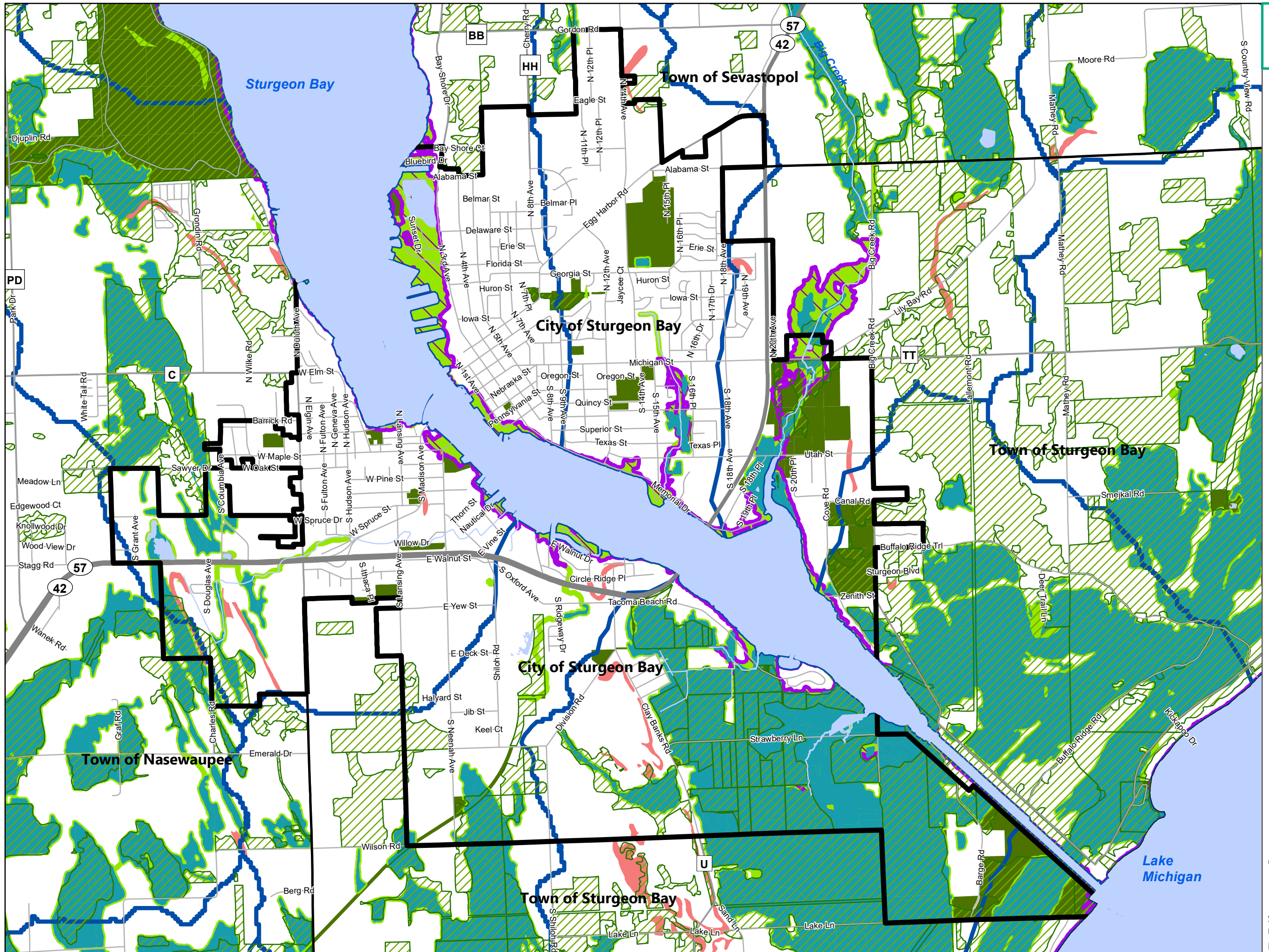
*Note: A revised floodplain is currently being reviewed by FEMA.

**Enivronmental Corridors depicted are those mapped in addition to DNR Wetlands

Date: 6/17/20



Sources: Door County, City of Sturgeon Bay, US Census Bureau, Ayres Associates, WI DNR, FEMA, USDA



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Chapter Three: Cultural Resources and Community Identity

Cultural Resources Goals, Objectives, and Policies

Goal:

Sturgeon Bay will build on its strengths, community character, and heritage to preserve and promote its distinctive identity.

Objectives:

- a. Maintain and enhance the cultural integrity of the City through preservation and enhancement of historic, cultural, and archeological resources.
- b. Continue to promote the historic identity of the City through signage, design, and preservation.
- c. Recognize and protect natural features as part of Sturgeon Bay's heritage.
- d. Promote the arts in Sturgeon Bay to establish the City as a regional arts center and attract artists, residents, and tourists.
- e. Increase diversity, inclusion, and representation in Sturgeon Bay's leadership and civic engagement across all racial, gender identity, religious, and socio-economic backgrounds.
- f. Maintain a community balance between tourism- and resident-focused culture and identity.
- g. Ensure Sturgeon Bay remains a place where all residents, including families, have access to supportive services and amenities – including safe childcare, high quality schools, and diverse cultural and recreational opportunities.

Policies:

- a. Support opportunities to connect the City's cultural and economic activities with its natural resources and features.
- b. Encourage private landowners to protect and rehabilitate historic and archeological sites and incorporate them into the planning of new development areas where appropriate.
- c. Support the organization, promotion and development of the arts in Sturgeon Bay, including arts-based events, arts destinations, and integration of public art in City projects and places.
- d. Support opportunities to promote Sturgeon Bay as a year-round community with events, facilities and amenities that are active and attractive throughout the year.
- e. Expand opportunities for diverse residents to participate in decision making and reduce barriers to leadership opportunities within the City.

Cultural Resources and Community Identity Programs and Recommendations

Preserve Sturgeon Bay's Historic Character and Promote its Maritime Heritage

Sturgeon Bay's deep history is still present today in its vibrant historic downtown and inventory of historic buildings, iconic bridges, and working waterfront; this present connection to the past distinguishes the City among its Door County peers. The City of Sturgeon Bay should continue to promote and preserve its historic character, particularly its connection to the historic and present-day maritime industry.

Recommended Action:

- Continue to support the preservation of historic buildings and sites in Sturgeon Bay, particularly in Downtown and the City's Third Avenue Historic District.
- Complete a new inventory of historic structures in Sturgeon Bay.
- Promote Sturgeon Bay's historic significance and community identity through unified signage, markers, banners, and other branding. Implement the wayfinding strategy and plan for branding materials that is seasonal and connects to Sturgeon Bay's heritage, community character, and exciting future.
- Work with local and regional historic preservation groups to develop preservation and education programs.
- Identify and pursue funding sources for historic building improvements and rehabilitations.
- Work with local partners to promote Sturgeon Bay's historic attractions, including the Door County Maritime Museum and the Door County Historical Museum.
- Continue to incorporate Sturgeon Bay's unique maritime history and its connection to the maritime industry in community events and promotions.
- Promote Sturgeon Bay's status as Coast Guard City and continue to celebrate the presence of the US Coast Guard in Sturgeon Bay.
- Promote infill and adaptive reuse in Downtown Sturgeon Bay, particularly for arts-based uses.

Establish Sturgeon Bay as a Regional Arts Center

Sturgeon Bay is a place where people can create and enjoy fine arts, performance arts, live music, and culture. The City should further develop these assets and create new opportunities with creative infrastructure for artists to live and work.

Recommended Action:

- Encourage the adaptive reuse of buildings for arts-based activities, including artist live-work studios, artist housing, galleries, and arts education space.
- Explore opportunities for innovative programs that connect artists with living and working space, particularly in Downtown Sturgeon Bay and the Steel Bridge Creative District.
- Promote Sturgeon Bay to artists and students across the region as a place to live, work, and create, particularly through arts and educational channels.
- Establish artist showcase events, public art programs, and performance opportunities for artists to bring their creativity to the public.
- Work with local partners, including Destination Sturgeon Bay and the Miller Art Museum, to promote arts in the Steel Bridge Creative District and throughout Downtown Sturgeon Bay.
- Establish a supportive pipeline for students in the arts that connects middle and high school students to internship and mentorship opportunities.

- Establish an industrial arts incubator in Sturgeon Bay to expand opportunity for local artists and further cement the City's identity as an arts destination. Consider a downtown and/or historic reuse location for the Industrial Arts Incubator, including South 2nd Avenue in the Steel Bridge Creative District.
- Coordinate with community organizations and build off existing assets, including the burgeoning Steel Bridge Creative District, to promote the arts, cultural facilities, entertainment, and events for residents and tourism.

Beautify Sturgeon Bay to Maximize its Sense of Place

Sturgeon Bay should pursue opportunities to beautify its public spaces and streetscapes, utilizing public art and landscaping to establish a greater sense of place in the community.

Recommended Action:

- Complete a streetscape and community beautification plan.
 - Identify and prioritize public streets and public spaces for beautification improvements.
 - Establish design and materials guidelines for beautification.
 - Complete a public art opportunity inventory to identify spaces for public art, including buildings with blank facades suited for murals and locations that fit together to create a public art network in Sturgeon Bay.
 - Complete implementation of the new wayfinding and signage system that connects City destinations with its natural features.
 - Identify potential funding sources, sponsorships and partnerships to implement beautification efforts.
- Increase public art in the City. Public art can include murals, sculptures, interactive art and kinetic sculptures, participatory and multi-sensory art projects.
- Create opportunities for art-related uses in vacant storefronts to increase foot traffic and occupy key commercial space.
- Connect students and youth with art education and resources.
- Establish community-wide programming around the arts, including a public art map that showcases opportunities to view public art that is accessible to pedestrians and bicyclists.
- Pursue funding opportunities to support and expand arts in Sturgeon Bay.

Increase Engagement with Sturgeon Bay Residents

As Sturgeon Bay moves into the future, resident communication and engagement is critical. Supporting community development and involvement will help build and sustain momentum on City initiatives and build an open environment to achieve community consensus. It is important for the future growth and strength of Sturgeon Bay that its leadership and engagement is diverse and inclusive.

Recommended Action:

- Expand communication on Sturgeon Bay municipal activities and initiatives across multiple channels.
- Continue to recognize and elevate the work and contributions of all residents in Sturgeon Bay, particularly people of color and residents of diverse backgrounds.
- Develop open data policies regarding community data to increase transparency.
- Expand leadership pipelines that help incorporate more diverse residents into City employment and municipal boards and commissions.
- Expand opportunities for citizen involvement in City decision making.
- Leverage community-wide gathering opportunities through the school system to engage with diverse residents on municipal topics.

- Establish outreach opportunities with local leaders, including elected officials, community bodies, and the police department.
- Establish decision making metrics to identify, prioritize and implement community-wide initiatives in an equitable and efficient manner, ensuring that resources are spread across the City.

Chapter Four: Housing

Housing Goals, Objectives, and Policies

Goal:

Sturgeon Bay will provide a variety of quality, well-maintained housing types, densities, arrangements, locations, and costs to promote a desirable living environment for all residents.

Objectives:

- a. Promote high quality residential development that enhances existing neighborhoods.
- b. Provide a range of housing types to address the demands of various age groups, household types, income levels, and those with special needs.
- c. Encourage infill development to enhance existing housing types in established neighborhoods.
- d. Encourage a mix of housing types in newly developed neighborhoods as well as existing neighborhoods where appropriate.
- e. Pursue zoning code changes that permit diverse housing types, including a smaller lot single family residential district to encourage lower cost, attainable housing.
- f. Look for opportunities for the City to take a proactive role in housing development and pursue partnerships to construct new housing.
- g. Establish a City target for 400 new workforce units by 2030 and work to recruit development that will advance this goal.
- h. Work to meet the housing goals of the 2019 Door County Housing Study and prepare an updated study after 2023.
- i. Promote maintenance of the City's existing housing stock.
- j. Ensure that new residential development can be conveniently served by parks, schools, and urban services.
- k. Develop well-designed neighborhoods oriented toward pedestrians and well-served by sidewalks and bicycle routes.

Policies:

- a. As part of a compact development strategy, guide new housing to areas immediately adjacent to existing development and areas with infill opportunities.
- b. Plan for multi-family development in parts of the City where streets and sidewalks can handle increased volumes of traffic and there are adequate parks, open space and shopping facilities existing or planned.
- c. Plan new residential development to protect environmental resources, improve the creativity of site planning and design, and ensure the City's housing goals and objectives are met.
- d. Prioritize development of new neighborhoods in areas within the Sewer Service Area.
- e. Reduce the reliance on the R-1 zoning district for new development areas and incorporate an appropriate level of multi-family housing into the Sturgeon Bay inventory.
- f. Support programs that help maintain and rehabilitate the City's existing housing stock, such as adopting the International Property Maintenance Code in order to ensure older housing stock is maintained.

- g. Restrict housing development below the floodplain and explore feasibility and methods for protecting existing residence in or below the floodplain.
- h. Establish programs and incentives to encourage green construction and home rehabilitation standards, as well as the implementation of energy efficiency technology in residential development.
- i. Establish policies to encourage developers to include green infrastructure and technology in neighborhood design, from stormwater management to electric vehicle charging.

Housing and Neighborhood Development Programs and Recommendations

Support High-Quality Housing at All Income Levels

Sturgeon Bay's residents are particularly proud of the City's housing stock and its attractiveness to area residents looking for quality housing at a more affordable price point, particularly for young families and professionals looking for access to a strong school district and idyllic natural landscape. However, market forces and national and regional trends have made affordable housing less attainable. The City should continue to support policies and programs that provide high-quality, affordable housing options in the community that meet the needs of a variety of residents while exploring new approaches to housing development.

It is essential for Sturgeon Bay to have a diverse supply of housing options that serve residents at different life stages, from apartments and other multi-family units, to entry level homes, to senior living options for older residents looking to trade in the maintenance and responsibility of a home for a smaller alternative. Providing this mix of housing options allows residents to stay in Sturgeon Bay as their lives and housing needs evolve and as people move on from an entry home to a larger family home or from an apartment to condo, their former units become available for other members of the community. Diverse housing options can also help attract new residents to Sturgeon Bay, particularly younger demographic groups interested in housing affordability, access to employment centers and abundant natural and recreational opportunities that the City can offer.

Additionally, Sturgeon Bay's tourism economy, large number of service sector employees, and the seasonal nature of some of its major industries make the availability of attainable, workforce housing even more necessary. Bringing these groups to Sturgeon Bay will be key in balancing the population and keeping the City vibrant into the future.

Recommended Actions:

- **Promote the Maintenance of Older Neighborhoods:** The existing housing stock in Sturgeon Bay is an important component of the housing supply, provided that housing is well maintained, and residents have access to resources for the upkeep and rehabilitation of their homes. Greater use of programs like Community Development Block Grant (CDBG) would help fund rehabilitation grants and loans for existing housing. A review of existing ordinances may also help facilitate proper maintenance and upgrading of new homes.
- **Diversify New Housing.** One of the most successful approaches to increasing the diversity in housing within a community is allowing a variety of housing types and development styles across the City. Allowing large, medium, and small lot single-family options in proximity to duplexes and townhomes, with some larger multi-family units mixed in provides a housing option to all areas of the market. It also moves larger projects through each development phase more quickly, which is beneficial to both the City and the developer.
- **Support Infill Residential Development and Densification.** In furtherance of the housing objectives and policies, the City should prioritize infill, redevelopment and adaptive reuse housing development where

possible. This not only promotes densification and therefore higher efficiency and improved accessibility within the City, it also utilizes the existing capacity within the utility system. This approach applies not only to housing in Downtown Sturgeon Bay but to other open and underutilized areas within the City.

- **Support Housing in Mixed Use Areas, including Downtown:** As part of housing diversification efforts, the City should continue to emphasize the conversion and creation of upper story spaces into housing. Sturgeon Bay has a range of historic downtown buildings; condominiums, apartments, and townhomes could be incorporated into the redevelopment and reuse plans for certain sites and mixed with retail, office and commercial uses.
- **Allow High-Quality Multiple Family Housing:** Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options as well as housing targeting seniors. Too often, resistance to higher density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community, or are generally unattractive. Multi-Family developments should follow the design guidelines below.
- **Encourage Smaller City Lot Sizes:** Although the City has very few vacant lots suitable for single family housing, the City should adopt, utilize, and encourage residential zoning districts that allow smaller lot sizes and a smaller minimum house size. Smaller lot sizes result in lower development costs, lower lot prices, and a more compact land use pattern that uses land more wisely. These homes are attractive to a number of demographic groups important to the City of Sturgeon Bay, including young professionals, young families, and members of the local workforce, including police officers and teachers, looking for an entry level home, as well as active seniors looking to downsize from larger homes to smaller dwelling with less maintenance. The City's zoning code currently allows a minimum lot of 7,500 square feet; lots as small as 4,000 square feet and as narrow as 40 feet are becoming increasingly common in Wisconsin. The City should consider a zoning code amendment to create a new small lot single family zoning district, as recommended in Chapter 7 Land Use.
- **Allow Increased Housing Density in Sturgeon Bay.** Increased housing density helps the City achieve its land use and housing goals by promoting compact development and diversifying housing options for Sturgeon Bay residents. The City should pursue opportunities to increase housing density, including:
 - Increasing the maximum housing density of multi-family housing in and around Downtown
 - Update the zoning code to loosen the rules on Accessory Dwelling Units

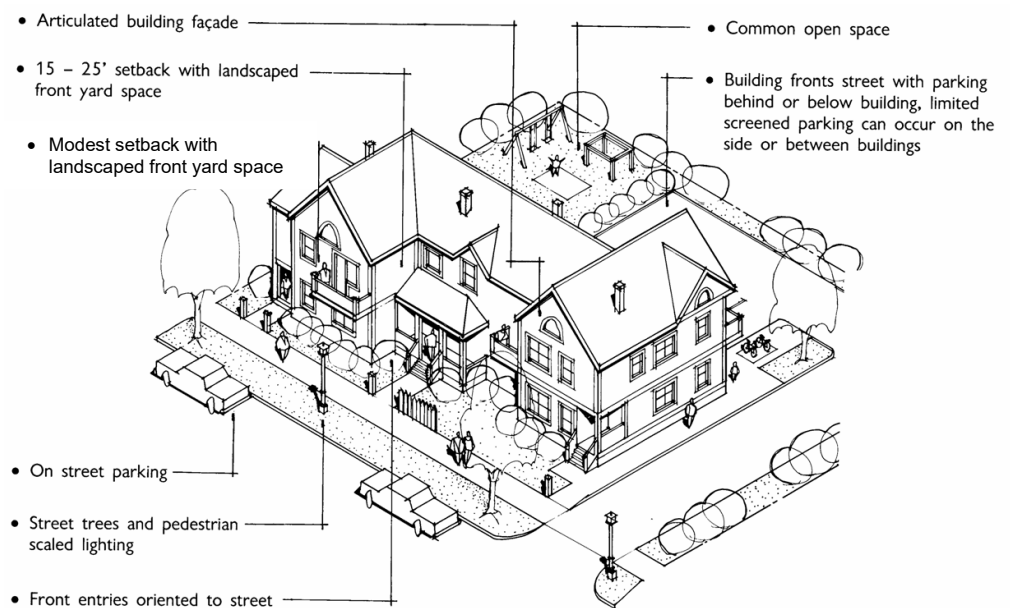


- **Support Programs to Provide Affordable Workforce Housing:** Several State and federal programs exist to help provide affordable workforce housing. Programs such as the federal Low Income Housing Tax Credit (LIHTC) program, administered through the Wisconsin Housing and Economic Development Agency, can help provide high-quality housing for lower income residents. Additional recommended actions include:
 - Continue to support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market.
 - Partner with housing advocacy groups to facilitate development that will serve low- to moderate-income residents and provide affordable housing alternatives.
 - Support innovative approaches to home financing and unique purchase models that allow residents to go from renting to owning.
- **Employ a Proactive Approach to Housing Development** High construction costs, land values, dense development patterns, migration patterns, and the availability of capital have made constructing homes that are suitable for residents in diverse family, life-cycle, and income situations more difficult in recent years. Given these constraints on housing development in Sturgeon Bay, which also include, demographic changes, and shifts in market trends, the City should consider taking a proactive role in the recruitment and creation of diverse housing options in limited instances. This proactive role could include a variety of actions, dependent on future needs, including:
 - Partnering with developers and builders to provide land or invest in infrastructure
 - Acquiring land for future home development
 - Exploring opportunities for housing options to be incorporated into different mixed-use development and work with developers to provide a variety of housing alternatives at different price points
 - Creating local home construction and rehabilitation funds
- **Address the Challenges of Short-Term Rentals** Short-term rentals provide a way for homeowners to earn extra income by renting all or part of their homes to tourists for a limited time. The popularity and profitability of short-term rentals (commonly using web platforms such as Airbnb and VRBO) has generated housing affordability issues for tourism-oriented communities in Door County and throughout the state, where significant proportions of residences have been converted to short-term rental properties. This negatively impacts housing affordability by reducing supply - as many homes have been taken off the market for short-term rentals - and by increasing demand - as the profitability of renting out homes drives up the cost of real estate in neighborhoods. Wisconsin law prevents local governments from prohibiting short-term rentals in single family homes for periods of 7 days or more. The City can prohibit rentals of less than 7 days and regulate the operations of short-term rentals of any duration. The City should remain up-to-date on current law and available tools to manage the number and operation of short-term rentals and to preserve housing affordability and consider the most appropriate actions.

Enact Design Standards for Multiple Family Housing

Multiple family housing provides options for the elderly, younger residents, and employees for Sturgeon Bay and other area businesses. However, such projects often cause community opposition. In some cases, this is because projects have been poorly designed. The City should include detailed design guidelines for all new or expanded multi-family residential developments in the zoning ordinance and enforce them during development review processes. The following guidelines provide a foundation:

- Incorporate architectural design that fits the context of the surrounding neighborhood, and Sturgeon Bay's overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Promote building materials, designs, scale, and setbacks that are compatible with the City's urban form, particularly in mixed use areas.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections. Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.
- For projects in denser areas, reduce parking requirements and increase pedestrian and bicycle infrastructure.



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Chapter Five: Transportation

Transportation Goals, Objectives, and Policies

Goal:

Sturgeon Bay will provide a transportation system that is safe, reliable, efficient, convenient, equitable, affordable, and includes active transportation alternatives to meet the needs of all residents regardless of age, ability, or income.

Objectives:

- a. Provide an overall transportation system that accommodates existing and planned development in the most efficient and effective manner possible.
- b. Ensure that transportation system improvements are coordinated with land development.
- c. Construct Complete Streets that provide safe and efficient access to all users, regardless of age, ability, and mode.
- d. Provide safe and efficient access between neighborhoods, employment centers, schools, service centers and recreational centers.
- e. Expand safe biking and walking routes in the City to serve all neighborhoods, schools, parks, playgrounds, places of worship, and activity centers.
- f. Enhance waterfront corridors with pedestrian and bicycle facilities where needed and feasible.
- g. Provide for adequate on- and off-street parking facilities.
- h. Ensure coordination with state, regional, county, and local transportation planning efforts that may have an impact on the City and its transportation system.
- i. Provide the highest quality regional bike and pedestrian trails and connections.
- j. Ensure that a publicly accessible transit system and programming remains available to Sturgeon Bay residents.
- k. Support Cherryland Airport by enforcing airport height limitations and preventing incompatible land use adjacent to the airport.
- l. Support water transportation and Sturgeon Bay's function as a port by supporting the Army Corps of Engineers' maintenance of Sturgeon Bay navigation channel and working with the Wisconsin Department of Transportation regarding harbor assistance grants.



Policies:

- a. As municipal improvement projects are planned and implemented, monitor and coordinate with all local, regional and state bicycle, pedestrian, and other transportation plans.
- b. Preserve sufficient public street right-of-way to allow for needed street updates and improvements.

- c. Require all new streets in the City to be evaluated and designed to be Complete Streets that provide safe and efficient access to all users, regardless of age, ability, and mode.
- d. Utilize scheduled transportation improvements, including resurfacing or reconstruction, to enhance pedestrian and bicycle infrastructure, to create Complete Streets.
- e. Require traffic impact analyses for large commercial and industrial projects to determine on and off-site impact.
- f. Require sidewalks or other alternative pedestrian pathways in all new developments and retrofit these facilities along appropriate arterials and collector streets.
- g. Consider pedestrian and bicycle accessibility when selecting sites for new public facilities such as schools, parks, library, and community centers.
- h. Whenever feasible, aesthetic improvements such as canopy shade trees along terraces, pedestrian scale theme lighting, landscaped boulevards, banners, benches, etc. shall be included in all arterial and collector street construction and reconstruction projects.
- i. Working in conjunction with surrounding governments, periodically update the City's Official Map to reserve rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, bridges, and other transportation-related features based on the recommendations of this Plan.
- j. Review all City infrastructure for compliance with the Americans with Disabilities Act and prioritize projects for improvements to ensure accessibility to residents of all abilities, including those with mobility issues as well as vision and hearing loss.
- k. Utilize traffic calming techniques to promote safe, walkable streets, particularly in residential neighborhoods. Traffic calming infrastructure can include roundabouts, curb bump outs, medians, and road diets.
- l. Work with WI DNR and Door County to complete the Ahnapee Trail connection between the trailhead on Neenah Ave and the Bayview Bridge.
- m. Work with Wisconsin Department of Transportation to improve safety and access at highway intersections in and around Sturgeon Bay.
- n. Complete the bicycle/pedestrian trail and underpass of the Bayview Bridge.
- o. All new development should be well connected to adjoining areas by a convenient, connected street network.

Transportation Programs and Recommendations

Official Mapping

Recommended street system improvements in the City of Sturgeon Bay include updating and enforcing of an official map that identifies existing streets, expansions of existing street rights-of-way, rights-of-way for proposed new streets. Chapter 62.23 Wis. Stats. authorizes cities to create and adopt official maps for lands within the municipality and the extraterritorial jurisdiction of the municipality. The Official Map allows the City to reserve right-of-way, prohibiting development within mapped streets and requiring developers to adhere to map streets. The Transportation and Community Facilities map (Map 3) depicts proposed right-of-way widths for major roads in the City.

Maintain a Safe and Efficient Road System

One of Sturgeon Bay's greatest strengths is its transportation network and connections. Sturgeon Bay holds a large responsibility in maintaining a safe and efficient road system to serve local residents and regional travelers.

Recommended Actions:

- Work with Door County and other regional and state entities on improvements to county- and state-owned roadways, including STH 42/57. Specific improvements could include:
 - Installation of a roundabout at Duluth and HWY 42/57
 - Installation of sidewalks on Cty. S
 - Implementing findings of the STH 57 traffic operation and safety study
- Continue to ensure adequate resources for the improvement and maintenance of streets and public rights-of-way.
- Where applicable, apply for state and federal grant opportunities to fund transportation repairs and improvements.
- Continue to update and implement the City's five-year street improvement program.
- Identify and correct safety issues at problem intersections.
- Update and enforce street standards in the subdivision ordinance.
- Explore new transportation alternatives to reduce single-vehicle traffic and congestion, including increased transit and ride share options, active transportation, and a downtown circulator trolley.
- Ensure quality and efficient infrastructure connections to employment centers, including Sturgeon Bay's working waterfront and industrial park.
- Improve street connectivity at strategic locations to improve safety and efficiency. In particular, the following connections are recommended:
 - Grant Avenue to Sawyer Drive
 - 18th Avenue to Memorial Drive
 - Circle Ridge Place to Vine Street
 - Alabama Place to 12th Place

Implement the 2011 Bicycle Master Plan

Non-vehicular options are an important component of the overall transportation system. Sturgeon Bay has already demonstrated a commitment to providing residents and visitors with these alternatives with its 2011 Bicycle Master Plan. The Bicycle Master Plan advances the City's goals to provide a well-connected bicycle network as part of its transportation system and recommends policies and improvements that enhance the community's livability and safety.

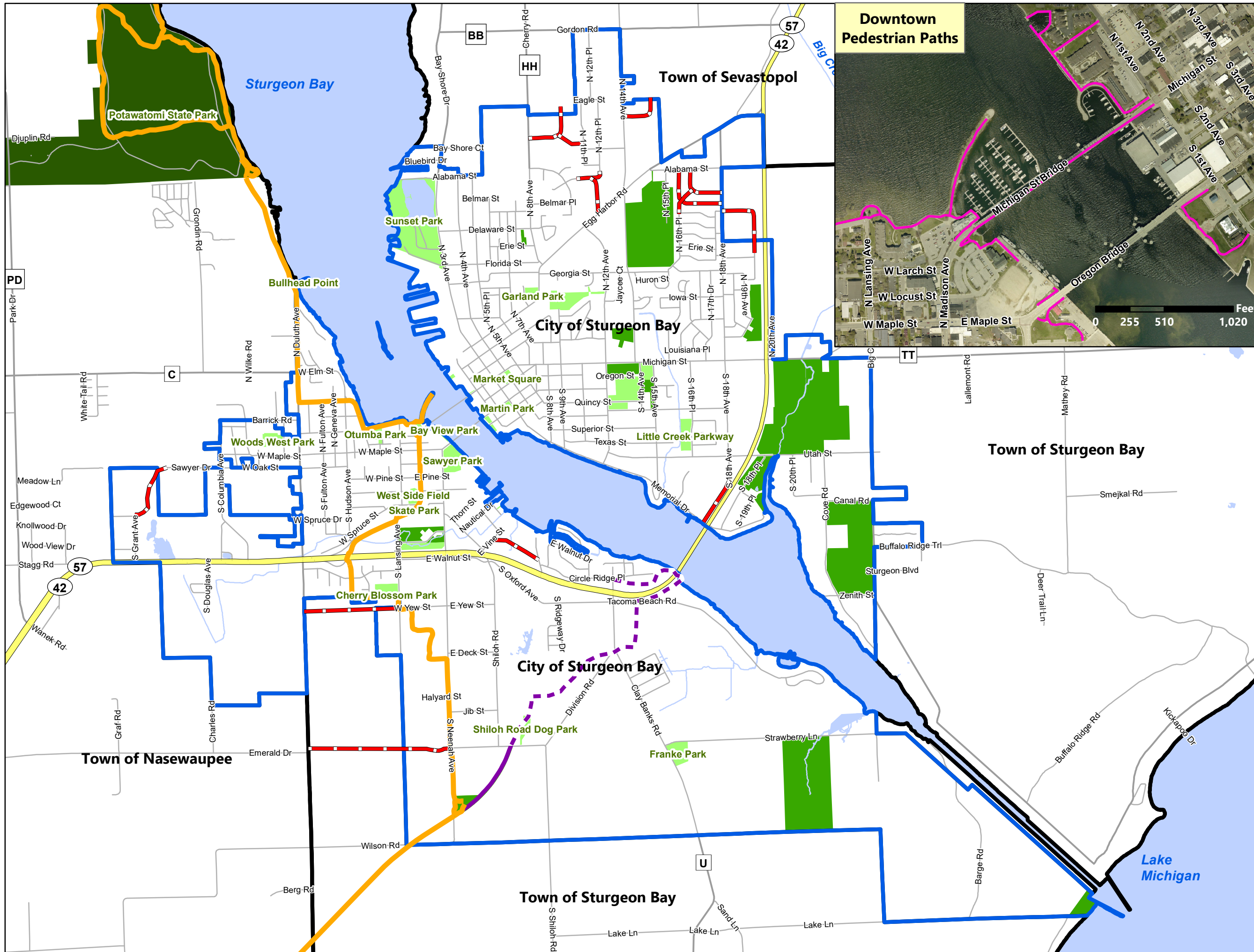
Bicycle Master Plan recommendations include:

- Facility recommendations for four focus areas:
 - Michigan Street Bridge - clear signage that indicates how cyclists are supposed to operate on the bridge and approaches and a route connection to the Oregon/Maple Street Bridge as the preferred crossing location.
 - East Maple St./South Neenah Ave. - development of pedestrian refuge islands on both E Maple Street and S Neenah Avenue to provide accommodations for pedestrians. Bicycle lanes are also proposed on Maple/Oregon Street through the intersection at S Neenah Avenue to better indicate where cyclists should operate. Route signage and directional arrows should also be installed to enhance navigation.
 - South Lansing Ave./Green Bay Rd. - carry the Ahnapee Trail across to the southeast corner of the intersection and relocating the crosswalk to the eastern side of South Lansing Avenue.

- 9th Court/Big Hill Park/Louisiana St - develop a contraflow bike lane and shared-lane markings on the one-way drive through the high school connecting N 12th Ave to N 14th Avenue.
- Additional recommendations are found in the plan's Improvement Table and should be implemented and updated as projects are completed, and new opportunities are identified.
- Continue to convene the City's Bicycle and Pedestrian Advisory Board or Parks and Recreation Committee to monitor and promote bicycle and pedestrian needs and activities in Sturgeon Bay.
- The City should maintain and publish an up-to-date map of existing bicycle and pedestrian facilities in the City, working with partners to promote biking in Sturgeon Bay to tourists and residents.

Advance Transit Opportunities in Sturgeon Bay

The City should continue to work with the County and other transportation partners to support other transportation options, including commuter facilities, para-transit for the growing elderly and disabled populations, and transportation services for lower income workers. Door County provides Door 2 Door Rides shared ride taxi services. Sturgeon Bay is also served by the Aging & Disabled Resource Center of Door County transportation program, connecting elderly and disabled residents to transportation to essential services like medical appointments and grocery shopping. The City should explore opportunities to expand access to transportation alternatives for those unable to drive or who would prefer a car-free lifestyle. Options include a Downtown circulator trolley to connect visitors to destinations within the City's core and private ride share companies like Uber and Lyft.



Downtown
Pedestrian Paths



City of Sturgeon Bay Comprehensive Plan

Map 3: Transportation and Community Facilities **DRAFT**

- Ice Age Trail
- Ahnapee Trail - Existing
- Ahnapee Trail - Planned
- Potential Future Road
- City of Sturgeon Bay
- Other Municipal Boundary
- State Highway
- County Highway
- Local Road
- Surface Water
- Parks**
 - Municipal
 - Other
 - State Park

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Chapter Six: Economic Development

Economic Development Goals, Objectives, and Policies

Goals:

Sturgeon Bay will maximize its location and role in the region to promote an inclusive economy that supports innovative businesses, active employment centers, and vibrant retail and entertainment districts.

Objectives:

- a. Ensure that future development along major community entryways establishes a strong architectural aesthetic and civic pride.
- b. Coordinate with developers and property owners at key development locations such as the West Waterfront, Egg Harbor Road and Downtown Sturgeon Bay, to ensure future uses and construction fit the fiscal and economic needs of the City.
- c. Strengthen the retail power of established commercial areas.
- d. Ensure Sturgeon Bay's core industries have skilled workforce needed to grow their businesses.
- e. Retain and recruit businesses that provide employment opportunities that increase the wages of Sturgeon Bay workers.
- f. Encourage strong public-private investment in business district and industrial park improvements.
- g. Encourage infill development on underutilized or blighted business district properties.
- h. Encourage the development and promotion of arts and culture in Sturgeon Bay.
- i. Continue to support a strong mix of industrial and commercial uses in the City.
- j. Promote Sturgeon Bay as the front door to Door County and encourage year-round tourism.
- k. Establish Sturgeon Bay as a local food and agricultural product hub and destination.

Policies:

- a. Upgrade signage, landscaping, site design, and related development standards for commercial, office, and industrial development.
- b. Continue to enhance and beautify the streetscapes along major corridors and community gateways.
- c. Encourage thoughtfully planned, mixed-use centers that include employment, shopping, housing, and recreation opportunities in a compact, pedestrian-oriented setting.
- d. Support multiple housing options to meet the needs of the Sturgeon Bay business community, particularly regarding workforce housing.
- e. Encourage the clean-up and reuse of environmentally contaminated sites that threaten public health, safety, welfare, and perpetuate blight.
- f. Encourage recruitment of employers in key industries, including healthcare, maritime and water technology, food production, and advanced technology to further diversify the Sturgeon Bay economy, making it more resilient to market changes.

- g. Partner with educational institutions and industry to create career pathways and workforce development strategies from youth education to on the job training.
- h. Support Sturgeon Bay's existing businesses to promote growth in small- and medium-sized businesses.
- i. Limit development and business types that do not advance the economic and land use goals of this plan.
- j. Work with the local and regional economic development partners to address the concerns and issues of area businesses to promote a healthy and vibrant business community.
- k. Work with the Door County Economic Development Corporation to build and implement a data-driven economic development strategy, including further identifying economic targets.

Economic Development Programs and Recommendations

Focus on Green Technology Economic Development Strategies

Sturgeon Bay's vision for the future is one that balances the priorities of economic vitality and growth with environmental sustainability and preservation and protection of natural resources. Taking an intentional approach to economic development will help achieve this balance and help Sturgeon Bay reach a triple bottom line of economic, environmental, and social benefits. Additionally, Sturgeon Bay is well positioned to attract and support businesses in the growing field of alternative energy and green technology. It's location, abundant natural resources and connected infrastructure make it a desirable home for firms advancing solar, wind, and battery technology, as well as autonomous vehicle development. The proposed National Estuarial Research Reserve (NERR) would also provide an opportunity for research commercialization and knowledge generation. Each of these advanced fields hold potential to provide quality, highly paid, year-round jobs for Sturgeon Bay's workforce and would be well suited in its growing industrial park.

Recommended Action:

- Recruit new businesses and employers focused on environmental sustainability, alternative energy, and water quality.
- Establish green business practice standards for industrial and commercial areas.
- Establish an Environmental Sustainability Coordinator position on City staff.
- Partner with local and regional economic development organizations to advance green economic development strategies.
- Work with local and regional education partners to train students and workforce in the needed skills and certifications to advance in green technology fields. Establish a career pipeline for students in Sturgeon Bay Schools and work directly with industry to set training curriculums.

Maximize Industrial Lands

Over 200 acres in Sturgeon Bay are dedicated to industrial uses. Sturgeon Bay's industrial park on the City's southwest side is successfully located off a major transportation and freight thoroughfare and provides superior connectivity to local businesses. The City has critical infrastructure capacity to accommodate new businesses and should pursue a land use policy and economic development strategy that maximizes available industrial lands.

Recommended Action:

- Pursue expansion of the industrial park to accommodate new businesses and the expansion of existing facilities.
- Ensure that the industrial park and other industrial lands is well served by efficient transportation and technology networks.
- Require careful planning, site assessment, and high-quality design and materials of industrial facilities.

Retain and Expand Existing Local Businesses

Sturgeon Bay has a variety of locally-owned businesses that provide unique goods and services and contribute strongly to the community's identity. Local business retention and development is an important component of the City's economic development strategy. Since the owners of such businesses usually live within the community, there is a strong likelihood that the profits from such enterprises will be spent locally and recycle through the local economy. It is also easier to retain the City's existing businesses and industries than recruit new businesses. Most employment growth in any community occurs through existing business expansion. Sturgeon Bay should ensure that its economic development efforts support local businesses and strike a balance between retention and recruitment.

Recommended Action:

- Identify opportunities to create programs to support small and local businesses, including development approval assistance, business mentoring, development incentives, and small business loans.
- Work with community partners and business owners to promote shop local programs that encourage residents to patronize local businesses and advocate for businesses to obtain their services from other local businesses.
- Establish local purchasing programs for municipal services and departments.
- Continue to support Door County Economic Development Corporation's Business Development Center.
- Continue to meet regularly with businesses to understand their needs and concerns.

Utilize Place-Based Assets to Promote Sturgeon Bay to Employers and Employees

As this Plan has repeatedly shown, Sturgeon Bay is a community of many advantages: its location at the heart of the Door Peninsula; its full service economy; its access to key regional highway connectors, including STH 42/57; its quality school system and educational opportunities; its affordable housing stock; its abundant natural resources including its active waterfront; and its vibrant downtown and community character. The City should work to highlight these assets and promote Sturgeon Bay as a community of choice for potential employers and employees.

Recommended Action:

- Work with local and regional partners to promote and market Sturgeon Bay.
- Capitalize on the City's convenient access to both Sturgeon Bay and Lake Michigan to expand boating, fishing, and related maritime businesses.
- Utilize Sturgeon Bay's connection to agricultural production to promote the City as a center for value-added foods, food artisans, and local food.

Pursue Economic Development to Expand Wealth Generation Opportunities for Sturgeon Bay Residents

Continuing to promote Sturgeon Bay as a year-round, full-service city will help attract and retain residents and employers, diversifying the City's economy and expanding opportunities for wealth generation in the community. Stable, well-paying jobs in diverse economic markets, safe, attainable housing, and family-friendly amenities including licensed, affordable childcare, not only improve the quality of life but attract working adults and families to the community. Retaining a strong year-round economy lessens the community on seasonal and hospitality-based industries, diversify the City's economic base. Specific recommendations to support these goals can be found in other chapters of the plan, including Housing, Utilities and Community Facilities, and Cultural Resources and Community Identity.

Recommended Action:

- Work with regional partners to provide quality, diverse business park space that will be attractive to target economic-base sectors.
- Pursue funding opportunities to implement high-speed Internet across Sturgeon Bay, attracting remote workers and employers.
- Work with regional partners and institutions of higher education encourage entrepreneurial development in Sturgeon Bay.

Continue to Support Top-Grade Medical Care and Medical Facilities in Sturgeon Bay

As Door County's primary full-service and year-round community, it is essential that Sturgeon Bay remain the home to top-grade medical facilities and medical care systems like the Door County Medical Center.

Recommended Action:

- Maintain communication and collaboration with the Medical Center to understand its needs, including facilities, infrastructure, housing and workforce.
- Explore opportunities to provide supportive services and amenities that accommodate Medical Center staff and visitors, including complementary businesses, restaurants and service providers.
- Work with medical providers across the City to expand the continuum of care in Sturgeon Bay.

Chapter Seven: Land Use

This chapter is intended to guide land use decision-making in the City. Long-range land use planning allows municipalities to guide development and redevelopment in a manner that promotes efficient use of municipal infrastructure and services, achieves the desired community character and protects sensitive environmental features.

Existing Land Use Categories

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern. The set of categories below were used to prepare the Existing Land Use map for the planning area (Map 4). The Existing Land Use Map and categories were developed based on data from the City of Sturgeon Bay as well as Door County.

1. Single Family Residential: Single-family detached residential development;
2. Mobile Homes: Area occupied by manufactured housing;
3. Two-Family Residential: Two-family and attached single-family residential development (duplexes, flats, etc.);
4. Multi-Family Residential: Attached residential development (apartments, town homes, condominiums) of 3 units or more;
5. Commercial: Retail, office, and professional services;
6. Industrial: Manufacturing, warehousing, distribution, and associated office uses, with outdoor storage areas;
7. Governmental and Institutional: Public buildings, hospitals, schools, places of worship, and special-care facilities. Some types of smaller community facilities may be included in other land use categories;
8. Outdoor Recreation: Parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities;
9. Communication and Utilities: Land for communication and utility facilities and infrastructure;
10. Off-Street Parking: Publicly-owned land for parking;
11. Right-of-Way: Land used for public and private streets, roads, and highways;
12. Extractive: Quarries, gravel pits, clay extraction, sand extraction and related land uses;
13. Agricultural: Low density agricultural related uses, including cropland, pasture, and agriculture related buildings;
14. Natural Areas: Natural resource areas, including wooded area, waterfront, wetland, and open lands;
15. Surface Water: Lakes, ponds, rivers and perennial streams;
16. Vacant: Divided lots without a developed use or buildings.

Existing Land Use Pattern

The City of Sturgeon Bay encompasses nearly 10 square miles. Figure 10 summarizes the existing acreage allocated to each of the various land use categories in the City. The existing land uses in the City are depicted on Map 4.

Figure 10. Existing Land Use Acreage, 2020

Existing Land Use	Acres	Percent
Natural Areas	1,744	27.6%
Single-Family Residential	1,527	24.2%
Commercial	457	7.2%
Vacant	436	6.9%
Agricultural	412	6.5%
Right-of-Way	392	6.2%
Outdoor Recreation	347	5.5%
Governmental & Institutional	335	5.3%
Industrial	229	3.6%
Multi-Family Residential	129	2.0%
Extractive	100	1.6%
Mobile Homes	76	1.2%
Communication & Utilities	60	1.0%
Surface Water	42	0.7%
Two-Family Residential	22	0.3%
Off-Street Parking	12	0.2%
Total	6,321	100%

Source: Vandewalle & Associates, 2020

Land Supply

Supply of land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been planned for development; developed land within the City that is appropriate for redevelopment; and land in the Planning Area that is not within the corporate limits of the City, but is potentially available for future annexation.

For vacant areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence how much of vacant areas are actually appropriate for development. Building limitations will need to be measured and assessed by the developer and City when a specific development proposal is being considered.

Existing and Potential Land Use Conflicts

There are minimal existing land use conflicts in the City of Sturgeon Bay. These conflicts mainly occur in older parts of the City where industrial uses and heavy commercial uses are in close proximity to residential uses without adequate buffering.

City of Sturgeon Bay Comprehensive Plan

Map 4: Existing Land Use

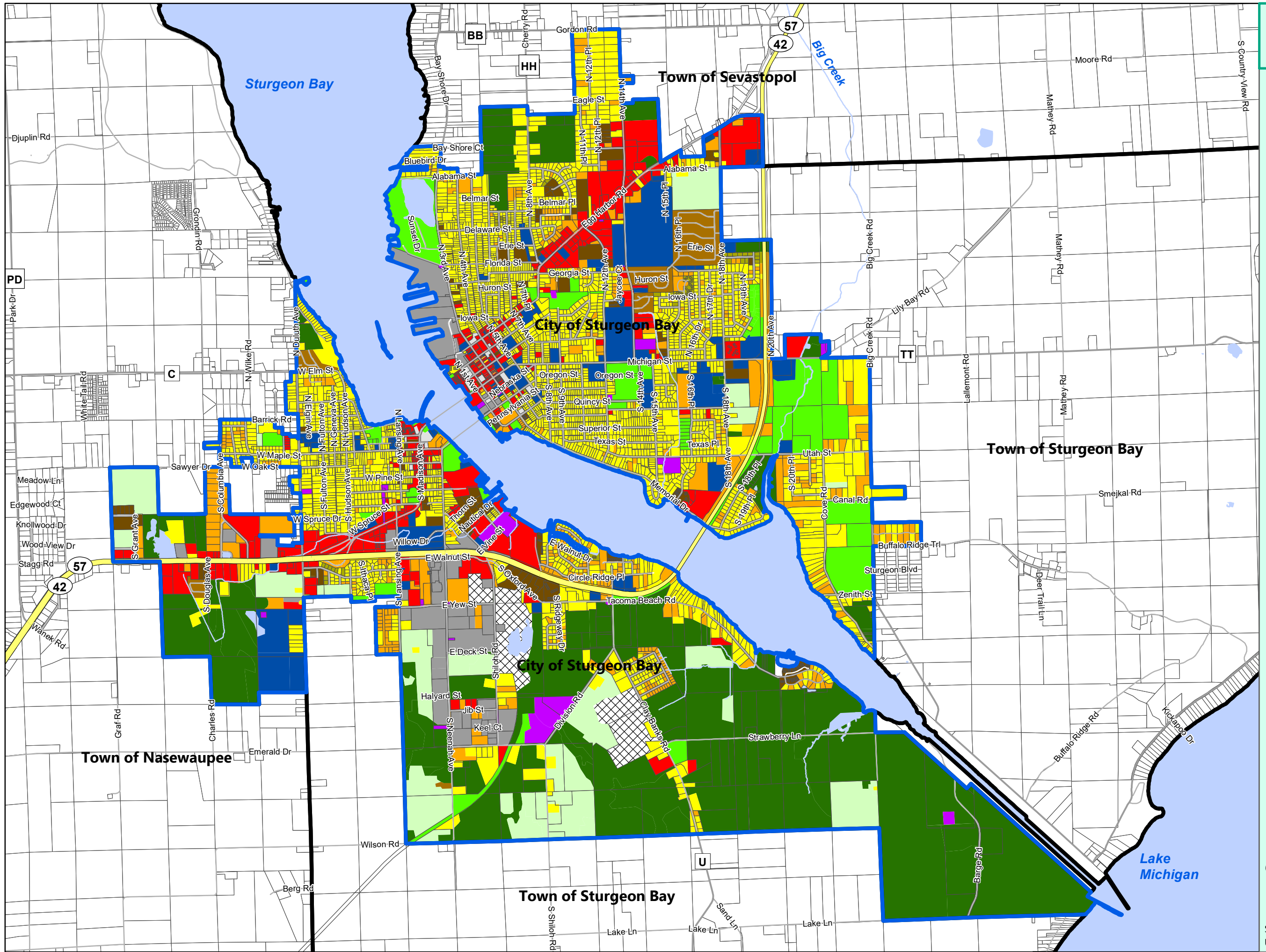
DRAFT

- City of Sturgeon Bay
- Other Municipal Boundary
- State Highway
- County Highway
- Local Road
- Parcels
- Existing Land Use**
 - Single-Family Residential
 - Two-Family Residential
 - Mobile Homes
 - Multi-Family Residential
 - Agricultural
 - Commercial
 - Industrial
 - Communication Utilities
 - Extractive
 - Institution/Government
 - Natural Areas
 - Outdoor Recreation
 - Surface Water
 - Right-of-Way
 - Vacant
 - Off-Street Parking

Date: 6/17/20



Sources: Door County, City of Sturgeon Bay, US Census Bureau, Ayres Associates, WI DNR



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Land Use Goals, Objectives, and Policies

Goals:

Sturgeon Bay will maintain an economically efficient and environmentally sustainable land use and development pattern.

Objectives:

- a. Plan for a sufficient supply of development areas for a variety of land uses.
- b. Promote high-quality building design and building sizes that relate to existing buildings in the area.
- c. Maintain and enhance the aesthetic quality of the City.
- d. Encourage practices that minimize conflicts between nearby land uses.
- e. Encourage collaboration between the City of Sturgeon Bay, Door County, and neighboring jurisdictions with regard to planning initiatives and development policies.
- f. Identify opportunities for mixed-residential development throughout the City, rather than creating large concentrations of one type of development in a just a few areas.
- g. Direct new development to areas within and adjacent to existing development that can utilize existing infrastructure and utilities or short extensions thereof wherever practical.
- h. Continue a compact land use pattern that promotes sustainable development and environmental stewardship.
- i. Preserve architecturally, culturally, and historically significant structures, buildings, and sites.

Policies:

- a. Follow the land use recommendations that are mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
- b. Preserve and enhance the character of Sturgeon Bay by encouraging compatible new development and redevelopment.
- c. Redevelopment of architecturally, culturally, and historically significant buildings will undergo a rigorous review to ensure high standard design, landscaping, site preparation, materials.
- d. Ensure that incompatible land uses are not located close to one another, or, where necessary, require adequate buffering between incompatible land uses
- e. Promote vehicular, pedestrian, and bicycle connections between existing and new development areas.
- f. Adopt and use high-quality standards for building, site, landscape, signage, and lighting design in new development projects.
- g. Protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these corridors to undergo site plan and building design review, such as by creating overlay districts.
- h. Modify local land development ordinances where necessary to implement the goals, objectives, and recommendations in this Plan, minimize potential land use conflicts, guide growth and development, ensure high-quality site development, and adequately protect water quality.
- i. Promote greater use of zoning districts and classifications that promote mixing land uses, including the Downtown and Neighborhood Mixed Use and Planned Neighborhood.

Focus Areas and Targeted Planning Areas

Building on input from the public as well as community leaders, the Plan identifies eight Focus Areas. These areas present unique opportunity for change in the City; where land is currently underutilized, there are opportunities for redevelopment or a change in land use and character. The map below showcases the areas recommended for additional investment and planning efforts.

Eight Focus Areas were identified to highlight areas of opportunity and where additional planning and investment could have significant impact on the future of the community. These Focus Areas were then narrowed down to three Target Planning Areas: Egg Harbor Road Corridor, Downtown, and Downtown/West Waterfront. Specific goals were created for these areas related to the character, land use, and development potential. The following Target Planning Area Plans include recommendations and land use concepts, sparking opportunities for additional consideration by the City as well as developers and presenting a cohesive community vision.

Target Planning Area Goals:

Target Area 1 – Egg Harbor Road Corridor

- Maintain the corridor as a commercial services destination serving residents and visitors
- Urbanize the corridor by locating new buildings close to Egg Harbor Road and constructing parking areas behind the buildings
- Infill underutilized parking areas with mixed use buildings containing commercial first floors and office or residential above
- Improve walkability by planting additional street trees, hanging baskets, and planters where possible
- Expand residential tax base through a variety of housing types
- Control community image at the intersection of Egg Harbor Road and Hwy 42/57

Target Area 2 – Downtown

- Preserve the historic character of downtown and enhance active businesses
- Maintain pedestrian scale and walkability
- Promote an active waterfront through planned activities and increased public access
- Encourage Complete Streets that accommodate automobiles, bicycles, and pedestrians
- Consider a trolley to circulate people throughout the community in high-visitor months
- Encourage downtown living in upper floors of buildings

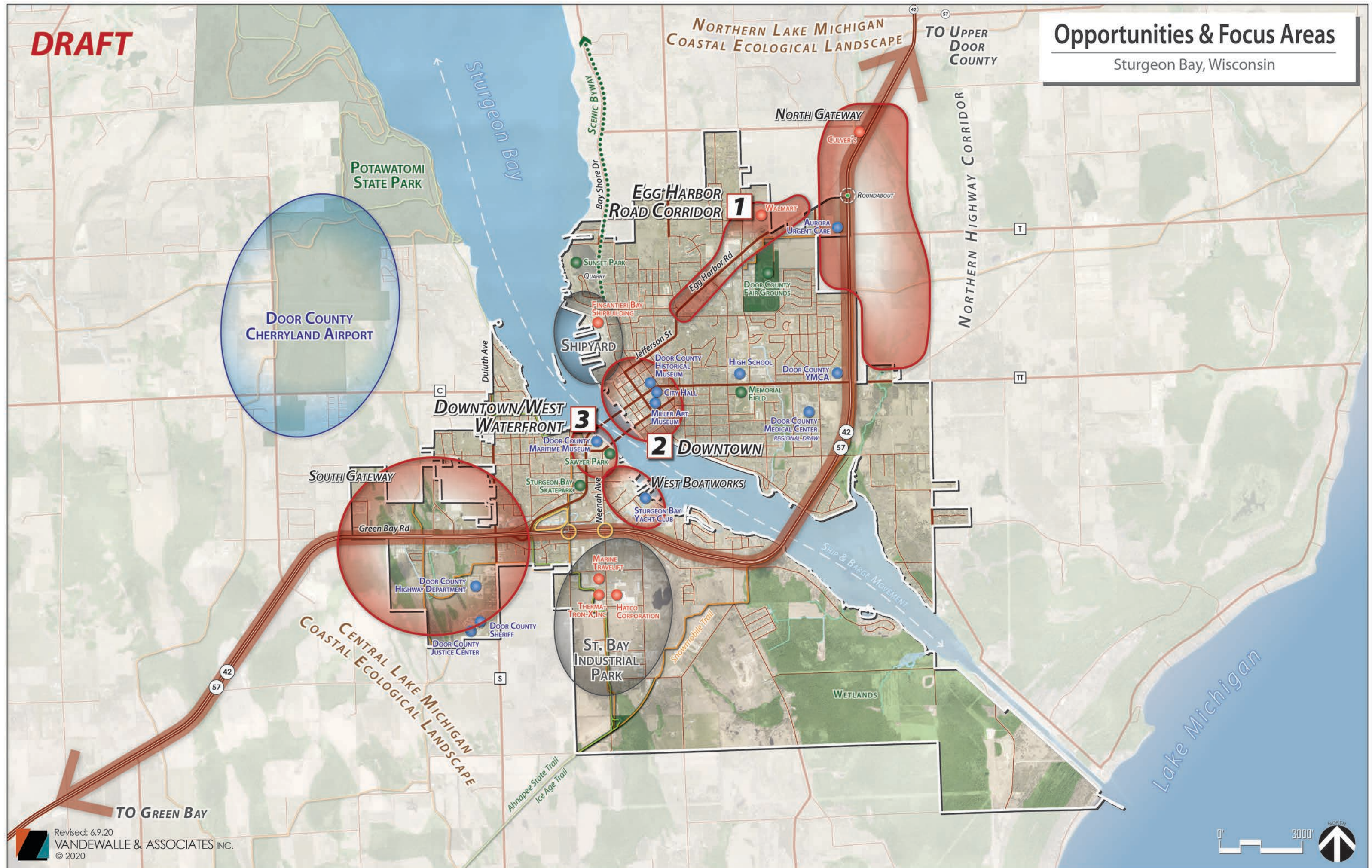
Target Area 3 – Downtown/West Waterfront

- Infill underutilized parcels with mixed-use development to activate the area and increase tax base
- Encourage additional residential with water views, increasing year-round residents to support local businesses
- Brand the area as a community destination
- Preserve the waterfront for public use and construct a trailhead for the Ice Age & Ahnapee Trails
- Locate a public use on the waterfront such as a library outpost or Lake Water Research Facility

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Opportunities & Focus Areas

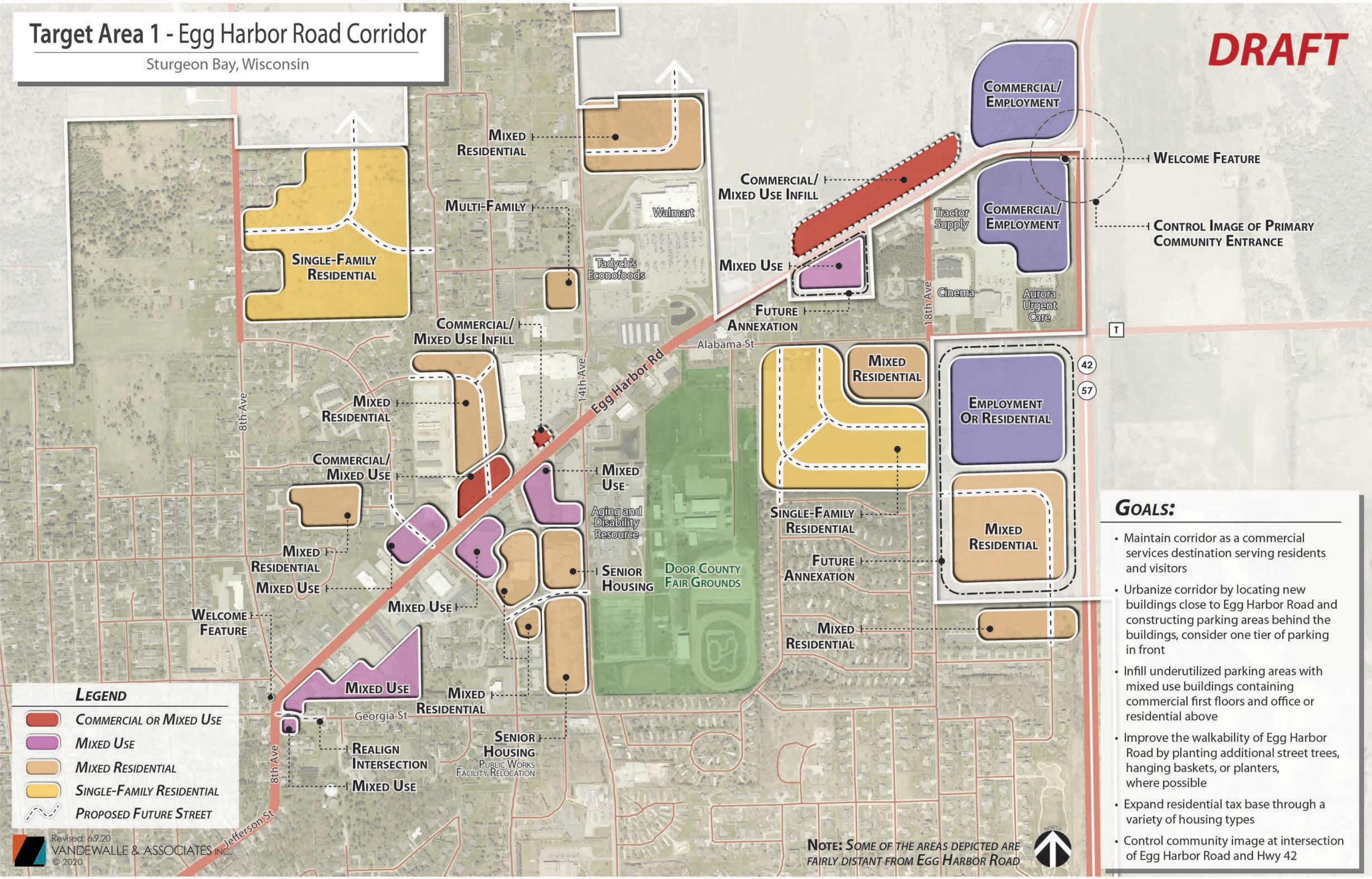
Sturgeon Bay, Wisconsin



Target Area 1 - Egg Harbor Road Corridor

Sturgeon Bay, Wisconsin

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LEGEND

- COMMERCIAL OR MIXED USE
- MIXED USE
- MIXED RESIDENTIAL
- SINGLE-FAMILY RESIDENTIAL
- PROPOSED FUTURE STREET

GOALS:

- Maintain corridor as a commercial services destination serving residents and visitors
- Urbanize corridor by locating new buildings close to Egg Harbor Road and constructing parking areas behind the buildings, consider one tier of parking in front
- Infill underutilized parking areas with mixed use buildings containing commercial first floors and office or residential above
- Improve the walkability of Egg Harbor Road by planting additional street trees, hanging baskets, or planters, where possible
- Expand residential tax base through a variety of housing types
- Control community image at intersection of Egg Harbor Road and Hwy 42

NOTE: SOME OF THE AREAS DEPICTED ARE FAIRLY DISTANT FROM EGG HARBOR ROAD

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Target Area 2 - Downtown

Sturgeon Bay, Wisconsin

GOALS:

- Preserve the historic character of downtown and enhance active businesses
- Maintain pedestrian scale and walkability
- Promote an active waterfront through planned activities and increased public access
- Encourage complete streets that accommodate all forms of transportation: automobiles, bicycles and pedestrians
- Consider a trolley to circulate people throughout the community in high-visitor months
- Encourage downtown living in upper floors of buildings

PROMOTE PUBLICLY ACCESSIBLE REUSE OF HISTORIC DEPOT;
CONSIDER RELOCATION IF NECESSARY

REPLACE BUILDING WITH PARKING

DOWNTOWN LIVING

DOWNTOWN LIVING
BUILDING REDEVELOPMENT

ADAPTIVE REUSE

Door County
Historical Museum

City Hall

STONE
HARBOR

MIXED USE
(OPPORTUNITY TO EXPAND
USE INTO THE CITY PARKING
LOT IF ADDITIONAL PARKING
IS PROVIDED DOWNTOWN)

RESIDENTIAL

RESIDENTIAL

MIXED USE

MARTIN
PARK

POTENTIAL
TROLLEY ROUTE

COMMERCIAL REUSE

MIXED USE

RESIDENTIAL

CENTERPOINT
DEVELOPMENT

POTENTIAL TRAILHEAD/
CANOE LAUNCH

GRAHAM
PARK

RESIDENTIAL

MIXED USE

SIDEWALK/
TRAIL

LEGEND

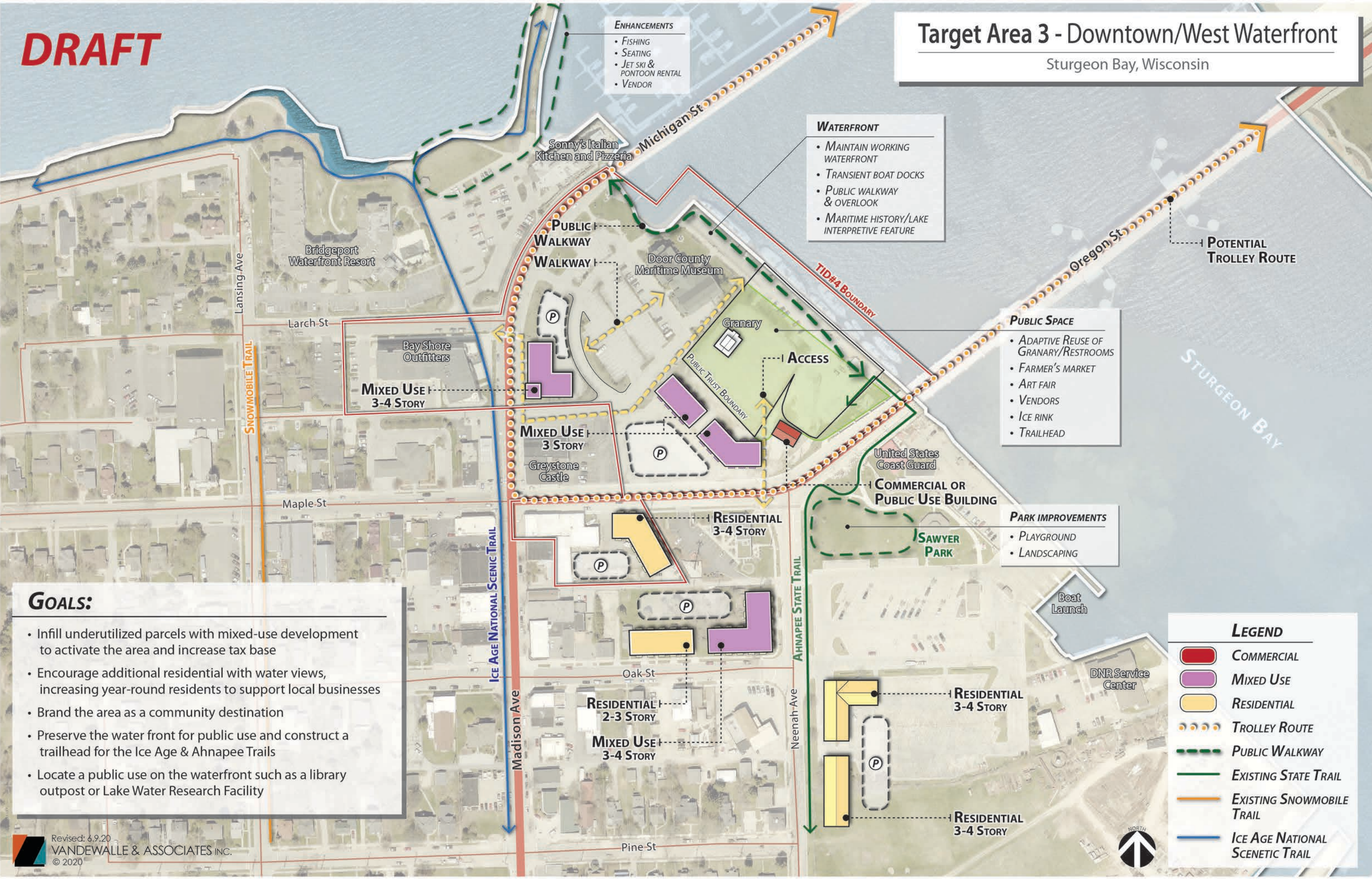
- MIXED USE
- RESIDENTIAL
- PARKING
- TROLLEY ROUTE
- SIDEWALK/TRAIL



DRAFT

Target Area 3 - Downtown/West Waterfront

Sturgeon Bay, Wisconsin



GOALS:

- Infill underutilized parcels with mixed-use development to activate the area and increase tax base
- Encourage additional residential with water views, increasing year-round residents to support local businesses
- Brand the area as a community destination
- Preserve the water front for public use and construct a trailhead for the Ice Age & Ahnapee Trails
- Locate a public use on the waterfront such as a library outpost or Lake Water Research Facility

Land Use Programs and Recommendations

This section of the Plan has the intent of guiding land use and development in the City through the year 2040. The Future Land Use map (Maps 5a and 5b) is the centerpiece of this chapter and the Plan's land use direction. Map 5 was prepared based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, areas of potential land use change, and this Plan's overall Vision.

The Future Land Use map and related policies described below should be used as a basis to update the City's regulatory land use tools, such as the zoning map. They should also be used as a basis for all public and private sector development decisions. These include rezonings, conditional use permits, subdivisions, and other public or private investments. Changes in land use to implement the recommendations of this Plan will generally be initiated by property owners and private developers. In other words, this Plan does not automatically compel property owners to change the use of their land. Not all land shown for development on Map 5 will be immediately appropriate for rezoning and other land use approvals following adoption of this Plan. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it manageable and sustainable is essential. The City advocates the phased development and redevelopment of land that focuses growth in areas and types that advance the vision of the community and can be efficiently served with transportation, utilities, public services, and other community facilities.

Each of the future land use categories shown on Map 5 is described below. Each land use category description summarizes where that type of land uses should be promoted, the appropriate existing and proposed new zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the City's overall vision for the future.

Land Use Categories

Rural Residential

Description

This future land use category designates residential areas that are characterized by private on-site wastewater treatment systems and low-density development, typically not more than one dwelling unit per acre.

Recommended Zoning

The City's R-1 zoning district is the most appropriate for areas mapped in this future land use category. The City should consider including a provision in the R-1 and R-2 districts require a minimum one-acre lot for un-sewered parcels.

Policies and Programs

- a. This development pattern should not be allowed in new developments within the City's boundaries and the City should limit approval of this land use in the future to areas that are unlikely to ever be cost-effectively served by municipal sanitary sewer and water facilities.

Lower Density Residential

Description

This future land use category designates residential areas that are predominately comprised of single-family homes at a density of up to four units per acre. Some two-family homes may be included in these areas. This category is mapped in significant portions of the City of Sturgeon Bay where the future desire is to promote or retain single family character.

Recommended Zoning

The City's R-1 through R-3 residence zoning districts are the most appropriate for areas mapped in this future land use category.

Policies and Programs

- a. Pursue residential infill opportunities in existing residential neighborhoods where feasible.
- b. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
- c. Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.
- d. Work with the local historical society and property owners to protect and celebrate historically significant residences within the community.
- e. Refer to Chapter Four: Housing for detailed housing recommendations.

Medium Density Residential

Description

This future land use category designates residential areas that are predominately comprised of single-family homes at a density of up to eight units per acre. Lot sizes in these areas are typically more compact than in lower density residential. Two-family dwellings and small-scale multi-family dwellings are often intermixed into these areas.



Recommended Zoning

The City's R-2 through R-3 residence zoning districts are the most appropriate for areas mapped in this future land use category. The City should consider creating a small-lot single family zoning district to accommodate this land use category.

Policies and Programs

- a. Pursue residential infill opportunities in existing residential neighborhoods where feasible.
- b. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
- c. Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.
- d. Work with the local historical society and property owners to protect and celebrate historically significant residences within the community.

- e. Pursue a diverse mix of housing styles as allowed within this future land use category.
- f. Refer to Chapter Four: Housing for detailed housing recommendations.

Higher Density Residential

Description

This future land use category is intended for a variety of residential units but is primarily comprised of multi-family housing (3+ unit buildings), usually developed at densities up to 12.4 units per acre.

Recommended Zoning

The City's R-3 and R-4 zoning districts are the most appropriate districts to implement this future land use category.



Policies and Programs

- a. Meet minimum site, building, landscape, lighting, and other design standards included in the zoning ordinance.
- b. Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.
- c. Work with development partners to provide a wide range of housing types such as condos, townhomes, and multi-unit dwellings.
- d. Pursue opportunities to increase multi-family housing to address attainable workforce housing as described in Chapter Four: Housing.
- e. Update detailed design standards for multi-family developments from Chapter Four of this Plan.

Planned Neighborhood

Description

The planned neighborhood future land use category is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. They are really a collection of different land use categories listed in this chapter. Planned neighborhoods should be carefully designed as an integrated, interconnected mix of these use categories. They are by no means intended to justify an “anything goes” land use pattern. Overall, the composition and pattern of development should promote neighborhoods that instill a sense of community with their design.

The planned neighborhood category encourages a mix of uses and densities across a region or planned area and not necessarily on a specific plat or development.

The planned neighborhood concept encourages a mix of medium density single family residential, multi-family residential, public and institutional, parks and open space, and neighborhood mixed use categories. Senior housing, assisted living, and Community-Based Residential Facilities (CBRF) are also appropriate for these areas.

Maintaining a minimum percentage of single-family residential uses has the effect of dispersing higher density development throughout the community and limiting the concentration of any one type of development in any one area. Appropriate non-residential uses include neighborhood-oriented shopping opportunities, such as a small grocery store and convenience store, bakery, or pharmacy; personal services such as barber shop or dentist office; smaller employment opportunities (usually located on the edges of these neighborhoods); and small-scale religious institutions and educational facilities (usually elementary schools) for area residents. Large areas of planned neighborhood area mapped at the edge of the City.

Recommended Zoning

The planned unit development or rezoning processes are well-suited to implement areas mapped under this future land use category.

Policies and Programs

- a. Maintain overall residential development densities within Planned Neighborhoods of between six and eight dwelling units per residential acre.
- b. Accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community. In planned neighborhoods, seek a housing mix where a minimum of 55% of all housing units are in single family detached residences, with desired a maximum of 20% of units in two-family dwellings and 15% of units in multiple family dwellings. This policy means that an area could develop as 100% single family, or it could develop as 70% single family, 20% two-family, and 10% multiple family, or another combination that the market supports, with a minimum of 50% single family dwellings.
- c. Avoid rezoning any area designated for planned neighborhood development until public sanitary sewer and water service is available and a neighborhood development plan and specific development proposal is offered for the site.
- d. Require each planned neighborhood to be developed following preparation of a detailed neighborhood development plan by a developer or the City, ideally adopted as a component of the City's Comprehensive Plan. Such plans shall specify land use mix, density, street layouts, open space, and stormwater management.
- e. Adhere to the following design objectives for planned neighborhood areas:
 - Create a distinct sense of place and human scale. Strategies can include bringing buildings close to the sidewalk and local streets; providing public focal points; and creating visual interest.
 - Connect planned neighborhoods internally and to adjacent areas through a network of paths, sidewalks, and streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snowplows).
 - Design neighborhoods with interconnected open space systems for recreation and progressive stormwater management.
 - Integrate a mix of uses and densities.
 - Preserve and focus attention on environmentally sensitive areas and unique natural features.
 - Lay out streets, buildings, and public open spaces which take advantage of long views created by local topography.



Unsewered Commercial

Description

This future land use category is intended for smaller-scale office and local-supporting institutional, retail, and commercial uses that are less customer and traffic intensive but require larger land areas.

Recommended Zoning

The City's C-1 zoning districts will accommodate this future land use category. The City may consider creating a new zoning district for Unsewered Commercial that could include a limit on the total square footage and impervious surface area of development to maintain the rural feel of the area.



Policies and Programs

- a. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
- b. In unsewered commercial areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, etc.

Regional Commercial

Description

This future land use category includes large-scale commercial and office land uses, including national and regional retailers, which serve the entire community and people from nearby communities on public sewer, public water, and other urban services and infrastructure.

Recommended Zoning

The City's C-1 zoning district is appropriate for areas within this future land use category.

Policies and Programs

- a. Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large scale retail, and mixed-use development projects.
- b. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.



Neighborhood Mixed Use

Description

This future land use category is intended to facilitate a carefully controlled mix of commercial and residential uses on public sewer, public water, and other urban services and infrastructure. This category advises a carefully designed blend of planned commercial, mixed residential, parks and open space, light industrial, and community facilities land uses.

Recommended Zoning

The City's current C-5 district will accommodate this future land use category. It is also possible that combination of districts could be used or the Planned Unit Development (PUD) district.

Policies and Programs

- a. Carefully review all projects in neighborhood mixed use areas to ensure an appropriate mix of uses which are compatible with neighboring properties and the City's vision for the area. The precise mix of uses and zoning districts should be at the City's discretion, rather than the property owner.
- b. Grant development approvals only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
- c. Require the use of high-quality building materials and design objectives.
- d. Areas mapped neighborhood mixed use zoning districts should include dense, walkable design and adequate bicycle and pedestrian infrastructure.

Figure 11: Mixed-Use Development Components



Downtown Mixed Use

Description

Downtown Sturgeon Bay is intended to remain the civic, social, and commercial hub of the community. This category is intended for a mix of retail, commercial service, office, institutional, governmental, and residential (mainly upper stories) uses arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. The downtown mixed-use future land use category is mapped over the historic Downtown area.

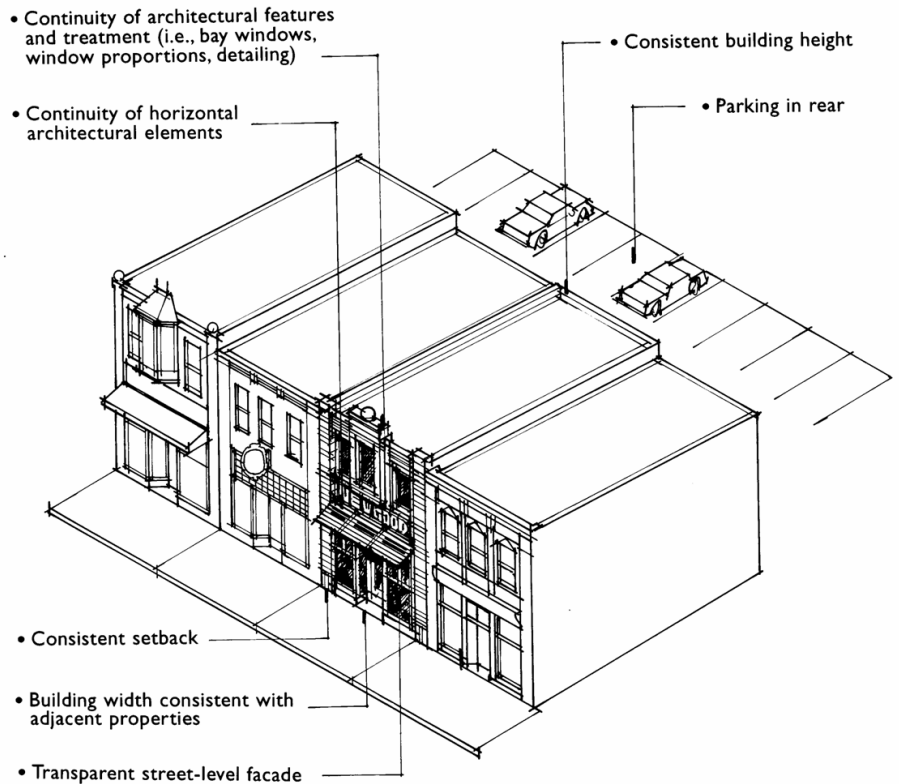


Recommended Zoning

The City's C-2 central business zoning district is appropriate for areas in this future land use category.

Policies and Programs

- Preserve the architectural and historic character of the core Downtown historic buildings, including those in the Steel Bridge Creative District and Third Avenue Historic District, by requiring that new development, expansions, and exterior renovations comply with design standards and historic preservation standards.
- Grant development approvals only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
- Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, residential, and community uses through continued marketing, investment and incentive strategies.



Appropriate Historic Downtown Development

Industrial

Description

This future land use category includes manufacturing, warehousing, distribution, and office uses, often with outdoor storage or processing of materials. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage and processing areas, and limited and attractive signage. These areas should be located near arterial roads and away from residential areas and high visibility community gateways whenever possible.

Recommended Zoning

The City's I-1 and I-2 zoning districts are most appropriate for areas within this future land use category.

Policies and Programs

- As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.

- b. Encourage the use of high-quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
- c. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
- d. Adhere to adopted site and building design guidelines for industrial projects.

Business Park

Description

This future land use category is an area predominately used for light manufacturing, corporate offices, and related uses as part of an overall coordinated development in a business park setting.

Recommended Zoning

The City's C-4 and I-1 zoning districts are most appropriate for areas within this future land use category.

Policies and Programs

- a. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
- b. Encourage the use of high-quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
- c. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
- d. Adhere to adopted site and building design guidelines for industrial projects.

Office

Description

This future land use category is for nonresidential areas in which offices, medical related facilities and related business services predominate. The office land use designation is also appropriate in select residential areas that adjoin major institutional establishments such as neighborhoods surrounding the medical center, Door County Government Center or Justice Center.

Recommended Zoning

The City's C-4 zoning district is most appropriate for areas within this future land use category.

Policies and Programs

- a. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view.
- b. Ensure that future office development is appropriately buffered from existing and planned residential development areas.
- c. Adhere to adopted site and building design guidelines for aspects like signage, landscaping, and lighting.

Public and Institutional

Description

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, hospitals, special care facilities, and cultural facilities. Future small-scale institutional uses may also be located in areas planned for residential, commercial, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential areas.

Recommended Zoning

Government and Institutional uses are allowed in all residential, business, and industrial districts; however, the City should consider adopting an institutional or community facilities zoning district to implement this future land use category. A specific institutional or community facilities zoning district will allow the City to identify areas of the City for municipal development, including public buildings and parks, and more clearly indicate future land use priorities.

Policies and Programs

- a. Require and review a detailed site and operations plan before approving new or expanded institutional uses.
- b. Consider the impact on neighboring properties before approving any new or expanded institutional use.
- c. Continue to work with Sturgeon Bay Schools to coordinate uses and activities on district-owned land.
- d. Encourage collaboration among the Public Works, Fire, and Police Department, and other providers of City services, on accommodating future service needs.



Open Space and Recreation

Description

This category generally includes land designated as open space or other recreational facilities. It also includes certain areas with little to no development potential due to the presence of limiting factors, especially wetlands. Some Park and Open Space areas may also be accommodated within other land use categories. The land use category is expected to remain undeveloped during the period of the Comprehensive Plan, except for recreational uses.



Recommended Zoning

Parks and open spaces are allowed in all residential, business, and industrial districts. The Conservancy zoning district is recommended for lands within the open space and recreation category, especially for large expanses of such land.

Policies and Programs

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

- a. Implement the 2011 Outdoor Recreation Plan and update that plan every five years.
- b. Ensure that all land use decisions take into consideration the recommendations included in the Utilities and Community Facilities chapter of this Plan.
- c. Practice environmental stewardship of natural lands, including eradication of invasive species and habitat restoration.
- d. To preserve the integrity of environmental corridors, avoid splitting tracts of land into multiple parcels of ownership.

Agriculture/Rural

Description

The Agriculture/Rural future land use category is established and mapped on Map 5 within the City's extraterritorial jurisdiction to preserve productive agricultural and forest lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain farmer eligibility for incentive programs.



This category focuses on lands actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term suitability for farming. This category also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, such as implement dealerships, associated home occupations and small family businesses which do not interfere with the interests of nearby property

owners, small-scale forest production and processing, and limited existing single-family residential development. This land use might also be appropriate for extraction, disposal, and uses requiring large land area such as golf courses and campgrounds.

Policies and Programs

The following policies and programs are recommended for this future land use category, in areas on Map 5 where the category is shown:

- a. Continue to act as an approval authority on proposed land divisions within the City's extraterritorial jurisdiction to help assure the implementation of this desired future land use designation.
- b. Support land developments in this area only where clearly related to the description above and where proposed housing (or other non-farm use) is at a density of one home per 35 acres.
- c. Do not extend sanitary sewer service or public water service into agriculture/rural areas.
- d. Work with the adjoining Towns and County to achieve these policies and programs in a cooperative manner.

Other Land Use Recommendations

Opportunities for Redevelopment

Opportunities for redevelopment currently exist across the City. Redevelopment may involve the rehabilitation of aging buildings, additions to existing structures to facilitate reuse, reconfiguration of site plans to maximize space, and construction of new buildings to infill vacant lots or to replace buildings where rehabilitation is impractical. All of these potential activities should be balanced against historic preservation interests. The City should continue to compile and market a list of sites that are prime for redevelopment and infill development.

Specific opportunities for redevelopment can be found in the discussion of the Target Planning Areas and include Downtown, Egg Harbor Road, and the West Waterfront.

"Smart Growth" Areas

"Smart Growth" Areas are defined by the State of Wisconsin as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs."

Sturgeon Bay's Smart Growth strategy focuses on redevelopment and infill of vacant and underutilized areas across the entire community, as well as planned future land uses that prevent sprawl. Growth areas are primarily designated planned neighborhood to encourage an efficient mix of housing styles and density to meet future housing demand while meeting needs for attainable workforce housing and an efficient land use strategy.

Community Character and Design

Sturgeon Bay's small-town atmosphere, friendliness, and historic character were cited as some of the top things residents value about the community during the public workshops and community described in Chapter One: Issues and Opportunities. To ensure that Sturgeon Bay's unique characteristics are maintained over the planning period, this section of the Plan provides the basis of a comprehensive approach to community character planning, addresses in more detail the nature of development outlined in the Future Land Use Map, and sets the framework for more detailed transportation and community facilities recommendations presented in this document. New development, whether commercial or residential, should fit with the character of Sturgeon Bay while maintaining high-quality building and design standards.

Community Character Components

A wide variety of elements contribute to the creation of community character. These elements should be considered with all development proposals and government actions associated with implementation of this Plan. The City has some measure of control over nearly all of these elements through zoning, subdivision, and building regulations, and public investments. These elements include:

Density and Intensity

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) are relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios make for more gradual and visually comforting transitions. The City's commitment to compact growth, environmental sustainability, and infill redevelopment provide new opportunities for increased density in Sturgeon Bay, particularly in the redevelopment of underutilized lands.

Building Scale

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, large differences in building scale can be disruptive to an urban fabric. Proposed new buildings should be consistent with the scale of surrounding buildings (of all uses) should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways.

Building Location

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning regulations should effectively address this concern. Consistent setbacks at the desired distance from the street are essential to creating and maintaining the character of a district, whether it be Downtown, residential or rural.

Architecture

Where a dominant architectural style exists, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the downtown and neighborhood mixed use areas.

Public Furnishings and Spaces

The use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. The use of public furnishings, particularly in public spaces relating to tourism, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

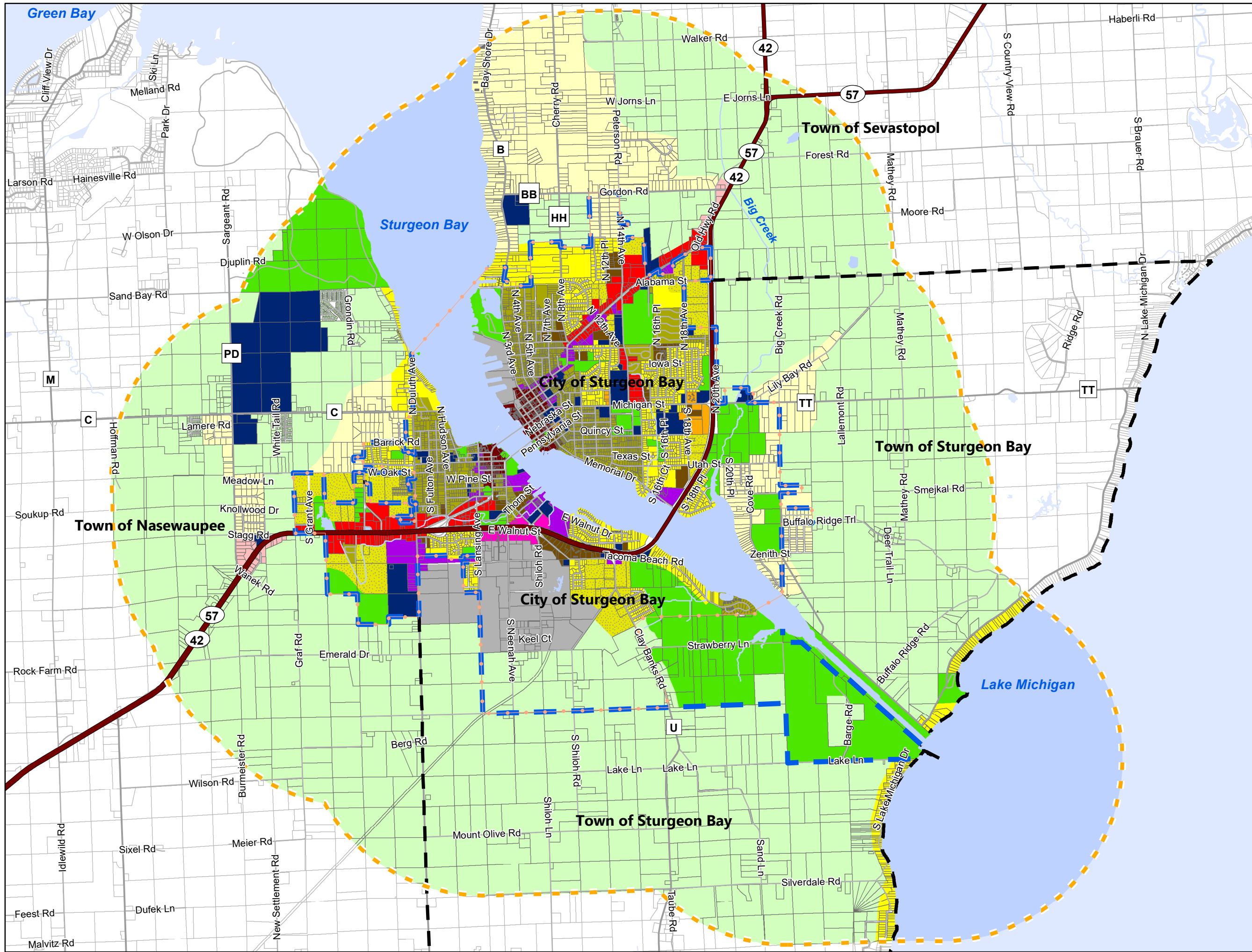
The creation of small gathering spaces with benches and perhaps tables is an emerging trend in large scale private commercial developments. Such features tend to humanize environments that are otherwise dominated by buildings, cars, and parking lots. The City should encourage creation of such spaces in its larger commercial developments.

Urban Form

Sturgeon Bay's downtown, historic districts, and working waterfront define the urban form of the community. The City should explore opportunities for land acquisition and infill redevelopment to protect and expand walkable, mixed use districts to serve as signature destinations in the community. These districts, particularly Downtown Sturgeon Bay, should include public spaces for residents to gather and community events as well as traditional retail storefronts with office and residential above and connect residents and visitors to the nearby natural features and assets, like the waterfront and downtown parks.

Community Entryways

Entryways, or gateways as they are sometimes referred, are the first impression a community makes on visitors and residents alike. The entryway and related features go beyond marking the edge of the community; but also act as the "front door" to the community, or in this case to the region as Sturgeon Bay is also the gateway to Door County. Sturgeon Bay's north and south entries along STH 42/57 set the tone at the community edges and provide an ever-present opportunity to make a favorable impression on visitors, establishing and reinforcing the community's character and sense of place. Given that all traffic to the northern part of the county passes through the City of Sturgeon Bay, the City has an opportunity to distinguish itself, and with proper land use, resource management, and wayfinding, encourage travelers to stay and visit as they continue on to other Door County destinations.



City of Sturgeon Bay Comprehensive Plan

Map 5a: Future Land Use ETJ Extent

DRAFT

Planned Sewer Service Area (2030)

Sturgeon Bay (ETJ) Extra Territorial Jurisdiction Boundary

City of Sturgeon Bay

Other Municipal Boundaries

State Highway

County Highway

Local Road

Surface Water

Future Land Use

Right-of-Way

Unknown

Agricultural/Rural

Rural Residential

Lower Density Residential

Medium Density Residential

Higher Density Residential

Planned Neighborhood

Unsewered Commercial

Regional Commercial

Neighborhood Mixed Use

Downtown Mixed Use

Office

Business Park

Industrial

Public and Institutional

Open Space and Recreation

Date: 6/17/20

0 1,500 3,000 6,000 Feet

VANDEWALLE & ASSOCIATES INC.
shaping places, shaping change

Sources: Door County, City of Sturgeon Bay, US Census Bureau, Ayres Associates, WI DNR

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City of Sturgeon Bay Comprehensive Plan

Map 5b: Future Land Use Central City

DRAFT

- Planned Sewer Service Area (2030)
- Sturgeon Bay (ETJ) Extra Territorial Jurisdiction Boundary
- City of Sturgeon Bay
- Other Municipal Boundaries
- State Highway
- County Highway
- Local Road
- Surface Water
- Future Land Use**
 - Right-of-Way
 - Unknown
 - Agricultural/Rural
 - Rural Residential
 - Lower Density Residential
 - Medium Density Residential
 - Higher Density Residential
 - Planned Neighborhood
 - Unsewered Commercial
 - Regional Commercial
 - Neighborhood Mixed Use
 - Downtown Mixed Use
 - Office
 - Business Park
 - Industrial
 - Public and Institutional
 - Open Space and Recreation

Date: 6/17/20

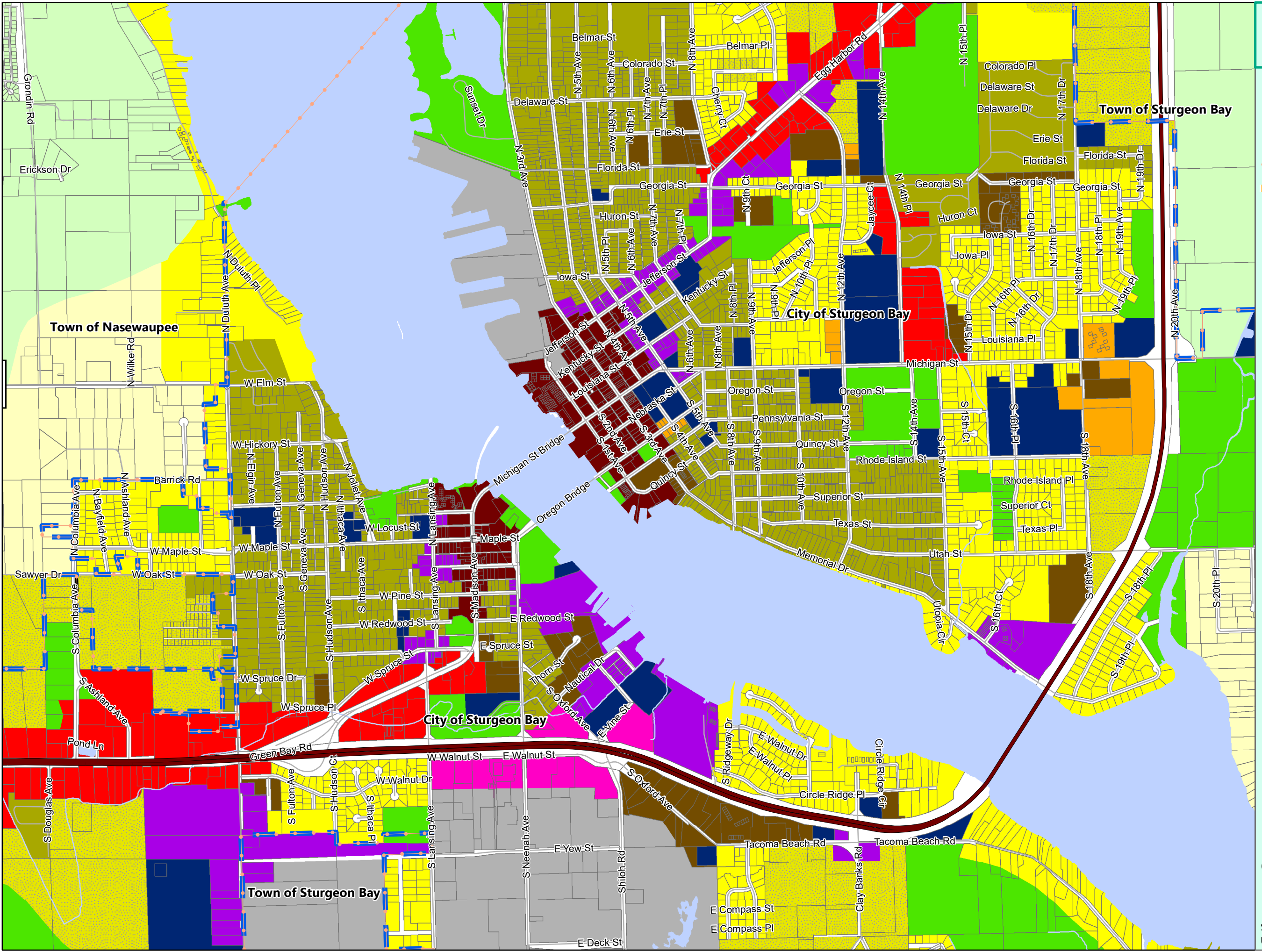
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ASSOCIATES INC.
Shaping places. Shaping change.

Sources: Door County, City of Sturgeon Bay,
US Census Bureau, Ayres Associates, WI DNR



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Chapter Eight: Utilities and Community Facilities

Utilities and Community Facilities Goals, Objectives, and Policies

Goals:

Sturgeon Bay will provide residents with high-quality, accessible public services and community facilities to enhance the City's sense of community and quality of life.

Objectives:

- a. Provide adequate government services and facilities necessary to maintain a high-quality living and working environment.
- b. Retain government services centered at City Hall in Downtown Sturgeon Bay.
- d. Provide community services and facilities in a logical, reliable, efficient, and cost-effective manner to serve a compact development pattern.
- e. Ensure that Sturgeon Bay is adequately served by both passive and active open space, parkland, and recreational facilities that are accessible and well maintained.
- f. Assure that the costs for new community services, facilities, and utilities are distributed fairly and equitably.
- g. Work with the school districts to ensure adequate school facilities to Sturgeon Bay students and families.
- h. Increase opportunities to connect Sturgeon Bay students and employers through higher education, workforce training, certification, and apprenticeship opportunities.
- i. Expand the coverage and implementation of technology networks across Sturgeon Bay in both the public and private sector.

Policies:

- a. Require all new development in the City to make provisions for handling stormwater by either providing on-site facilities or contributing to the provision of regional facilities proportional to the development's run-off. These facilities should be constructed concurrent with development.
- b. Explore the feasibility of increasing Sturgeon Bay's generation and use of renewable energy, especially solar.
- c. Explore the feasibility of dedicating developer exactions and fees to assure that new development pays for its proportional share of the cost of providing utilities and other community facilities.
- d. Coordinate with Sturgeon Bay Schools to identify and plan future school facilities, especially those that potentially support the non-student population such as performing arts or athletic facilities.
- e. Study the viability of technological infrastructure, such as small cell wireless or fiber networks, to provide access to technology citywide, and pursue local partnerships to explore Smart City opportunities.
- f. Promote the private development of licensed childcare facilities.
- g. Implement and regularly update the City's 2015 Outdoor Recreation Plan.
- h. Continue to construct and improve stormwater management facilities within the Little Creek drainage basin to reduce flooding and protect water quality.
- i. Pursue grants and other non-City sources of funds whenever capital expenditures are planned for community facilities.
- j. Implement Capital Improvement Plans to keep Sturgeon Bay's municipal facilities up to date.

Utilities and Community Facilities Programs and Recommendations

Update and Implement the Comprehensive Outdoor Recreation Plan

Sturgeon Bay offers a variety of outdoor recreation opportunities to residents and visitors, from parks and playgrounds to trails and public waterfront access. To expand the City's impact on outdoor recreation and support the expansion and maintenance of its recreational assets, the City should update and adhere to the 2015 Outdoor Recreation Plan. An Outdoor Recreation Plan not only allows the City to explore community priorities and goals, analyze existing conditions, and consider future potential park facilities, but it is essential for the City to qualify for both federal and state funding opportunities, including grants from the Wisconsin Department of Natural Resources. The City should update the Recreation Plan every five years.

Include the School Districts in Future Planning Decisions

The City should coordinate land use and development decisions with the long-range planning efforts of the various school districts. Collaboration on planning issues could be accomplished through periodic joint City and school district meetings, appointing a coordinating liaison, or by including a school district representative on the City Plan Commission.

Over the course of this planning period the Sturgeon Bay School District may need to consider changes to their school facilities, including closing Sunset School. The City will work with the District to proactively identify actions, and if necessary, mitigate impacts to surrounding areas, including the potential productive reuse of closed facilities. The City and School District may consider the development of a combination community park/school site, such as sports fields, which may allow for efficiencies in construction and maintenance costs.

Prepare the City for Future Technologies

Communities across the country are recognizing the future of technology and its role in the public sphere. From electric vehicle charging stations, to small cell networks, 5G, autonomous vehicles and blockchaining, technology has the potential to alter daily life in our cities. While technology is rapidly advancing, areas of Sturgeon Bay struggle to access high-speed internet. High-speed internet is a major quality of life factor for residents and is an economic development tool that can be used to attract and retain technology-based employers and remote employees. As more and more of the economy is built on employees who work from home, access to reliable internet is essential to retaining the next generation of workers. The City should advance an economic development strategy that highlights access to high-speed Internet service along with the important quality of life assets, like natural resources, outdoor recreation opportunities and small-town charm to attract remote employees and employers.

Recommended Actions:

- Consider diverse partnerships, including private sector companies, to expand high-speed internet access across the City.
- Complete a Technology Master Plan to study what the current and emerging technology needs are in Sturgeon Bay and identify how to most efficiently provide these services.
- Review and revise City ordinances to include provisions for installation of high-technology communications infrastructure, renewable energy infrastructure, and transportation technology.
- Where feasible, introduce technology upgrades that will make the provision of City services more efficient, equitable, and transparent.
- Consider developing an open data policy and platform for City data to increase transparency and engage residents through digital media, including the City website.

Maintain Strong Public Education in Sturgeon Bay

Education is a major factor in the decision on where to live. In addition to housing and accessibility to employment, the quality of the school system drives resident choice and is often central to a community's identity and sense of pride. Public input throughout the planning process repeatedly emphasized the importance of quality public education and maintaining high standards for Sturgeon Bay's schools. While schools are directly governed by the School District, it is important for the City to support education and emphasize it as a community priority in this Plan.

Recommended Actions:

- Continue to communicate and collaborate with Sturgeon Bay Schools to ensure adequate facilities and services for its students and families.
- Maintain critical transportation infrastructure, particularly sidewalks and bike trails, for students to safely travel to schools and other destinations within Sturgeon Bay.
- Pursue funding opportunities that can assist with the School Districts' various goals, including grants like Safe Routes to School.
- Ensure Sturgeon Bay has the appropriate mix of housing to suit families with children and that these housing options are accessible to school facilities.
- Maintain a diverse mix of employers to elevate the community tax base.
- Support opportunities for the City, Sturgeon Bay employers, and the School District to work together on education and workforce training.
- Maintain top quality public safety services to keep Sturgeon Bay schools a safe, welcoming environment.

Promote Private Development of Childcare Facilities

Continually throughout the public input process for this Plan the lack of licensed childcare options was raised as an issue. Access to safe, reliable, flexible childcare is essential for families to be able to live in a community of their choice and can be a major deciding factor in the whether to move to a community. Market and regulation trends have drastically impacted the childcare business model, causing many facilities to close or alter their staffing and services. The City should work with all public, private and non-profit partners to ensure the City is adequately served by safe, licensed childcare providers.

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Chapter Nine: Intergovernmental Cooperation

This chapter is focused on “intergovernmental cooperation,” defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions (e.g. school districts). It incorporates by reference all plans and agreements to which Sturgeon Bay is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this Plan and plans for neighboring jurisdictions.

Intergovernmental Cooperation Goals, Objectives, and Policies

Goals:

Sturgeon Bay will work effectively with nearby and overlapping jurisdictions to promote mutually beneficial cooperation and will explore new opportunities to expand partnerships to increase the City’s impact for residents.

Objectives:

- a. Work with the surrounding municipalities, Door County, local school districts, and State agencies on land use, natural resource, transportation, and community development issues of mutual concern.
- b. Cooperate with neighboring towns, school districts, Door County and State agencies on providing shared services and facilities.
- c. Explore an intergovernmental boundary and land use agreement between the City and nearby municipalities, particularly in areas important to the entryway character of Sturgeon Bay like the gateway areas along STH 42/57.
- d. Participate in County-level transportation, land use, and economic development efforts.
- e. Stay informed on activities of the various school districts to ensure the City has the opportunity to be involved in decisions that affect City residents, such as building improvements, tax issues, and transportation.

Policies:

- a. Provide copies of this 2040 Comprehensive Plan Update and future amendments to surrounding governments.
- b. Work with Sturgeon Bay Schools on pursuing specific opportunities and challenges identified in this Plan, including long-term facility needs, and logical use and management of open space and recreational lands and facilities.
- c. Work with the surrounding towns on future comprehensive planning efforts, with a goal of achieving consistency with this Plan.

- d. Continue to work with Door County in areas related to growth management, farmland preservation, plan implementation, grant opportunities, and local and County ordinance development.
- e. Work with agencies like the Door County Economic Development Corporation and the Door County Visitor Bureau to help advance the economic viability of the Sturgeon Bay area.

Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this Plan. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular in areas and relationships that are not described extensively in other chapters of this Plan, and where potential future conflicts may be the greatest without concerted future action.

State Issues

WisDOT and WisDNR are actively involved in programs and policies which directly affect, and are affected by, local land use decisions. The promotion of the policies of these agencies by this Plan is an imperative coordination tool. Specifically, this coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for Northeast Wisconsin. State policies are also implemented through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities which are promoted and implemented through this Plan, are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse impacts.

County Issues

There are no known conflicts between this City Plan and Door County plans. The City of Sturgeon Bay should continue to work with Door County on key land use issues. The City should continue to communicate with Door County Parks on green space issues, zoning and land use, and tourism and economic development.

Regional Issues

Because many of the City's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource preservation, land use), the City intends to maintain an active and open dialogue with surrounding communities and county.

The interconnected nature of the Door County and Fox Valley area makes communication and cooperation among the different communities uniquely important and presents exciting opportunities for partnerships and collaborations that increase capacity and efficiency. The City of Sturgeon Bay should be committed to maintaining and expanding these partnerships as needed.

Chapter Ten: Implementation

Few of the recommendations of this Plan will be automatically implemented. Specific follow-up action will be required for the Plan to become reality. This final chapter provides the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

Plan Adoption

A first step in implementing the 2040 Comprehensive Plan Update is making sure that it is adopted in a manner which supports its future use for more detailed decision-making. The City has included all necessary elements for this Plan to be adopted under the state's comprehensive planning legislation. The City has also followed procedures for adopting this Plan under Section 66.1001(4), Wisconsin Statutes.

Plan Monitoring and Advancement

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this Plan as a guide. This Plan should be used as the first "point of reference" when evaluating these projects. Upon adoption zoning, subdivision, and official map ordinances and decisions will have to be consistent with the Comprehensive Plan.

This Plan will have value only if it is used, understood, and supported by the community. It is critical that the City make concerted efforts to increase community awareness and education on this Plan. To this end, efforts may include:

- Ensuring that attractive and up to date materials are easily accessible on the City's website
- Speaking to community organizations about the Plan
- Regularly presenting implementation progress reports to the City Council, Plan Commission, and other municipal bodies
- Incorporating Plan implementation steps in the annual budget process
- Encouraging all City staff to become familiar with and use the Plan in their decision-making

Plan Administration

This Plan will largely be implemented through an on-going series of individual decisions about zoning, land division, official mapping, public investments, and intergovernmental relations. The City of Sturgeon Bay intends to use this Plan to inform such decisions under the following guidelines:

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this Plan. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Unit Development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of future land use areas. However, in their consideration of zoning map issues, the Plan Commission and City Council also will evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development.

Therefore, this Plan allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

Land Division

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this Plan. Specifically, the Future Land Use map and the Transportation and Community Facilities map (and the policies behind these maps) should be used to guide the general pattern of development, the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and City Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats and final plats within the City limits. This Plan allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and City Council.

Official Mapping

The Transportation and Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as depicted on a revised Official Map. However, in their consideration of official mapping issues, the Plan Commission and City Council will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the official mapping and platting processes both within the City limits and the extraterritorial jurisdiction.

Public Investments

Proposed public investment decisions will be guided by the recommendations of this Plan. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This Plan allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

Intergovernmental Relations

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this Plan, as deemed appropriate by the Plan Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this Plan shall be resolved by the City Council through the intergovernmental process.

Plan Amendments

This Plan can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the Plan is becoming irrelevant or contradictory to emerging policy or trends or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text (as opposed to an “update” described later). The Plan should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the Plan will become meaningless.

As a dynamic community facing a myriad of development and redevelopment issues, the City is likely to receive requests for plan amendments over the planning period. To provide a more manageable, predictable and cost-effective process, the City will consider establishing a single plan amendment consideration cycle every year. Several Wisconsin communities use an annual plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed plan amendment requests be officially submitted to City by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may bypass the annual amendment process described above if an amendment to this Comprehensive Plan is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this Comprehensive Plan and may be lost if required to wait for the regular plan amendment cycle. However, the City is still required to use the procedures outlined below.

The procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed for all Plan amendments. Specifically, the City will use the following procedure to amend, add to, or update the Comprehensive Plan:

- a) Either the City Council or Plan Commission initiates the proposed Comprehensive Plan amendment. This may occur as a result of a regular Plan Commission review of the Plan or may be initiated at the request of a property owner or developer.
- b) The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this Comprehensive Plan).
- c) The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the Comprehensive Plan.
- d) The City Plan Commission holds one or more public meetings on the proposed Comprehensive Plan amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this Plan).
- e) The City Clerk sends a copy of the recommended Plan amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended Plan amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended Plan amendment prior to adoption by the Council.
- f) The City Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the Comprehensive Plan.

- h) Following the public hearing, the Common Council approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan Commission recommended version of the proposed Plan amendment.
- i) The City Clerk sends a copy of the adopted ordinance and Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the Plan document and maps. Based on this deadline, the City should update this Plan before the year 2030 (i.e., ten years after 2020), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this Plan were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this Plan.

As required in the 1999 Smart Growth law, and clarified by 2009 Wis. Act 372, beginning on January 1, 2010, all new zoning, subdivision, and official map ordinances and amendments to those ordinances, have to be consistent with the Comprehensive Plan.

Implementation Programs and Recommendations

Figure 12 provides a detailed list and timeline of the major actions that the City should complete to implement this Plan. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. Figure 12 has five different columns of information, described as follows:

- **Category:** The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** The third column provides the chapter(s) of this Plan where the recommendation is described in greater detail.
- **2040 Vision Principle:** The fourth column connects the recommendation back the Plan's guiding 2040 Vision by identifying the specific vision principle the recommendation and addresses and advances.
- **Implementation Timeframe:** The fifth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the Plan will have to be updated by 2030.

Figure 12. Implementation Table

Category	Recommendation	Reference	2040 Vision Principle	Short (1 Year)	Medium (2-5 years)	Long / Ongoing (5-10 years)
Agriculture, Natural Resources, and Environmental Sustainability	Advance a green infrastructure implementation plan	Chapter 2	Environmental Sustainability			
	Partner with neighboring communities to advance best practices in stormwater management, energy efficiency, and community resiliency.	Chapter 2	Environmental Sustainability			
	Form an Environmental Action group of citizens and leaders	Chapter 2	Environmental Sustainability			
	Complete a climate event risk assessment	Chapter 2	Environmental Sustainability			
	Support connections between local food and agriculture producers and consumers	Chapter 2	Environmental Sustainability			
			Active Economy			
	Create a vacant land inventory	Chapter 2 and 7	Smart Growth and Connectivity			
			Environmental Sustainability			
	Support establishment of the National Estuarine Research Reserve in Sturgeon Bay	Chapter 2	Environmental Sustainability			
			Active Economy			
	Establish an Environmental Management Plan	Chapter 2	Environmental Sustainability			
Cultural Resources and Community Identity	Complete a streetscape and community beautification plan that includes wayfinding and signage	Chapter 3	Livability			
			Destination			
	Identify and pursue funding sources for historic preservation and arts programming	Chapter 3	Livability			
	Promote infill and adaptive reuse in Downtown Sturgeon Bay, particularly for arts-based uses.	Chapter 3	Livability			
			Smart Growth and Connectivity			
	Establish artist showcase events, public art programs, and performance opportunities for artists	Chapter 3	Livability			
			Destination			
	Promote Sturgeon Bay to artists and students across the region as a place to live, work and create	Chapter 3	Livability			
	Expand communication on Sturgeon Bay municipal activities and initiatives across multiple channels	Chapter 3	Livability			
	Establish outreach opportunities with local leaders, including elected officials, community bodies, and the police department.	Chapter 3	Livability			
	Establish decision making metrics to identify, prioritize and implement community-wide initiatives in an equitable and efficient manner,	Chapter 3	Livability			

Category	Recommendation	Reference	2040 Vision Principle	Short (1 Year)	Medium (2-5 years)	Long / Ongoing (5-10 years)
Housing and Neighborhoods	Promote maintenance of the City's existing housing stock.	Chapter 4				
	Establish programs and incentives to encourage green construction and home rehabilitation standards, as well as the implementation of energy efficiency technology in residential development	Chapter 4	Livability			
	Establish policies to encourage developers to include green infrastructure and technology in neighborhood design, from stormwater management to electric vehicle charging	Chapter 4	Livability			
			Environmental Sustainability			
	Remain up-to-date on current law and available tools regarding short-term rentals	Chapter 4	Livability			
	Support programs to provide affordable workforce housing	Chapter 4	Livability			
	Update the zoning code to allow Accessory Dwelling Units	Chapters 4 and 7	Livability			
			Smart Growth and Connectivity			
	Allow high-quality multi-family housing	Chapter 4	Livability			
	Support infill residential densification	Chapters 4 and 7	Livability			
	Support housing in mixed use areas, including Downtown	Chapters 4 and 7	Livability			
			Active Economy			
	Diversify new housing	Chapters 4	Livability			
Transportation	Work with regional and state partners to implement local, regional and state transportation plans	Chapter 5	Smart Growth and Connectivity			
	Implement the 2011 Bicycle Master Plan	Chapter 5	Livability			
			Smart Growth and Connectivity			
	Update and adopt the Sturgeon Bay Official Map	Chapter 5	Smart Growth and Connectivity			
	Apply for state and federal grant opportunities to fund transportation repairs and improvements.	Chapter 5	Smart Growth and Connectivity			
	Explore new transportation alternatives to reduce single-vehicle traffic and congestion, including increased transit and ride share options, active transportation, and a downtown circulator trolley	Chapter 5	Livability			
			Destination			
			Smart Growth and Connectivity			

Category	Recommendation	Reference	2040 Vision Principle	Short (1 Year)	Medium (2-5 years)	Long / Ongoing (5-10 years)
Economic Development	Establish green business practice standards for city industrial and commercial areas	Chapter 6	Active Economy			
			Environmental Sustainability			
	Establish an Environmental Sustainability Coordinator position on City staff.	Chapter 6	Livability			
			Environmental Sustainability			
			Active Economy			
	Partner with local and regional economic development organizations to advance green economic development strategies	Chapter 6	Active Economy			
			Environmental Sustainability			
	Establish workforce partnerships between education providers and employers, particularly in green industries	Chapter 6	Active Economy			
			Environmental Sustainability			
	Pursue expansion of the industrial park to accommodate new businesses and the expansion of existing facilities	Chapter 6	Active Economy			
			Smart Growth and Connectivity			
	Require careful planning, site assessment, and high-quality design and materials of industrial facilities	Chapter 6	Active Economy			
	Identify opportunities to create programs to support small and local businesses, including development approval assistance, business mentoring, development incentives, and small business loans	Chapter 6	Active Economy			
			Livability			
	Establish local hiring and purchasing programs for municipal services and departments	Chapter 6	Active Economy			
	Utilize place-based assets to promote Sturgeon Bay to employers and employees	Chapter 6	Active Economy			
			Livability			
	Utilize Sturgeon Bay's connection to agricultural production to promote the City as a center for value-added foods, food artisans, and local food	Chapter 6	Active Economy			
			Destination			
	Maintain communication and collaboration with the Door County Medical Center to understand its needs, including facilities, infrastructure, housing and workforce	Chapter 6	Active Economy			
			Livability			

Category	Recommendation	Reference	2040 Vision Principle	Short (1 Year)	Medium (2-5 years)	Long / Ongoing (5-10 years)
Land Use	Update the zoning to include the following:	Chapters 4 and 7	Smart Growth and Connectivity			
	Create a small lot single family residential district					
	Update detailed design standards from this Plan for multi-family developments.		Livability			
	Consider regulatory provisions for short-term rentals					
	Implement the Future Land Use Map (Map 5), including the addition of the planned neighborhood future land use category	Chapters 2 and 7	Smart Growth and Connectivity			
Utilities and Community Facilities	Implement the 2015 Outdoor Recreation Plan, and update the plan every 5 years	Chapter 8	Livability			
			Environmental Sustainability			
	Expand high-speed internet access across the City	Chapter 8	Livability			
			Active Economy			
			Smart Growth and Connectivity			
	Introduce technology upgrades that will make the provision of City services more efficient, equitable, and transparent	Chapter 8	Livability			
			Smart Growth and Connectivity			
	Continue to communicate and collaborate with Sturgeon Bay Schools to ensure adequate facilities and services for its students and families	Chapter 8	Livability			
			Smart Growth and Connectivity			
	Promote Private Development of Childcare Facilities	Chapter 8	Livability			
			Smart Growth and Connectivity			
			Active Economy			
	Complete a Technology Master Plan	Chapter 8	Smart Growth and Connectivity			

Category	Recommendation	Reference	2040 Vision Principle	Short (1 Year)	Medium (2-5 years)	Long / Ongoing (5-10 years)
Intergovernmental Cooperation	Provide copies of this 2040 Comprehensive Plan Update and future amendments to surrounding governments.	Chapter 9	Smart Growth and Connectivity			
	Continue to work with Door County in areas related to growth management, farmland preservation, plan implementation, grant opportunities, and local and County ordinance development	Chapter 9	Smart Growth and Connectivity			
	Work with agencies like the Door County Economic Development Corporation and the Door County Visitor Bureau to help advance the economic viability of the Sturgeon Bay area	Chapter 9	Smart Growth and Connectivity			
Plan Monitoring and Advancement	Monitor development activity and future implementation strategies against the recommendations in this Plan.	Chapter 10	Smart Growth and Connectivity			
	Institute an annual Comprehensive Plan amendment process.	Chapter 10	Livability			
	Update this Plan as required by State statute.	Chapter 10	Smart Growth and Connectivity			
	Increase community awareness and education of the Plan	Chapter 10	Smart Growth and Connectivity			

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A. Data Inventory and Analysis

This appendix to the Plan includes an overview of demographic trends and background information for the City and correlates to each Plan chapter and element. This information provides an understanding of the changes taking place in the City of Sturgeon Bay. This Data Inventory presents data on population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics. It also reviews relevant plans and programs on the state, regional, and local level.

Population Trends and Forecasts

Since 2000, the City of Sturgeon Bay has experienced approximately no population change. Door County and multiple neighboring communities experienced similar trends over the past 20 years. However, this does not reflect overall state trends where many communities experienced sustained growth between 2000-2010 and following the Great Recession, experienced very little or no growth for the majority of the last decade. To note, these figures do not account for seasonal population, only permanent residents.

Figure A.1. Regional Comparison: Population Trends, 1980-2019

	1980	1990	2000	2010	2019*	2000-2019 Change	2010-2019 Change
City of Sturgeon Bay	8,847	9,176	9,437	9,144	9,467	0%	3%
Village of Egg Harbor	238	183	250	201	207	-21%	3%
Village of Ephraim	319	261	353	288	288	-23%	0%
Village of Forestville	455	470	429	430	427	0%	-1%
Village of Sister Bay	564	675	886	876	966	8%	9%
Town of Sturgeon Bay	863	895	865	818	826	-5%	1%
Town of Nasewaupée	1,899	1,798	1,873	2,061	2,441	23%	16%
Town of Sevastopol	2,520	2,552	2,667	2,628	2,743	3%	4%
Door County	25,029	25,690	27,961	27,785	28,650	2%	3%
Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	5,843,443	8%	3%

*Source: WisDOA 2019 Population Projections.

Source: U.S. Census Bureau, 1980-2010 Census.

Figure A.2 shows twenty different population projections scenarios that were derived using a variety of methodologies:

- Linear Growth Rate 1980-1990, 1980-2000, 1980-2010, 1980-2019, 1990-2000, 1990-2010, 1990-2019, 2000-2010, 2000-2019, and 2010-2019. These projections were calculated using the average annual population change over the time period and projecting that rate forward to 2040. The average annual population change for the various time periods ranged from losing an average of 29 residents per year to growing by an average of 36 residents per year.
- Compounded Percentage Rate 1980-1990, 1980-2000, 1980-2010, 1980-2019, 1990-2000, 1990-2010, 1990-2019, 2000-2010, 2000-2019, and 2010-2019. These estimations are determined utilizing the annual average percentage change over the time period and extrapolating that rate forward to 2040. The average annual percentage change for over these time periods ranged from -0.3% change to +0.4% change.

Based on this methodology, its projected that the City of Sturgeon Bay's population will be between 8,852 – 10,279 in 2040, a range of between a total decrease of 615 residents and an increase 812 residents. Considering the wide range of population projection scenarios, the City will use the compounded growth rate projection between 1980-2019 to calculate future households and land use. The 9,831 projected 2040 population was chosen because it represents a modest total population change that considers both growth and decline over the past 40 years. To note, the previous comprehensive plan's projected 2030 population was 9,873, which exceeds this plan's 2030 population projection of 9,656. The difference is a result of the stagnant population totals experienced in the City since 2000.

Figure A.2. Population Projection Scenarios, 2019-2040

	2019**	2020	2025	2030	2035	2040	2019-2040 Change
Linear Growth 1980-1990*	9,467	9,500	9,664	9,829	9,993	10,158	691
Linear Growth 1980-2000*	9,467	9,497	9,644	9,792	9,939	10,087	620
Linear Growth 1980-2010*	9,467	9,477	9,526	9,576	9,625	9,675	208
Linear Growth 1980-2019*	9,467	9,483	9,562	9,642	9,721	9,801	334
Linear Growth 1990-2000*	9,467	9,493	9,624	9,754	9,885	10,015	548
Linear Growth 1990-2010*	9,467	9,465	9,457	9,449	9,441	9,433	-34
Linear Growth 1990-2019*	9,467	9,477	9,527	9,577	9,628	9,678	211
Linear Growth 2000-2010*	9,467	9,438	9,291	9,145	8,998	8,852	-615
Linear Growth 2000-2019*	9,467	9,469	9,476	9,484	9,492	9,500	33
Linear Growth 2010-2019*	9,467	9,503	9,682	9,862	10,041	10,221	754
Compounded Growth 1980-1990*	9,467	9,502	9,680	9,862	10,046	10,234	767
Compounded Growth 1980-2000*	9,467	9,499	9,658	9,820	9,985	10,152	685
Compounded Growth 1980-2010*	9,467	9,478	9,531	9,584	9,638	9,692	225
Compounded Growth 1980-2019*	9,467	9,484	9,570	9,656	9,743	9,831	364
Compounded Growth 1990-2000*	9,467	9,494	9,630	9,767	9,907	10,049	582
Compounded Growth 1990-2010*	9,467	9,465	9,457	9,449	9,441	9,432	-35
Compounded Growth 1990-2019*	9,467	9,477	9,529	9,582	9,634	9,687	220
Compounded Growth 2000-2010*	9,467	9,438	9,292	9,149	9,008	8,869	-598
Compounded Growth 2000-2019*	9,467	9,469	9,477	9,484	9,492	9,500	33
Compounded Growth 2010-2019*	9,467	9,504	9,692	9,884	10,079	10,279	812

*Source: U.S. Census Bureau, 1980-2010 Census.

**Source: WisDOA 2019 Population Projections.

Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.

2. Extrapolated based on the average annual percent change over the given years.

Since 2000, it is estimated that the seasonal homeowner population in the City has nearly doubled from 138 dwelling units to 260 dwelling units. This is also evident in the total number of housing units in the City increasing between 2000-2010 despite a decline in population over that time. Additionally, assuming that the average household size for a seasonal dwelling unit is 2 (based on City's existing person per household average), the total seasonal population has increased from approximately 276 in 2000 to nearly 600 in 2019.

Figure A.3. Seasonal Population Projections

	2000	2010	2019**
Permanent Population	9,437	9,144	9,467
Persons Per Household	2.30	2.07	2.00*
Total Housing Units	4,447	4,903	5,051
Permanent Housing Units (total - seasonal)	4,309	4,659	4,753
Seasonal Units (vacant housing units for seasonal or recreational use)	138	244	298
Percentage Seasonal Units	0.03	0.05	0.06
Total Households	4,048	4,288	4,474
Estimated Seasonal Population (assuming 2 ppl per HH for seasonal)	276	488	596
Estimated Total Peak Population (permanent + seasonal populations)	9,713	9,632	10,063

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates

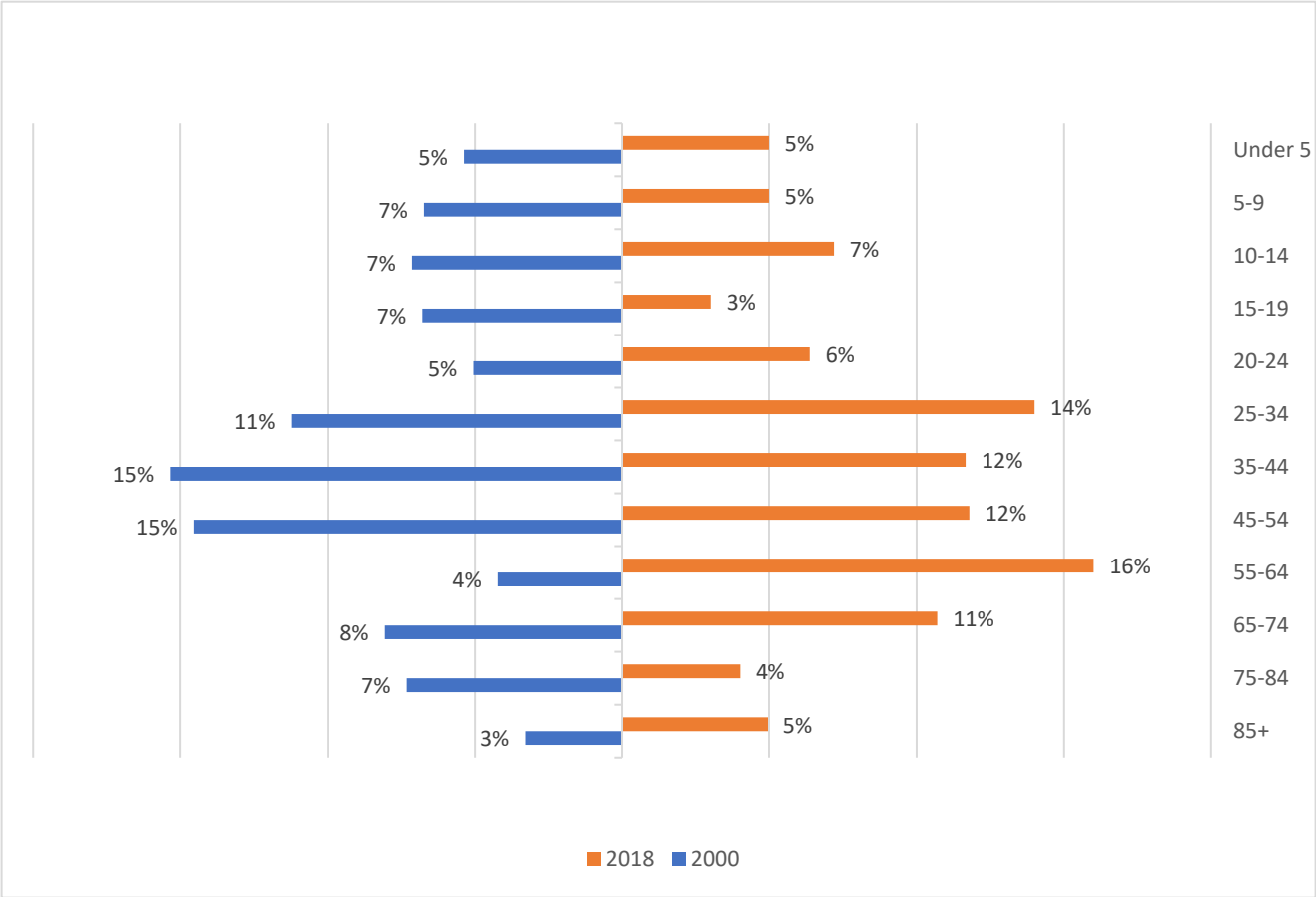
**Source: WisDOA 2019 Projected Population.

Source: U.S. Census Bureau, 2000-2010 Census.

Demographic Trends

Figures A.4 and A.5 show Sturgeon Bay’s age distribution and trends between 2000 to 2018. The City’s median population age of 43 is the youngest of all nearby communities and the County, but higher than the State’s average. This is generally reflective of the seasonal nature of Door County attracting permeant retirees to the area. Additionally, since 2000 the City’s median age has increased, matching the percentage of the population older than 65 years old increasing and the percentage of the population younger than 18 years old decreasing. All of these trends mirror nearby communities, the County, and the State. Unsurprisingly, Sturgeon Bay’s figures also match the national aging population trends. Over the next 20 years, an increasingly older population will present both potential opportunities and issues for the City. Because of this, the topic is highlighted throughout the plan.

Figure A.4. Age Distribution, 2018



Source: U.S. Census Bureau, 2000 Census., U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.5. Regional Comparison: Age Distribution, 2000-2018

	Median Age			Under 18 Years Old			Over 65 Years Old		
	2000	2010	2018*	2000	2010	2018*	2000	2010	2018*
City of Sturgeon Bay	40	45	43	23%	20%	19%	19%	19%	20%
Village of Egg Harbor	55	60	64	10%	7%	5%	30%	35%	45%
Village of Ephraim	53	59	65	19%	15%	9%	28%	33%	52%
Village of Forestville	41	44	39	23%	21%	24%	17%	18%	13%
Village of Sister Bay	61	63	63	11%	10%	11%	46%	46%	43%
Town of Sturgeon Bay	44	52	56	20%	16%	16%	17%	22%	32%
Town of Nasewaupsee	43	50	53	21%	18%	17%	16%	20%	26%
Town of Sevastopol	43	52	58	18%	17%	16%	17%	23%	32%
Door County	43	49	52	22%	18%	16%	19%	23%	28%
Wisconsin	36	39	39	25%	24%	22%	13%	14%	16%

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.6 addresses the racial and ethnic makeup of community's population and demonstrates a trend toward increasing diversity. The proportion of African American residents as well as Hispanic or Latino residents have both increased. The City must be cognizant and embrace the new diversification of the population over the next 20 year through continuing to recognize potential barriers, increasing inclusiveness, and striving to provide equitable services.

Figure A.6. Race and Ethnicity, 2000-2018

	2000	2010	2018*
Race			
White	97.0%	95.0%	93.0%
African American	0.3%	1.0%	1.9%
American Indian	0.8%	1.0%	1.6%
Asian	0.4%	0.6%	1.0%
Other	0.5%	1.0%	0.0%
Two or More	0.9%	1.0%	2.9%
Ethnicity			
Hispanic or Latino	1.0%	3.0%	4.0%

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.7 shares economic data related to families and individuals in the City of Sturgeon Bay. Between 2000 and 2018 individuals and families in poverty have both steadily increased. The 2008 Recession effected the City's economy and the stagnant recovery since has played a part in these figures increasing. Nationally, the same poverty trends are taking place as the income inequality gap continues to get larger, wages stay stagnant, and student debt rises. It will be important for Sturgeon Bay to consider this trend when adding or revising services in the future.

Figure A.7. Poverty and Unemployment Rates, 2000-2018

City of Sturgeon Bay	2000	2010	2018*
Population Over 16 Unemployment Rate	4.0%	7.0%	4.4%
Families in Poverty	5.5%	8.2%	6.8%
Individuals in Poverty	7.7%	10.0%	10.8%

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates

Source: U.S. Census Bureau, 2000-2010 Census.

Household Trends and Forecasts

Figure A.8 and A.9 compares various characteristics associated with housing, such as average household size, vacancy rates, owner occupancy rates, median owner-occupied value, and average renter costs. Compared to neighboring communities, the average value of a home in the City of Sturgeon Bay is the lowest, outside of the Village of Forestville. This is typical of the relationship between cities and neighboring towns, where larger lots in the towns facilitate the construction of larger homes and where older, smaller, and lower valued houses are in shorter supply. When compared to the County and state, the value of a home is also lower in Sturgeon Bay. It is important to note, that the City and several comparable communities experienced a substantial increase in the median home value between 2000-2010 and very little change since. This is a very common trend throughout Wisconsin and many parts of the Midwest with the slow economic recovery post-Recession.

Average household size is also another good metric that can be used to evaluate housing needs and preferences, in addition to land use demands in the future. Much like many surrounding communities and the nation as-a-whole, Sturgeon Bay has seen a decrease in average household size since 2000. This is in part due to the increase in the aging population, people waiting longer to start a family, and overall changing lifestyle preferences. This trend is important to consider moving forward.

The City of Sturgeon Bay also has a significantly lower percentage of owner-occupied homes than the surrounding jurisdictions and a lower vacancy rate than many of the comparison communities. This is reflective of the fact that Sturgeon Bay's population is larger and more permanent than most other communities in the region.

Figure A.8. Regional Comparison: Housing Characteristics, 2000-2018

	Total Housing Units			Average Household Size			Median Value of Owner-Occupied Units		
	2000	2010	2018*	2000	2010	2018*	2000	2010	2018*
City of Sturgeon Bay	4,447	4,903	5,051	2.3	2.1	2.0	\$89,700	\$138,400	\$142,000
Village of Egg Harbor	568	727	715	1.9	1.8	1.9	\$262,500	\$275,000	\$337,000
Village of Ephraim	771	654	681	2.2	1.8	1.8	\$225,000	\$316,700	\$387,500
Village of Forestville	202	206	223	2.4	2.4	2.4	\$79,300	\$128,900	\$118,000
Village of Sister Bay	945	1,335	1,397	1.8	1.8	1.7	\$200,000	\$246,000	\$250,200
Town of Sturgeon Bay	543	635	682	2.4	2.2	2.1	\$127,200	\$218,100	\$236,000
Town of Nasewaupsee	1,320	1,637	1,637	2.4	2.3	2.2	\$123,000	\$159,500	\$192,400
Town of Sevastopol	1,554	1,859	2,002	2.5	2.3	2.1	\$157,300	\$273,100	\$275,300
Door County	19,587	23,966	24,717	2.3	2.2	2.1	\$120,800	\$189,500	\$207,100
Wisconsin	2,321,144	2,624,358	2,681,232	2.5	2.4	2.4	\$112,200	\$169,000	\$173,600

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.9. Regional Comparison: Household Characteristics, 2000-2018

	Percent Owner-Occupied Housing Units			Percent Housing Units Vacant			Median Gross Rent			Median Monthly Owner-Occupied Costs (with a mortgage)		
	2000	2010	2018*	2000	2010	2018*	2000	2010	2018*	2000	2010	2018*
City of Sturgeon Bay	67%	62%	61%	9%	13%	13%	\$452	\$717	\$757	\$831	\$1,221	\$1,157
Village of Egg Harbor	82%	75%	83%	78%	85%	82%	\$620	\$848	\$717	\$1,563	\$1,917	\$1,550
Village of Ephraim	88%	86%	89%	80%	79%	78%	\$506	\$613	\$581	\$1,250	\$1,375	\$1,425
Village of Forestville	81%	80%	71%	10%	11%	9%	\$502	\$425	\$738	\$725	\$979	\$1,027
Village of Sister Bay	61%	58%	60%	53%	66%	70%	\$634	\$628	\$881	\$978	\$1,566	\$1,250
Town of Sturgeon Bay	89%	90%	87%	34%	43%	40%	\$511	\$758	\$593	\$959	\$1,238	\$1,554
Town of Nasewaupee	90%	89%	94%	41%	45%	48%	\$454	\$754	\$717	\$1,060	\$1,410	\$1,361
Town of Sevastopol	88%	88%	92%	31%	39%	39%	\$557	\$697	\$875	\$886	\$1,505	\$1,508
Door County	79%	78%	78%	40%	48%	47%	\$481	\$695	\$770	\$894	\$1,365	\$1,332
Wisconsin	68%	70%	67%	10%	12%	13%	\$540	\$713	\$837	\$1,024	\$1,433	\$1,418

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.10 presents household projections for the City through the year 2040, which were calculated using the population projections numbers used in Figure A.2, in addition to the Wisconsin DOA average household size projections. As with Figure A.2, multiple projections were calculated using different methods and years to provide a range of potential household totals. Based on this projection, the City is estimated to have a total of between 4,659 – 5,410 households in 2040, or a between 244-995 more households than in 2018. For the purposes of consistency, the chosen projection method was the compounded growth rate projection between 1980-2019, the same method chosen for the City's population projection totals. This calculation method estimates that there will be 5,174 total households in 2040 or 759 more than 2018. The average household size projections also tell an important story. According to the Wisconsin Department of Administration, Sturgeon Bay's average household size is projected to decrease from 2.07 in 2010 to 1.9 by 2040, resulting in an increase number of projected households. This is important to consider because the City's future housing stock will need to continuously evolve to accommodate these smaller household size options in the future.

Figure A.10. Household Projections, 2010-2040

	2010	2018*	2020	2025	2030	2035	2040	Additional Households 2018- 2040
Linear Growth 1980-1990	4,288	4,415	4,802	4,953	5,086	5,222	5,346	931
Linear Growth 1980-2000	4,288	4,415	4,800	4,943	5,067	5,193	5,309	894
Linear Growth 1980-2010	4,288	4,415	4,790	4,883	4,955	5,029	5,092	677
Linear Growth 1980-2019	4,288	4,415	4,793	4,901	4,990	5,079	5,158	743
Linear Growth 1990-2000	4,288	4,415	4,798	4,932	5,048	5,165	5,271	856
Linear Growth 1990-2010	4,288	4,415	4,784	4,847	4,890	4,933	4,965	550
Linear Growth 1990-2019	4,288	4,415	4,790	4,883	4,956	5,030	5,093	678
Linear Growth 2000-2010	4,288	4,415	4,770	4,762	4,732	4,702	4,659	244
Linear Growth 2000-2019	4,288	4,415	4,786	4,857	4,908	4,960	5,000	585
Linear Growth 2010-2019	4,288	4,415	4,803	4,963	5,103	5,247	5,379	964
Compounded Growth 1980-1990	4,288	4,415	4,803	4,961	5,103	5,249	5,386	971
Compounded Growth 1980-2000	4,288	4,415	4,801	4,950	5,082	5,217	5,343	928
Compounded Growth 1980-2010	4,288	4,415	4,790	4,885	4,960	5,036	5,101	686
Compounded Growth 1980-2019	4,288	4,415	4,794	4,905	4,997	5,091	5,174	759
Compounded Growth 1990-2000	4,288	4,415	4,799	4,936	5,055	5,176	5,289	874
Compounded Growth 1990-2010	4,288	4,415	4,784	4,847	4,890	4,933	4,964	549
Compounded Growth 1990-2019	4,288	4,415	4,790	4,884	4,958	5,034	5,098	683
Compounded Growth 2000-2010	4,288	4,415	4,770	4,762	4,734	4,706	4,668	253
Compounded Growth 2000-2019	4,288	4,415	4,786	4,857	4,908	4,960	5,000	585
Compounded Growth 2010-2019	4,288	4,415	4,804	4,968	5,115	5,266	5,410	995
WisDOA Household Size**	2.07	-	1.98	1.95	1.93	1.91	1.90	-

Source: U.S. Census Bureau, 1990-2010 Census, WisDOA 2019 Population Projections.

*Source: U.S. Census Bureau, 2012-2018 American Community Survey 5-Year Estimates.

**Source: Wisconsin Department of Administration, 2013 Population Estimate.

1. Extrapolated based on the average annual population change over the given years.

2. Extrapolated based on the average annual percent change over the given years.

Agricultural, Natural, and Cultural Resources

Agricultural Resources

Character of Farming

Agriculture is an important component of Wisconsin and Door County's economy. While there are lands being actively farmed within the City's 2020 municipal boundary, a much greater percentage of the surrounding towns is in agriculture. Crop and sod farms are generally located around the periphery of the City. Door County is also well known for its fruit orchards, including apples and cherries. Door County produces more tart cherries than any other county in Wisconsin, growing more than eight million pounds annually. Farming cash crops, such as non-feed corn, soybeans, and wheat, have increased in the last 30 years with more than 42,000 acres in production. Door County is also home to dairy farms and producers of valued added food products like cheese.

Farmland Preservation Efforts

Local farmers can participate in several federal and State programs and initiatives that are intended to encourage long-term farming activities. The 2018 Farm Bill established or renewed the following programs:

- The Conservation Reserve Program (CRP), which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- The Agricultural Conservation Easement Program (ACEP), has replaced or consolidated the Wetland Reserve Program, the Farmland and Ranchland Protection Program, and Grassland Reserve Program, and provides technical and financial support to help conserve agricultural lands and wetlands.
- The Conservation Stewardship Program (CSP) is a voluntary conservation program designed to encourage producers to address resource concerns in a comprehensive manner by improving, maintaining, and managing existing conservation activities and by undertaking additional conservation activities.
- The Environmental Quality Incentives Program (EQIP), which provides a voluntary conservation program for farmers and ranchers that promote agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.
- The Grassroots Source Water Protection Program is a joint project by the USDA's Farm Service Agency (FSA) and National Rural Water Association (NRWA). The program is designed to help prevent source water pollution at the grassroots level. Local teams will be established to collaborate in the development of Rural Source Water Protection plans that promote clean ground water. Rural Source Water Protection plans will outline voluntary measures that farmers, ranchers, and other producers can install on their lands to prevent source water pollution. Teams will inform and educate producers about source water protection measures that benefit their neighbors and communities.
- The Voluntary Public Access and Habitat Incentive Program allows States and Tribal governments to apply for grants to encourage owners and operators of privately held farm, ranch, and forest land to voluntarily make that land available for access by the public for wildlife dependent recreation, including hunting or fishing under programs administered by the State and Tribal governments.

In addition, the Wisconsin Department of Revenue offers the Farmland Preservation Credit Program. The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, in order to be eligible for this credit, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board.

The continued viability of farming in the areas surrounding Sturgeon Bay largely depends on the commitment of the County, surrounding towns, and city's extra-territorial land use practices to promote farmland preservation outside of the City limits. Lands in the surrounding towns are a mix of different zoning districts, but there are large areas zoned EA Exclusive Agriculture, PA Prime Agriculture, and GA General Agriculture zoning districts intended to preserve land for long-term farming. These districts only allow very low-density development and only permits uses consistent with agriculture.

Natural Resources

A survey of Sturgeon Bay's natural resources provides an important framework for guiding several elements of the Comprehensive Plan. As a growing community, such information can help identify the appropriate locations for certain types of development and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and ground water protection. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 2 in this Plan depicts the City's key environmentally sensitive areas, some of which are described in more detail below.

Geology

Door County's geology is greatly influenced by its bedrock layer of dolostone, laid down 400 million years ago in the Silurian era. Dolostone is a sedimentary carbonate rock consisting of a large percentage of the mineral

dolomite. In the past several million years, glaciers have modified the terrain by leveling hills and filling valleys. Therefore, depth to bedrock varies greatly throughout Door County. In some areas the bedrock is deeply buried in glacial till, while in other areas the bedrock is exposed to the surface, particularly in cliffs along the Green Bay shoreline.

The bedrock in Door County is part of the Niagara Escarpment, a thick crescent shaped formation of Silurian rock that is highly resistant to erosion resulting in frequent cliffs. The Niagara Escarpment extends from High Cliff State Park near Appleton, through the length of Door County, around the southern edge of Michigan's Upper Peninsula, across southern Ontario, and ending at Niagara Falls.

There are two types of glacial deposit common in Door County. The first is glacial till, which consists of a mixture of clay, sand, gravel, and boulders deposited directly by the glacier. The second type are glaciofluvial deposits. These consist of sand, gravel, and larger cobbles deposited by meltwater streams. Glaciofluvial deposits may form distinct landscape elements such as outwash plains, kames, or eskers. The thickness of unconsolidated glacial deposits in Door County range from 0 to 50 feet for most of the county, to 50 to 100 feet in southwest portion of the Sturgeon Bay area.

Door County's bedrock is subject to significant groundwater activity. Slightly acidic surface water slowly dissolves the bedrock layer, increasing the size of existing fractures, and forming sinkholes and cave systems. As a result, surface water rapidly infiltrates the groundwater supply in and around Sturgeon Bay, which increases the likelihood of groundwater contamination. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections.

Topography

The topography of the Sturgeon Bay area is largely dictated by the underlying bedrock. Bedrock elevations range from 500 to 600 feet above sea level in the Sturgeon Bay Canal basin, to 700 to 800 feet above sea level at Potawatomi State Park and other locations in the west side of the city.

The surface elevations within the boundaries of Sturgeon Bay range from 580 feet above sea level at the waterfront to approximately 746 feet at the highest point, which is situated on a glacial ridge in the extreme southwest part near the south end of Douglas Avenue. There are several portions of Sturgeon Bay with rugged terrain. Perhaps the most notable topographic feature is Stevens Hill (Big Hill), which dominates the east side of the City and includes a municipal park.

Metallic and Non-Metallic Resources

Historically, there have been many nonmetallic mining sites in and around Sturgeon Bay. In particular, limestone was a major export from the Sturgeon Bay area. Nearly all such mining sites have since been abandoned or converted to other uses. Currently, there are two active nonmetallic mining operations within the City. Sturgeon Bay Sand and Gravel operates a site that is about 40 acres in size off of Shiloh Road. This site is under Wisconsin DNR jurisdiction due to its proximity to Samuelson Creek, a navigable stream.

The other mining operation is operated by Soil Specialists located on Clay Banks Road (County Highway U). This pit is permitted through the Door County Reclamation program, which is administered by the Door County Soil and Water Conservation Department. There is a reclamation plan for this site and there are currently 17 un-reclaimed acres out of the 30-acre mine site.

Nonmetallic mining is only permitted within Sturgeon Bay's Heavy Industrial (I-2) and Agricultural (A) zoning districts. If any new mine is proposed, it also would require a reclamation and operation plan. This ensures that groundwater and surface waters are protected during the operation of the site and that after the nonmetallic deposits are extracted, the site is returned to usable condition for either other types of development or wildlife habitat.

Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property.

Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. Zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies all of the water for domestic, commercial and industrial uses in the City of Sturgeon Bay. In 2012, the City adopted a Wellhead Protection Ordinance to regulate development in key areas surrounding the community's wells.

The quality of groundwater in the City is generally good and the supply is adequate for the planning period. However, groundwater contamination is of concern primarily in areas around the City that are served by private wells. In rural areas, a common groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.

Watersheds and Surface Waters

Water resources such as lakes, streams, and groundwater form an important element of the natural resource base of the City of Sturgeon Bay. The contribution of these resources is immensely important to economic development, recreational activity, and aesthetic quality of the City of Sturgeon Bay. Consequently, water resources recommendations will be included throughout the Comprehensive Plan.

All parts of the City of Sturgeon Bay drain to the waters of Sturgeon Bay except for the extreme southeast corner, which drains directly into Lake Michigan. For planning and programmatic purposes, the City is divided into two distinct watersheds, one on each side of the bay. The portion of the City of Sturgeon Bay located east of the Bay lies within the Upper Door County Watershed. The portion of the City located west of the Bay lies within the Red River and Sturgeon Bay Watershed. Both of the watersheds are part of the Great Lakes-St. Lawrence River drainage system.

Furthermore, since the City of Sturgeon Bay is located entirely east of the sub continental divide that separates the Mississippi River from the Great Lakes-St. Lawrence River drainage basin, the City is not subject to limitations on the use of Lake Michigan water that affect areas west of the divide.

Surface water resources consist of streams, rivers, lakes, and associated floodplains and shorelands. Lakes, rivers, and streams constitute a focal point for water-related recreation activities and greatly enhance the aesthetic quality of the environment. However, lakes, rivers, and streams are readily susceptible to degradation through improper land development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads from manufacturing and improperly located on-site waste treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of surface waters may also be adversely affected by the excessive development of riparian areas and the inappropriate filling of peripheral wetlands. This adds new sources of undesirable nutrients and sediment, while removing needed areas for trapping nutrients and sediments.

Surface waters located within or immediately adjacent to the City of Sturgeon Bay include: Sturgeon Bay, which opens into Green Bay; Bradley Lake (also known as Little Lake); and the Sturgeon Bay Ship Canal, which connects Sturgeon Bay to Lake Michigan. Named streams include Big Creek, Little Creek, Strawberry Creek, and Samuelson Creek. All of these creeks empty into Sturgeon Bay. Sawyer Creek parallels the highway on the west

side before entering the bay by the sewage treatment plant. Many parts of this stream are enclosed in storm sewer.

The City adopted a stormwater management plan to assist handling water runoff issues, both from a water quantity and water quality standpoint. The plan contains many projects designed to improve drainage and prevent pollution. The continued implementation of this plan will be vital for the protection of the City's surface water resources.

Floodplains and Flood Storage

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). Development within floodplains is strongly discouraged so as to minimize property damage. The City of Sturgeon Bay Floodplain Ordinance regulates development within floodplain areas.

Map 2 shows the 543 acres of land in the City classified as floodplain, comprising approximately nine percent of the City's total land area. Floodplain areas in the City are located along the Bay, as well as portions of Little Creek and Big Creek. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries. The floodplain is an important consideration for development and redevelopment within the City of Sturgeon Bay. As of 2020, the floodplain along Lake Michigan is being studied and evaluated. Changes in the floodplain boundaries in and around the City are likely following completion of the study.

Flood storage areas are a portion of the floodplain that acts as a natural flood storage capacity area within a watershed. The volume of runoff water expected within a watershed is the basis for how much regional flood discharge the flood storage area is capable of holding. This is included in the FEMA floodplain flood fringe area extent.

The importance of these areas cannot be underestimated because they reduce the amount and duration of flooding that occurs within the floodplain immediately downstream. The most common example of flood storage areas are wetlands, also described below. Protecting these areas and keeping them intact is important for protecting all areas downstream, especially as impervious surfaces increase and larger stormwater events occur more frequently.

Shorelands and Wetlands

Shorelands are defined by the Wisconsin Statutes as lands within the following distances from the ordinary high-water mark of navigable waters: 1,000 feet from a lake, pond, or flowage; and 300 feet from a river, stream, or to the landward side of the floodplain, whichever distance is greater.

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and duration that is sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands occur in depressions, near the bottom of slopes, along lakeshores and stream banks, and on land areas that are poorly drained. Wetlands are generally unsuited for most agricultural or urban development purposes. According to the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately 18 percent (1,121 acres) of the City's total land area, not including small tracts of wetland that are less than five acres in size. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland areas are generally located along the Bay shoreline on both east and west sides of the City, along Little and Big Creeks, and on the west side of the City (east of CTH U, east of Neenah Rd. and south of Leeward Rd.). The City of Sturgeon Bay Shoreland-Wetland Ordinance regulates the use and development of wetlands within 300 feet of navigable streams and 1,000 feet of lake and ponds.

Woodlands and Natural Vegetation

With good planning practices, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water, and regulating surface water runoff, woodlands help maintain a diversity of plant and

animal life. The destruction of woodlands can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat.

Some woodlands remain in the less developed areas in the City of Sturgeon Bay. The primary location includes the southeastern portion of the City along the Sturgeon Bay Ship Canal, which contains mostly forested wetlands. Other wooded areas include: the undeveloped southern portion of the city, which contains a mix of grasslands and broadleaf deciduous forest.

The original pre-European settlement vegetation in what is now the City of Sturgeon Bay included swampland conifers in the lowlands with a mixed forest of beech, hemlock, sugar maple, yellow birch, white pine, and red pine in the uplands.

The City Forester manages the City's tree programs. Currently street trees are required to be planted whenever residential property is developed. Existing street trees are managed through the City's tree replacement program. Through a grant in 2000 the City completed a tree management plan for its street trees which included a comprehensive street tree inventory and established priorities for replacing dead, dying, or damaged trees. Each year the City Forester determines which street trees to replace based on the plan. The tree management plan will need to be updated within the next several years. Over the past decade, the City has worked to counter the Emerald Ash Borer epidemic within the City right-of-way and parks. Specifically, a grant was received to remove the trees affected in Sunset Park.

Since the mid-1990s, Sturgeon Bay has been designated a "Tree City" by the National Arbor Day Foundation. The community actively works each year to retain this designation by meeting the various standards required. Some of the requirements include, maintaining an ordinance, having staff to manage the program, and spending a minimum per capita annually on the program.

Steep Slopes

As shown on Map 2, slopes exceeding a 12 percent grade are located mainly south of the City. Generally, slopes that have between a 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development.

Rare and Invasive Species Occurrences

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities of special concern. There are occurrences of aquatic and terrestrial endangered species in the City's Planning Area, in addition to aquatic invasive species. More specific information on location and type of species is available from the State's Bureau of Endangered Resources.

Environmental Corridors

Environmental Corridors are shown on Map 2. Environmental Corridors are continuous systems of open space that include floodplains, wetlands, public lands, and contiguous woodlands. Environmental corridors are located in the woodland and wetland areas to the east and west of the City as well as along the canal waterfront. It is recommended the City discourage development within areas that have been identified as Environmental Corridor.

State and Other Natural Areas

State wildlife areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in the out-of-doors. Furthermore, these areas help protect and manage important habitat for wildlife and help prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes.

State natural areas are intended to protect the state's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state.

Natural areas consist of tracts of land or water that have native biotic communities, unique natural features, or significant geological or archeological sites.

The Wisconsin DNR maintains two natural areas in Sturgeon Bay. One consists of approximately 20 acres located on both sides of Big Creek. The site adjoins the Crossroads at Big Creek property. It is mostly wetlands at the mouth of Big Creek and provides public access to this popular fishing area. Additional DNR property includes 80 acres of land along the south side Strawberry Lane and provides public access to Strawberry Creek.

Potawatomi State Park, located northwest of the City of Sturgeon Bay, provides 1,225 acres of recreational opportunities. The park contains two campgrounds providing a total of 123 campsites, 9 miles of hiking trails, 8 miles of biking trails, 8.5 miles of cross-country skiing trails, and 8.3 miles of snowmobiling trails. The park is also a base for water recreation on Green Bay.

Other natural areas include the Crossroads at Big Creek which is a 200-acre preserve on the far eastern side of the city. Crossroads at Big Creek is an independent donor supported organization with focuses on environmental education, astronomy, history, and recreation. There are about 7 miles of hiking and cross-country skiing trails through the preserve that are open to the public free of charge.

Additionally, Crossroads owns a 64.6-acre tract on the far eastern edge of the city bounded by Cove Road, Canal Road, and Zenith Street. The preserve, which is the former estate of Ida Bay, is a mixture of forest and open land.

The Sturgeon Bay Ship Canal Nature Preserve is 445 protected acres with 2.5 miles of hiking trails. The preserve is owned by the Door County Land Trust and is located at the far southeast corner of Sturgeon Bay, immediately behind the southwest canal wall with frontage on Lake Michigan.

Cultural Resources

Cultural resources encompass historic buildings or structures and archeological sites, as well as institutions and organizations which contribute to the cultural or artistic life of the community. Cultural resources help to provide the City of Sturgeon Bay with a sense of heritage, identity, and civic pride. Resources such as historical sites or districts and cultural attractions such as museums can also provide economic development opportunities for the City and its residents. For these reasons, it is important to identify historical and cultural sites in the City.

Historic Sites

The City of Sturgeon Bay is named for the fish that was once plentiful in the bay it borders. It was settled in 1850 and development quickly after with more than 200 residents and 3 sawmills by 1862. The area then became a center of stone quarrying. In the 1880s, a canal was completed that connected the Bay with Lake Michigan. This attracted drove economic development and the City became a center of shipping traffic and ship building. It was incorporated in 1883.

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 448 documented structures in the City of Sturgeon Bay. This list includes many private homes, commercial buildings, churches, schools, farm buildings, stables, and the Ahnapsee and Western Railroad Station, among others.

The City of Sturgeon Bay contains 11 sites listed on both the National Register of Historic Places and the Wisconsin Register for Historic Places. The National Park Service within the United States Department of the Interior maintains the national registry, while the Wisconsin Historical Society's Division of Historic Preservation maintains the state registry. The registries may include sites, buildings, districts, or objects that are historically, archeologically, architecturally, or culturally significant. The following list describes the registered historic sites:

- Bullhead Point Historical & Archeological District – the site features three limestone barges that burned and sunk in 1931. They are visible from the shore during low water conditions. It was placed on the National Historic Register in 2003.
- Cardy Site – this area once served as the home to the Paleo-Indians, the earliest known settlers of North America. It was listed in 2010.
- Carnegie Free Library – completed in 1913, the library is one of 63 Wisconsin libraries built through grants from Andrew Carnegie and was placed on the National Historic Register in 1988. It is no longer the site of City's library.
- Joys Shipwreck – In 1898 the Joys, a 130-foot-long steam ship, sank in the Sturgeon Bay Ship Canal. It was listed on the register in 2007 and has a historical marker in Sunset Park.
- Lakeland Shipwreck – the SS Lakeland was an early steel-hulled Great Lakes freighter that sank in 1924. It was added to the National Historic Register in 2015.
- Adolph Larson Company Store – built in 1875, the site was home to Door County's first cabinet maker and was used in the late 1800's by a men's club during the pre-temperance movement called the Temple of Honor. It was listed in 1985.
- Louisiana Street/Seventh Avenue Historic District – bounded by Louisiana Street, Kentucky Street, and N. 5th, 7th, and 8th Avenue, it is home to several Queen Anne and Classical Revival style buildings built between 1875-1949. It was listed on the register in 1983.
- Sturgeon Bay (Michigan Street) Bridge – completed in 1931, the bridge contains 13 separate spans totaling 1,420 feet. It was listed in 2008 on the National Historic Register due to its Scherzer-type rolling-lift bascule design. The bridge was significantly rehabilitated by the Wisconsin Department of Transportation in the early 2010s.
- Sturgeon Bay Post Office – constructed in 1937, the building was designed by the Office of the Supervising Architect and features a mural depicting the commercial fishing industry of the area. It was listed in 2000.
- Teweles and Brandeis Grain Elevator – this 120-year-old grain elevator is an important part of the agricultural history of the area. It was listed on the register in 2018.
- Third Avenue Historic Preservation District – this district makes up most of historic downtown featuring many buildings from the 1800s and early 1900s. The district was listed in 1983 and has been adopted into the City's Zoning Ordinance.

The City is also home to the Door County Historical Museum, Door County Maritime Museum (new addition in 2020), Miller Art Museum, Door County Library, Third Avenue Playhouse, Historical Village at the Crossroads (Big Creek), Door County Historical Society, and the City of Sturgeon Bay Historic Preservation Commission. The area additionally hosts a variety of festivals and events, many which have a historic component. Some of the area's events include: Door County Fair, Harvest Festival, Jefferson Street Festival, area Farmer's Market, and others.

Archeological Sites

There are several archeological sites within the City of Sturgeon Bay designated by the Wisconsin State Historical Society. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land and may not be viewed by the general public.

Land Use

Existing Land Use Pattern

An accurate depiction of the City's existing land use pattern is the first step in planning for a desired future land use pattern. In 2020, an update of the City's existing land use map was completed. City staff and Planning Committee members had an opportunity to review and suggest corrections to the existing land use map before it was finalized.

The City of Sturgeon Bay encompasses approximately 10 square miles. Figure A.11 summarizes the existing acreage allocated to each of the various land use categories in the City. The existing land uses in the City are depicted on Map 4.

Figure A.11. Existing Land Use Acreage, 2020

Existing Land Use	Acres	Percent
Natural Areas	1,744	27.6%
Single-Family Residential	1,527	24.2%
Commercial	457	7.2%
Vacant	436	6.9%
Agricultural	412	6.5%
Street/Alley Right-of-Ways	392	6.2%
Outdoor Recreation	347	5.5%
Institution/Government	335	5.3%
Industrial	229	3.6%
Multi-Family Residential	129	2.0%
Extractive	100	1.6%
Mobile Homes	76	1.2%
Communication Utilities	60	1.0%
Surface Water	42	0.7%
Two-Family Residential	22	0.3%
Off-Street Parking	12	0.2%
Total	6,321	100%

Source: Vandewalle & Associates, 2020

Future Land Use Pattern

Using the vision, goals and policies of this Plan, the recommended future land uses have been mapped on Maps 5a and 5b. The proposed future land use for Sturgeon Bay remains consistent with existing land use priorities in that natural areas and open space are the largest proportion of land in City, maintaining it as a natural and recreations destination and continuing to protect its natural assets. The proposed land use is also consistent with the Plan's housing recommendations by preserving its small-town character with 22 percent of the land use as single family residential, however, it also establishes area of planned neighborhood. These areas will allow for a mix of housing types and uses, enabling the City to diversify its housing stock and provide more attainable housing.

Figure A.12 summarizes the proposed future acreage allocated to each of the various land use categories within the City.

Figure A.12 Future Land Use Acreage, City of Sturgeon Bay, 2020

Future Land Use Category	Acres	Percent
Open Space and Recreation	1,484	23%
Lower Density Single Family Residential	788	12%
Right-of-Way	686	11%
Medium Density Single Family Residential	585	9%
Planned Neighborhood	566	9%
Agricultural/Rural	566	9%
Industrial	466	7%
Public and Institutional	282	4%
Regional Commercial	272	4%
Rural Residential	232	4%
Neighborhood Mixed Use	156	2%
Multi-Family Residential	107	2%
Downtown Mixed Use	78	1%
Office	37	1%
Business Park	36	1%
Surface Water	1	0%
Total	6,340	100%

Source: Vandewalle & Associates, 2020

Tax Rates

Another important data point to consider in planning for future growth and development is the City's tax rates in comparison to other surrounding communities. Overtime, nearly every neighboring community's tax rate in the area has increased. This is common throughout Wisconsin. Sturgeon Bay's rate in 2018 was the highest among surrounding communities, due to the significantly larger number of services it offers comparatively. It will be important for the City to be conscious of this rate when competing with other surrounding cities for economic development opportunities in the future.

Figure A.13. Regional Comparison: Tax Rate per \$1,000 of Assessed Value, 2014-2018

	Tax Rate Per \$1,000 of Assessed Value				
	2014	2015	2016	2017	2018*
City of Sturgeon Bay	\$22.00	\$22.30	\$23.03	\$22.33	\$22.24
Village of Egg Harbor	\$10.18	\$10.44	\$10.56	\$10.56	\$10.81
Village of Ephraim	\$10.18	\$10.50	\$10.41	\$10.38	\$10.43
Village of Forestville	\$14.25	\$14.37	\$14.36	\$13.82	\$13.84
Village of Sister Bay	\$12.63	\$13.04	\$13.13	\$13.23	\$13.27
Town of Sturgeon Bay	\$11.24	\$11.45	\$11.40	\$11.13	\$11.40
Town of Nasewaupee	\$13.85	\$14.01	\$14.36	\$13.85	\$13.65
Town of Sevastopol	\$11.00	\$11.27	\$11.26	\$11.00	\$11.47

Source: Green Bay Press Gazette Property Tax Database

*Source: Wisconsin Department of Revenue

Land Market Trends

Trends in the City of Sturgeon Bay's land market show steady growth pre-2010 and stagnant values post-2010. Overall, land values have gone up considerably since 2000, but the amount of that growth that has occurred post-2010 valued \$103 million. It has been a slow recovery for many communities like Sturgeon Bay since the Great Recession, but there are some positive trends emerging in recent years that suggest more economic growth possibilities over the next decade. Specifically, \$150 million was added in the four-year period from 2015 to 2019. Additionally, Manufacturing in Sturgeon Bay has increased by over \$12 million since 2010.

Figure A.14. Equalized Value, 1985-2019

Year	Residential	Commercial	Manufacturing	All Land Categories
1985	\$154,623,700	\$46,857,000	\$30,596,200	\$250,588,400
1990	\$182,363,200	\$66,688,200	\$28,278,900	\$300,457,300
1995	\$217,624,500	\$95,635,000	\$30,571,700	\$364,293,600
2000	\$384,248,300	\$174,310,500	\$32,419,900	\$616,139,800
2005	\$477,213,500	\$239,985,200	\$31,345,100	\$775,575,100
2010	\$525,608,600	\$271,886,100	\$33,210,400	\$854,647,000
2015	\$514,902,700	\$227,585,600	\$37,477,000	\$805,100,000
2019	\$599,754,000	\$296,666,000	\$45,434,800	\$957,729,900
Change 2000-2019	56%	70%	40%	55%
Change 2010-2019	14%	9%	37%	12%

Source: Wisconsin Department of Revenue

Land Supply

Supply of land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been planned for development; developed land within the City that is appropriate for redevelopment; and land in the Planning Area that is not within the corporate limits of the City, but is potentially available for future annexation.

For vacant areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration areas, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence how much of vacant areas are actually appropriate for development. Building limitations will need to be measured and assessed by the developer and City when a specific development proposal is being considered.

Transportation

Existing Transportation Network

The City of Sturgeon Bay is well connected to the region through the existing roadway network. Other transportation facilities, such as airport service, and bike and recreational trails are located in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 3 shows existing and planned roadways in the City.

Roadways

State Highway 57/42 runs through Sturgeon Bay and provides regional access throughout Door County. It splits into two separate highways just north and south of the City. There are also six County Trunk Highways in the City that include: B, C, S, U, HH, TT, and T. The nearest separated grade interstate highway is located 45 miles to the southwest in Green Bay (I-43). This facility serves a large portion of the eastern side of the state connecting Green Bay to Milwaukee and Milwaukee to Beloit.

Local streets are neighborhood roadways that provide access to individual homes and businesses, but do not serve as carriers of through traffic. In most of Sturgeon Bay, these streets are laid out in an interconnected grid pattern, but in newer neighborhoods, local streets are often curvilinear with cul-de-sacs so as to discourage through traffic.

As of 2020, there were 88.12 miles of roads in the City with the following breakdown by ownership:

- State of Wisconsin: 4.92 miles
- Door County: 4.13 miles
- City of Sturgeon Bay: 77.40 miles
- Privately Owned: 1.67 miles

Bridges

Sturgeon Bay has three bridges; one located on the southeast side of the City where STH 54/72 crosses the Bay and two near downtown on Michigan Street and Oregon Street across the Bay. All three are draw bridges to accommodate boat traffic. The Oregon Street Bridge was constructed in 2008 while the other two bridges have been refurbished in the past 10 years.

Ports

The Port of Sturgeon Bay, on Lake Michigan, is home to a major ship repair and construction facility.

The Port of Sturgeon Bay has a 25-foot-deep channel and is served by cranes having a maximum capacity of 200 tons. The Port serves as a major lay-up and repair facility for Great Lakes vessels during the winter layover, with Fincantieri Bay Shipbuilding Company handling up to 18 vessels per season. Sarter Marine Towing Company is headquartered in the Port of Sturgeon Bay and provides tugboat services for the entire region. The port is also home to the U.S. Coast Guard

Roadway Function Classification System

Wisconsin’s functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The four main functional classes include:

- **Principal Arterials:** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways (e.g. 42/57).
- **Minor Arterials:** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials (e.g. Michigan Street).
- **Collectors:** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas (e.g. 18th Street).
- **Local Streets:** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged (e.g. Rhode Island Street).

Source: WisDOT, Facilities Development Manual, Procedure 4-1-15

Cutter Mobile Bay, which provides buoy tending and ice breaking services for the region's shipping lanes. Finally, there is a Marine Safety Detachment of the U.S. Coast Guard stationed in Sturgeon Bay, which handles inspection services for the commercial vessels.

The nearest water transportation includes the Washington Island Ferry, connecting Washington Island to the Door County mainland, and the S.S Badger car ferry, running between Manitowoc, WI and Ludington, MI.

Airports

The nearest airport is Door County Cherryland Airport, located in the Town of Nasewaupee. It is a publicly owned facility, owned by the County, and primarily serves corporate and general aviation. The airport has two paved runways. For non-pilots, Grizzly Air Tours provides a scenic air tour from Cherryland Airport.

The nearest commercial airport is Austin-Straubel International Airport in Green Bay, located 45 miles away. It is owned by Brown County and is the third largest airport in the State of Wisconsin.

Rail

The City of Sturgeon Bay has not had any rail transportation since the demise of the Anhapee & Western line. The former rail corridor is utilized as the Anhapee State Trail, a 27.7-mile trail connecting Sturgeon Bay (northern end) with Casco.

Bicycle and Pedestrian Facilities

The City offers a variety of bicycle and pedestrian facilities both on-street and multi-use trails. The Ice Age Trail extends from Potawatomi Park to Casco and also includes the Anhapee State Trail completed in 2007.

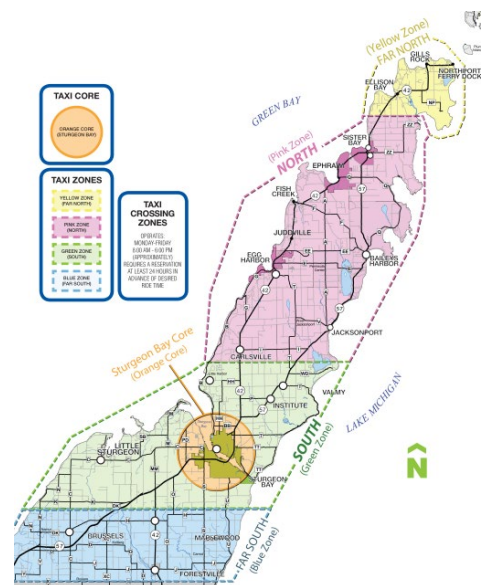
Additionally, in 2011, the City adopted the Bicycle Master Plan which includes a full on-street bike route map of the community that is actively being implemented. The majority of pedestrian-oriented facilities are sidewalks throughout the city, in addition to the waterfront walkways along the Bay around downtown.

In 2017, Sturgeon Bay was designated as a Bronze-level Bicycle-Friendly Community by the League of American Bicyclists. The City is only one of 10 communities in the state to attain this award.

Public Transportation

Throughout Door County, but based in Sturgeon Bay, Door Tran Inc. serves the community with a variety of transportation-related programs. Since 2007, Door Tran has developed volunteer transportation programs for both veterans and the community at large. Their Vehicle Purchase/Repair Loan Program, Half-Price Gas Voucher Program, and Vehicle Repair Grant Program each keep vulnerable populations afloat when transportation problems threaten their mobility.

Sturgeon Bay is also served by Door County's Door 2 Door Rides, a public transportation that offers wheelchair accessible transportation for residents throughout the County. Door 2 Door Rides is a shared ride taxi service. Service is on-demand and provides affordable rates.



Review of City, State, and Regional Transportation Plans

Following is a review of state and regional transportation plans and studies that are relevant to the City.

Sturgeon Bay Comprehensive Transportation Plan (2000)

Written by HNTB, the Sturgeon Bay Comprehensive Transportation Plan was developed to address four major transportation issues:

- Year 2025 functional roadway classification system;
- Southwest side sub-area transportation system needs, which included STH 42/57 west of Duluth Avenue;
- A Downtown bridge traffic circulation study review; and
- A safety analysis for selected intersections.

Many of these issues have since been addressed, including the establishment of a collector within the southwest side sub-area and the resolution of bridge circulation within the Downtown.

City of Sturgeon Bay Bicycle Master Plan (2011)

The Bicycle Master Plan is a full guide to decision making regarding facility improvement and installation, education opportunities, and funding related to bicycle infrastructure. It includes an assessment of existing facilities, establishes goals and policies, provides best practices, and includes an implementation action plan. Some of the key implementation action items include:

- Education and encouragement programs
- Improved enforcement of traffic laws
- Bike lanes on 12 different roadways
- Trails or trail connections at 10 different locations

Door County Bicycle, Pedestrian, and Recreational Facilities Master Plan (2014)

This plan guides the development of an interconnected network of bicycle routes linking towns and villages across the County. It includes economic benefits of bicycling and walking, encouraging tourism, assessing existing conditions, and recommendations for the bikeway network and related policies. Most of the recommended improvements include shared use paths, paved shoulders, and signed bike routes that traverse the County and connect to both existing and proposed facilities in Sturgeon Bay.

Regional Bicycle and Pedestrian Plan for Northeast Wisconsin (2018)

In 2018, the Bay-Lake Regional Planning Commission completed a regional plan for bicycle and pedestrian facilities. The plan identifies a potential regional connection between the Ahnapee State Trail and other neighboring communities, in addition to other regional recommendations related to the connectivity of on-road facilities, multi-use pathways, national trails, transit, and ferries.

Connections 2030: Long-Range Multimodal Transportation Plan

Connections 2030 is the state's long-range transportation plan adopted in 2009. The plan addresses all forms of transportation over the 20-year planning horizon and helps identify the state's priority corridors, along with a system-wide infrastructure inventory, developing trends, general themes, goals, and vision statements. It is the long-term guiding document for the WisDOT, which prioritizes investments and assists districts in identifying future segments for more detailed corridor plans.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an ongoing effort by nine Midwest states, including Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin, to develop an expanded and improved passenger rail system throughout the Midwest. The proposed regional system would use existing rail lines to connect these nine Midwest states. As of right now, there are no active rail initiatives in the surrounding area.

Wisconsin Northeast Region 2020-2025 Highway Improvement Program

The WisDOT maintains a six-year improvement program for state and federal highways. Wisconsin has over 100,000 miles of public roads, from Interstate freeways to city and village streets. The highway improvement program covers only the state highway system which is administered and maintained by the WisDOT. The rest of the roadways are improved and maintained by the cities, towns, counties and villages in which they are located.

Projects near the City include enhancements and upgrades to STH 42 from Kewaunee through Sturgeon Bay to Egg Harbor. The City is also working with WisDOT to improve intersections at Ashland, Neenah, and Clay Banks Road. These improvements will be coordinated with WisDOT highway maintenance.

Utilities and Community Facilities

City Administration

The Sturgeon Bay Municipal Building was completed in 2006 and is located downtown. It houses the police department, fire department, and administration personnel.

The City's Public Works (Street Department and Parks and Recreation) Department is located in a separate building. This facility houses offices, garages, and shop space for various City vehicles and equipment.

Police Department

The City Police Department is located within the Municipal Building. The Police Department has 21 uniformed officers, 3 community service officers, 1 police assistant, and 1 administrative and support staff person. The department also utilizes a marine patrol unit for the protection, security, and safety of a very active and growing waterfront. Officers of the Sturgeon Bay Police Department are members of the Door County/Sturgeon Bay SWAT Team, members of the regional dive/rescue team, members of the Door/Kewaunee regional drug task force, and members of the Internet Crimes Against Children (ICAC) task force. For a community of its size, Sturgeon Bay has one of the lowest crime rates in the nation.

The facility, constructed in 2006, will meet the needs of the City through the planning period.

Fire Department and First Responder Service

The Fire Department operates two firehouses: the Department's headquarters is located at the Municipal Building and the other on the west side of the City (West Side Station). In the Municipal Building, there are 7 vehicles, a boat, and an equipment trailer. At the West Side Station, built in 1974, there are 3 fire trucks housed. The Department consists of 14 career people: a full time Fire Chief and Assistant Fire Chief, 3 full-time lieutenants, 9 full-time firefighters, and 15 part-time on-call firefighters. In total, the Fire Department provides first responder service, fire safety service, fire station tours, inspections, and issues burning permits.

The Towns of Sturgeon Bay and Sevastopol receive services from the Sturgeon Bay Fire Department on a contract basis. The Town of Jacksonport also receives fire inspection services from the City. The department covers approximately 70 square miles.

Public Parks and Open Spaces

In 2016, the City adopted its most recent update to the City's Outdoor Recreation Plan. This plan details the community's existing facilities, future facility and service needs, and outlines recommendations for new and existing parks and programs. Many of the goals, objectives, and recommendations mirror those found in the Comprehensive Plan. See the City's Outdoor Recreation Plan for further details. In order to stay Stewardship Grant eligible through the Wisconsin Department of Natural Resources, this plan must be updated every 5-years.

Sturgeon Bay owns and maintains 20 park, open space, and waterfront sites, totaling 150 acres. Facilities include the Memorial Athletic Complex with play fields and a running track, multiple waterfront walkways and water access points, parkways, a Market Square, Dog Park, Skate Park, multi-use trails, and traditional neighborhood parks. Additionally, there are also several recreational and tourism-focused facilities in the City owned by the School District, County, YMCA, U.S. Coast Guard, U.S. Army Corps of Engineers, and WisDNR.

The City's Parks and Recreation Department offers several year-round programs for youth, adults and senior citizens. The Department also offers an Adopt-A-Park Program to provide volunteer opportunities for residents to help maintain portions of the community's parks.

Figure A.15. Public Park and Open Space, City of Sturgeon Bay, 2020

Municipal Facility	Acreage	Function
Bay View Park/Westside Waterfront	2.7	Neighborhood Park
Bullhead Park	1.3	Specialized Recreation
Cherry Blossom Park	5.6	Neighborhood Park
Eastside Waterfront Walkway/Sone Harbor Marina		Specialized Recreation
Franke Park	6.5	Neighborhood Park
Garland Park	2.2	Neighborhood Park
Graham Park	1.2	Neighborhood Park
Lawrence Big Hill Park	13.2	Neighborhood Park
Little Creek Parkway	6.0	Specialized Recreation
Market Square/Old School Park	3.5	Neighborhood Park
Martin Park	1.0	Neighborhood Park
Memorial Athletic Complex (City portion)	3.5	Athletic Play Fields
Nautical Drive Launch Ramp		Specialized Recreation
Otumba Park	3.7	Neighborhood Park
Sawyer Park	10.0	Neighborhood Park
Shiloh Road Bark Park (Dog Park)	4.2	Specialized Recreation
Sunset Park	44	Neighborhood Park
Westside Softball Field/Skate Park	3.3	Athletic Play Fields
Woods West Park	4.8	Neighborhood Park
Woodside Park	5	Neighborhood Park

Library

The Door County Library Sturgeon Bay Branch is located downtown. The library is the main branch of eight total branches located throughout the County. In addition to books, it offers computer access, a digital library, events, clubs, research tools, and historical archive access. It has 11 full-time and 22 part-time staff. The Library building is jointly owned and operated by the City and County and is also home to the Miller Art Museum.

Water Supply, Wastewater Treatment, and Stormwater Management

Much of the City is served by municipal sewer and water. However, properties like the Cove Road, Duluth Place, and Clay Banks Road areas as well as properties outside the City are served by private wells and individual on-site wastewater treatment systems, which generally discharge the wastewater to underground drainage fields.

Water, electricity and wastewater treatment are provided by the community-owned Sturgeon Bay Utilities (SBU). SBU was formed in 1904, and it is a standalone enterprise fund of the City of Sturgeon Bay. A seven-member Utility Commission is nominated by the Mayor and confirmed by City Council to direct the operations of the utility. SBU is an owner/member of WPPI Energy, a regional power company that provides electricity to 51 customer-owned electric utilities in Wisconsin, Upper Michigan and Iowa. SBU delivers electricity to over 8,800 customers in the City of Sturgeon Bay and the Townships of Clay Banks, Nasewaupee, Sevastopol, and Sturgeon Bay.

A fourth substation was completed in 2010, which added 37 megawatts of capacity to the system to accommodate future growth and provide needed redundancy for the eastern portion of SBU's service area. The new substation is designed so that its capacity could be doubled, should there be a significant future increase in electrical demands.

The Choose Renewable Energy Program allows any customer of a participating WPPI utility the option to purchase electricity from clean, green energy sources. Participation costs a few extra dollars each month. Choose Renewable for Business enables businesses, schools, and other organizations to purchase electricity from renewable resources.

Through SBU's membership in WPPI, customers have access to energy from the following renewable resources:

- Wind. Wind energy, the fastest growing source of renewable energy, comes from wind turbines and is 100% emission-free.
- Hydropower. Energy produced from flowing water. These power plants have a lower impact on the environment than facilities burning fossil fuels.
- Biogas. Landfill gas is converted into electricity, significantly reducing methane (a greenhouse gas) and lessening air pollution.

Sturgeon Bay receives its water supply from groundwater that is brought to the surface via five dolomite bedrock wells located throughout the city. After the initial pumping to extract the water from the ground, the water is disinfected and fluoridated at the well houses before being distributed to 4,350 customers through 76 miles of piping and appurtenances, including 812 fire hydrants. The water wells have a combined production capacity of 6,624,000 gallons per day. System pressure and storage requirements are met by five elevated and two ground storage reservoirs with a combined storage capacity of 2,300,000 gallons. The water supply system has sufficient capacity to meet current and expected future demands, however additional storage facilities may be needed in the distribution system as certain areas of the city continue to develop.

The unique geologic conditions in the area create some interesting challenges to delivering safe, potable water throughout the city. A basic consideration is the impact changing ground level elevations have on the water pressure in the system. Due to the local topography and terrain, the system is divided into four pressure zones to maintain acceptable pressure levels in all areas of the city.

A larger concern is the condition of the dolomite, a highly fractured aquifer with enlarged vertical crevices, horizontal planes and karst features, such as sink holes and collapse features, creating the potential of the aquifer to be impacted by ground level sources of contamination. To protect the source waters SBU, in conjunction with the county and neighboring townships, developed a Wellhead Protection Plan, which identifies the zones of contribution for each well and management strategies to prevent contamination of the aquifer. The City of Sturgeon Bay adopted its own Wellhead Protection zoning regulations in 2012.

SBU also owns property near Lake Michigan that is suitable for the construction of a surface water treatment facility if the groundwater resources would become unusable in the future.

Wastewater from Sturgeon Bay businesses and residences is collected by a network of underground piping and pumping equipment and delivered to SBU's regional wastewater treatment facility. In addition to providing service to the City of Sturgeon Bay, the facility also accepts trucked in wastes from throughout the county. Refurbished in 1980, and a capacity rating of 2,800,000 gallons per day, the facility has adequate reserve capacity to meet the anticipated growth needs of the service area. Regulated by the Wisconsin Department of Natural Resources, the facility utilizes conventional activated sludge and temperature phased digestion processes to comply with regulatory requirements and for the production and beneficial reuse of exceptional quality biosolids.

Stormwater management is currently regulated through the Municipal Code, Chapter 33 Stormwater Management Utility Code. Adopted in 2006, the code addresses both construction site erosion and site stabilization and post-construction stormwater management. In 2005, the City of Sturgeon Bay adopted the Working Report: Developing a Stormwater Utility. Historically, the City dealt with stormwater by channeling drainage using public street surfaces, rural roadside swales (ditches), and a limited amount of sewer conveyance. These approaches have resulted in several drainage problems including:

- Routine and prolonged periods of flooding, even during small rain events.
- Exacerbation of seasonal conditions such as the spring freeze/thaw cycles that result in routine "icing" and slippery conditions.
- Limited property damage during rain events.
- High groundwater tables, resulting in specific subdivisions where homes cannot have basements or usable "crawl spaces."

The report summarized the historical perspective to stormwater management in the community, identified current problems, and outlined the goals and objectives for future planning. Fiscal considerations were also included in the study. Goals and objectives cited in the report include:

- Improving problem areas within the City’s drainage infrastructure, including 20 identified project areas. Project areas were identified based on a review of historical drainage patterns, the frequency of observed flooding and drainage problems, pending new developments, and public works considerations.
- Planning for future improvements, including:
 - Future compliance with NR 151 and 216, which will be required by the DNR when Sturgeon Bay’s population surpasses 10,000.
 - Future growth and development, identifying “capacity limitations” and solutions to accommodate growth.
- Improving drainage, including flood control and water quality.
- Establishing a dedicated funding source or method specifically for stormwater drainage needs.

Solid Waste Disposal and Recycling

The City of Sturgeon Bay conducts weekly curbside garbage collection. The City of Sturgeon Bay also offers curbside recycling on a bi-weekly basis. Paper, cardboard, and co-mingled items are collected from blue bins. Residents may also deliver recyclables to the waste management facility on Division Road. There is no curbside compost pick-up. Residents may deliver compost and brush to the city’s compost pile on Division Road. In addition to garbage and recycling collection, the City also offers:

- Fall leaf pick-up of unbagged leaves placed at the street edge.
- Waste oil collection at the Street Department Garage located on North 14th Street.
- Snow removal from city streets and salt/sand for ice control. City residents are required to clear ice and snow from the sidewalks on their properties.

Schools

The City of Sturgeon Bay and its Planning Area is within three school districts. The majority of the City is located within the Sturgeon Bay School District. The northern and western portions of the City are assigned to the Sevastopol and Southern Door Districts, respectively. The Sturgeon Bay School District and the City have a history of cooperation in regard to planning and sharing facilities and services, such as athletic facilities. The City should continue to pursue projects of mutual interest in the future. To the degree possible, the City and Sturgeon Bay school systems should maintain reasonably similar service areas and coordinate on issues of housing and infrastructure. For new development within the City that is located outside of the Sturgeon Bay School District boundary, annexation into the Sturgeon Bay School District should be encouraged.

Enrollment for the Sturgeon Bay School District public schools is shown in Figure A.16. Enrollment in all public schools has consistently decreased over the past 15 years, with the exception of Walker Middle School. Overall, the district is down approximately 7% in enrollment over that time, with two of the three elementary schools seeing the most significant decline.

The Wisconsin Department of Instruction ranks schools every year on if they are meeting expectations or not. Any Accountability Rating above an 83 significantly exceeds expectations, between 82-73 exceeds expectations, 72-63 meeting expectations, and 62-53 meets few expectations. In an alternative measuring method, Sawyer Elementary School simply receives either a Satisfactory Progress rating or a Needs Improvement rating. Overall, there are a wide range in scores for each school within the district. Most exceed expectations and have a seen a steady rise over the last 5-7 years in their rating, which is a positive sign for the district as-a-whole. Continuing to improve these scores will make for a stronger overall school district which can be leveraged in the attraction and retention of young families in the community.

There are additionally two private kindergarten through eighth-grade institutions in Sturgeon Bay:

- St. John Bosco Catholic School
- St. Peter's Evangelical Lutheran School

The Northeast Wisconsin Technical College is located in Sturgeon Bay. This two-year technical college was founded in 1912 and serves nearly 27,000 individuals annually. It is one of 3 main campuses and among an additional 5 regional centers and one specialty center in the greater 7-County Region. The nearest four-year college campus is located at the University of Wisconsin-Green Bay.

Figure A.16. Sturgeon Bay School District Enrollment, 2005-2019

	Sawyer Elementary School	Sunrise Elementary School	Sunset Elementary School	Walker Middle School	Sturgeon Bay High School	Sturgeon Bay School District
2005-2006	219	196	90	260	527	1,292
2006-2007	218	198	91	254	524	1,285
2007-2008	225	212	83	245	487	1,252
2008-2009	240	210	90	228	475	1,243
2009-2010	155	220	165	235	437	1,212
2010-2011	157	221	185	238	429	1,230
2011-2012	165	245	173	245	398	1,226
2012-2013	180	258	175	236	393	1,242
2013-2014	165	245	179	259	381	1,229
2014-2015	151	251	160	262	372	1,196
2015-2016	155	239	145	269	387	1,198
2016-2017	130	246	136	237	394	1,143
2017-2018	136	217	141	266	388	1,148
2018-2019	129	213	145	253	405	1,145
Change 2010-2019	-22%	-4%	-28%	6%	-6%	-7%

Source: Wisconsin Department of Public Instruction

Figure A.17. Sturgeon Bay School District Achievement – Accountability Rating

	Sawyer Elementary School	Sunrise Elementary School	Walker Middle School	Sturgeon Bay High School	Sturgeon Bay School District
2011-2012	72	68.8	67.5	74.5	-
2012-2013	70.8	72.3	68.9	75.1	70.7
2013-2014	71.6	74.6	74.8	75	72.6
2014-2015	-	-	-	-	-
2015-2016	Satisfactory	74.3	89.5	64.9	80.5
2016-2017	Satisfactory	74.7	86.1	67.1	77.0
2017-2018	Satisfactory	74.8	82.9	84.4	79.8

Source: Wisconsin Department of Public Instruction

County Facilities

A variety of county facilities are located in Sturgeon Bay, including:

- The Door County Justice Center is home to the county courthouse, the county jail, the Door County Sheriff's Department, and various county administrative functions.
- The Door County Government Center is located downtown. This is the site of the original Door County Courthouse. An extensive remodeling of the current three-story building was completed in 2009. The Government Center houses the County Clerk, County Treasurer and Register of Deeds offices. It also is home to most of the other non-court related county offices as well as the County Board meeting room.
- The Door County Highway Department is also located in Sturgeon Bay, just to the north of the Justice Center. In addition to the highway department's administrative offices, the facilities include storage and maintenance facilities for the county's fleet of truck, plows, and other equipment. Gas pumps for county vehicles, as well as storage sheds for salt and sand, are also located on the site.
- Door County operates the Aging and Disability Resources Center in Sturgeon Bay. The facility offers a wide variety of services, programs, events, and activities for area residents. The facility's services include a senior center, transportation, meal delivery, counseling, service coordination and management, and others. The Aging and Disability Resources Center is located in the former County highway shop and was refurbished and completed in 2018. This building also houses the County's emergency services and transportation departments. It is a valuable resource in the community for an increasingly aging population.

Health Care Services, Assisted Living/Nursing Homes, and Child Care Facilities

Door County Medical Center serves all of Door County and is based in Sturgeon Bay. The hospital and outpatient medical centers provide many specialties like the Women's and Children's Center, Orthopedic Center, Cancer Center, nursing facility, and rehab services. Throughout the county, 175 physicians serve on staff. Door County Medical Center also leads or partners on many different local initiatives including sporting, arts, and musical events, afterschool programs, nursing programs in local schools, occupational health, and a host of other local events, programs, and non-profits. Other health-related services are also provided through the Aging and Disability Resources Center of Door County and Lakeshore Cap/JAK's Place.

In addition to the medical center, the City is also home to nursing homes and assisted living facilities. There are two state licensed nursing homes in the community and nine different assisted living facilities. Assisted living facilities vary in the services and living situation provided. The types of assisted living facilities found in Sturgeon Bay includes adult care facilities, adult family homes, community-based residential facilities, and residential care apartment complexes.

Within Sturgeon Bay, there are a total of 6 Wisconsin Licensed Child Care Programs. These vary by type with three designated as Group Centers that provide care for 9+ children, two designated as Family Centers that provide care for 4-8 children, and two Day Camps that provide care on a seasonal basis for 4+ children.

Telecommunications

Both AT&T and Spectrum offer telephone, internet, and cable services in the City of Sturgeon Bay.

Cemeteries

There is a total of 5 cemeteries located within 5-miles of Sturgeon Bay, one of which is located within the City limits where Oxford Ave becomes Tacoma Beach Road. This cemetery is owned by the Town of Sturgeon Bay.

Housing and Neighborhood Development

Housing Challenges and Opportunities

A number of national, regional and local trends place constraints on housing opportunities in the City of Sturgeon Bay, particularly in the construction of new housing at affordable price points. As shown in figures A.1, A.3, and A.4 the City's population is both declining and aging. Population has declined by 6% since 2000, while the percentage of the population over the age of 65 has risen to 20% of the population. As people continue to live longer this could potentially increase the need for new city services and changing housing preferences. Some may choose to adapt their homes to deal with changing mobility issues, others may look to downsize to smaller housing alternatives and even multi-family housing to reduce maintenance requirements, and others may need staffed assisted-living or nursing care. Many older residents may also choose to move in with family, if possible, increasing the number of multi-generational homes and creating opportunities for new housing styles that include in-law apartments and accessory dwelling units. It is important that the City has housing options to serve these residents.

The aging population is not only due to Baby Boomer residents getting older, it is also due to population loss in younger demographic groups. Nationally, people in their twenties and thirties are choosing urban metro centers to live and work and value flexibility in their living arrangements. National trends also suggest that people are waiting longer to get married and have children, shrinking family sizes, increasing the number of single person households, and delaying homeownership.

For families with children, housing needs are also evolving. The shortage of affordable childcare options makes multi-generational housing appealing, allowing extended families to live together and provide support to one another in the form of childcare, caregiving to the elderly, and other domestic help.

Another factor making housing construction challenging is the low number of housing developers and home builders active in the area who are constructing homes at more affordable price points or in the diverse styles needed to attract new residents to the area. The Recession in 2008 vastly reduced the number of small, locally-based developers and builders. Primarily, the new homes built in the surrounding area over the last 10 years have been single-family homes sold for over \$300,000. High land value and increasing construction costs make building new affordable homes challenging.

Sturgeon Bay, among neighboring communities in Door County, provides the most affordable housing options in its existing housing stock and the lowest percentage of owner-occupied units. This reflects the fact that the City has the most diverse housing stock and largest percentage of permanent year-round residents among neighboring communities. However, the continuing decrease in household size and stagnant growth in new housing units means that some people may be forced to leave the community because the appropriate housing situation for them is not provided in Sturgeon Bay.

To address these challenges in housing development, the City should explore a number of approaches to promoting diverse housing options that address existing housing, expand housing varieties, and increase housing affordability in the city.

Existing Housing Framework

As of 2018, the City's housing stock was tallied at approximately 5,051 units distributed among single-family detached, two-family (attached), multi-family, and mobile home units. The City added 623 units between 2000 and 2018.

Figure A.18. Housing Types, 2000-2018

Units per Structure	2000 Total Units	2000 Percentage	2018* Total Units	2018* Percentage
Single-family Detached	2,883	65%	3,378	67%
Two Family	362	8%	530	10%
Multi-Family	815	18%	806	16%
Mobile Home/Other	368	8%	337	7%
Total	4,428		5,051	

Source: U.S. Census Bureau, 2000 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Sturgeon Bay's housing stock is similar to many other communities throughout the Midwest in the amount of pre-1939 houses that remain today. This provides an opportunity to embrace the historic nature of the community through rehabilitation, however it has also led to issues of deterioration, neglect, absentee ownership, and owner-occupied conversions to renter-occupied units in the older sections of the City where these types of units are most prevalent. Additionally, it's also important to recognize that historically most decades are relatively similar in their housing growth rates, but since 2010 there have been very few new housing units built in the community. This is a result of the various factors documented throughout this Plan.

Figure A.19. Age of Housing Stock, 2018

	Total	Percentage
2010 or later	148	3%
2000-2009	591	12%
1990-1999	664	13%
1980-1989	649	13%
1970-1979	871	17%
1960-1969	471	9%
1950-1959	428	8%
1940-1949	395	8%
1939 or earlier	834	17%
Total	5,051	

*Source: U.S. Census Bureau, 2013-2018 American Community Survey 5-Year Estimates.

Figure A.20. Housing Cost Burden, 2016

	City	Door County	Wisconsin
Housing 30% or Less of Household Income	71%	73%	70%
Housing 30% - 50% of Household Income	15%	15%	17%
Housing Greater Than 50 % of Income	12%	12%	13%

Source: U.S. HUD 2019 CHAS data calculated using ACS 2011-16

Housing affordability is one of the most prominent issues of the decade. This is a result of a combination of factors, including the Great Recession and slow economic recovery, changing personal preferences, shifting demographics, tightened lending practices, lack of developers, and overall financial feasibility of building new housing in many areas of the country. As a result, the number of households that are cost burdened is on the rise. Cost burdened is defined as spending over 30% of a household's total income on housing costs. Households spending greater than 30% often have trouble paying for essentials, like transportation, and have a greater chance of financial insecurity. While Sturgeon Bay's figures are reflective of the state and Door County, they show that 27% of the City's households are housing cost burdened and 12% spend over 50% of their income on housing. Housing affordability will remain one of the largest issues throughout Wisconsin and the country over the next decade.

Housing Programs

Several housing programs are available to City residents, including, but not limited to, the following.

Door County Housing Authority

The Section 8 Housing Choice Voucher (HCV) program is run through the Door County Housing Authority and funded by the U.S. Department of Housing and Urban Development (HUD). As of 2019, they managed over 200 active Housing Choice Vouchers. There are additionally six low income apartment communities with a total of 400 affordable units for rent in Sturgeon Bay which vary between income-based apartments (pay no more than 30% of income), low rent apartments (subsidized), and Housing Choice Vouchers.

Door County Economic Development Corporation, Attainable Housing Committee

Established in 2000, the Attainable Housing Committee works throughout Door County to inform, research, and facilitate conversations on attainable housing. In 2019, they helped organize, facilitate, and partner with local businesses and municipalities to fund the Door County Housing Study. The goal of the study was to quantify the problem and recommend strategies to counter those problems. The study found that the problem was multi-faceted and included a shortage of rental units, increasing housing, land, and construction costs, as well as other workforce market forces. Recommended strategies include funding opportunities, new partnerships and collaborative work, zoning changes, rental house online clearinghouse, infrastructure investments, and others. Many of the issues identified and recommendations discussed in this study are reflected in this Plan.

Door County Habitat for Humanity

The non-profit organization partners with families who could not otherwise afford home ownership (income is 60% of county median family income) to help build and rehab homes through “sweat equity”. Over the past 26 years, the organization has completed 41 new homes and 42 home preservation projects.

Lakeshore Cap Community Action Program

This non-profit 501c(3) serves Manitowoc, Kewaunee, Door, Calumet, and Sheboygan Counties with four locations, including two in Sturgeon Bay. Lakeshore Cap’s mission is to help individuals and families achieve economic self-sufficiency and well-being through housing, mental health, employment support, and nutrition programming. Specifically, the housing program includes home buying and rental assistance. This program offers financial planning, education, counseling, and low or no interest rate loans for down payments and closing costs.

Door County Housing Partnership, Inc.

The Door County Housing Partnership is a non-profit 501c(3) whose mission is to ensure affordable workforce housing is available and maintained in perpetuity. They act as a land trust, in addition to an advisor and educator to municipalities, the public, and developers. The organization’s long-term goal is to help facilitate the development of a minimum of 10 new residences per year.

Wisconsin Housing and Economic Development Authority (WHEDA)

The state offers home buyer education, home loan lenders, and a variety of programs for purchasing or refinancing. They also work with municipalities and developers in promoting new affordable housing units throughout the state using low income housing tax credits (LIHTC). There are two types of LIHTC’s that WHEDA administers, the 9 percent Federal Housing Tax Credit and the 4 percent State Housing Tax Credit.

Community Development Block Grant (CDBG) Small Cities Housing Program

Local governments and counties can apply for CDBG funds for a variety of projects to principally benefit low- and moderate-income households. Eligible projects include home rehabilitation assistance, programs to provide homeownership opportunities to renters, payment of relocation costs, small public facilities projects, demolition or removal of buildings, conversion of buildings to low- or moderate-income dwelling units, acquisition of property for the construction of low- to moderate-income dwelling units, and site improvements for the construction of low- to moderate-income dwelling units. This program is administered by the Wisconsin Department of Administration, Division of Energy, Housing, and Community Resources (DEHCR).

HOME Investment Partnerships Program

Federal grants that provides money to states and localities that can be used to fund a range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. Wisconsin prioritized homeownership and the conservation of quality owner-occupied housing for these federal funds. Homebuyer assistance and owner-occupied rehabilitation are some of the eligible activities the DEHCR offers.

Housing Cost Reduction Initiative (HCRI)

This is another DEHCR program using state funds to award grant money to homebuyers for the purchase of affordable homes or to prevent of foreclosure. Eligible grant applicants include: counties, cities, village, or towns, among other non-profit and other organizations.

Economic Development

Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this *Plan* “assess categories or particular types of new businesses and industries that are desired by the local government unit.” In order to do this, the City must understand its assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development.

Figure A.21 Sturgeon Bay: Economic Strengths and Weaknesses

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Economic development organizations in Door County ▪ Many retirees in the community with a wide knowledge base ▪ Marine/shipbuilding cluster ▪ County seat ▪ Regional tourism destination ▪ Cultural, recreational, natural resources, and historical amenities ▪ Strong manufacturing base ▪ Healthy industrial park with room to grow ▪ Regional destination within the County for retail, employment, entertainment ▪ Comparatively affordable housing stock ▪ Infrastructure and utility capacity 	<ul style="list-style-type: none"> ▪ Aging population and sustainable long-term workforce ▪ Not on an Interstate or near major airport ▪ Distance from larger metropolitan areas ▪ Loss of population and school enrollment ▪ Slowed housing development ▪ Somewhat seasonal economy ▪ No rail service ▪ Challenges of location on peninsula, including transportation, laborshed, increased cost for moving goods ▪ Absence of child care facilities and amenities that attract and accommodate young families

Existing Economic Development Framework

Labor Force

The City’s economy has changed over the years from being more diversified to now being dominated by two groups that make up nearly a half of all jobs: education, health, and social services and manufacturing. As the City’s economy continues to shift more towards education, health, and social services, it’s important to help prepare the workforce for these new types of jobs, work to retain skilled workers in those fields, and leverage the jobs in attracting new residents.

In 2016, the Wisconsin Department of Workforce Development calculated employment projections by occupational group for the counties of the Bay Area. While the Bay Area is a large area made up of ten different counties, these projections provide a look into where the region is headed in the future. To note, some of the projected fastest growing occupations include community and social services, healthcare support, and personal care and service, areas that fit within the fastest growing occupational group in Sturgeon Bay. Over the next 20 years, continuing to grow these occupations within the City will help the local economy adapt to changing demands and drive economic growth in the future.

Figure A.22. Labor Force Characteristics, 2000-2018

Occupational Group (Residents Age 16 and Older)	2000		2010		2018*	
Manufacturing	917	20%	820	16%	1,002	22%
Educational, health, and social services	760	17%	1,036	21%	959	21%
Retail trade	805	18%	649	13%	617	14%
Arts, entertainment, recreation, accommodation, and food services	598	13%	611	12%	468	10%
Professional, scientific, administrative, and waste management services	320	7%	316	6%	216	5%
Construction	276	6%	338	7%	259	6%
Transportation, warehousing, and utilities	137	3%	192	4%	247	5%
Wholesale trade	39	1%	136	3%	113	3%
Finance, insurance, real estate, rental, and leasing	195	4%	325	6%	162	4%
Other services (except public administration)	167	4%	286	6%	216	5%
Public Administration	215	5%	260	5%	178	4%
Information	76	2%	41	1%	83	2%
Agriculture, forestry, fishing, hunting, and mining	42	1%	-	0%	-	0%
Total	4,547		5,010		4,520	

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.23. Regional Labor Force Characteristics, 2000-2018

Occupational Group (Residents Age 16 and Older)	Sturgeon Bay	Egg Harbor	Ephraim	Forestville	Sister Bay	Town of Sturgeon Bay	Town of Nasawaupee	Town of Sevastopol	Door County	Wisconsin
Manufacturing	22%	8%	12%	32%	11%	27%	23%	11%	18%	18%
Educational, health, and social services	21%	19%	17%	19%	11%	14%	13%	24%	18%	23%
Retail trade	14%	36%	4%	11%	16%	14%	14%	13%	13%	11%
Arts, entertainment, recreation, accommodation, and food services	10%	7%	31%	9%	28%	8%	11%	9%	13%	9%
Professional, scientific, administrative, and waste management services	5%	6%	7%	8%	5%	6%	9%	8%	7%	8%
Construction	6%	0%	7%	9%	3%	10%	6%	10%	8%	6%
Transportation, warehousing, and utilities	6%	1%	0%	1%	1%	3%	4%	4%	5%	5%
Wholesale trade	3%	5%	7%	0%	4%	3%	2%	2%	2%	3%
Finance, insurance, real estate, rental, and leasing	4%	8%	7%	4%	6%	4%	5%	4%	5%	6%
Other services (except public administration)	5%	4%	6%	4%	12%	7%	8%	5%	6%	4%
Public Administration	4%	2%	3%	1%	3%	2%	3%	3%	3%	4%
Information	2%	0%	0%	0%	0%	1%	0%	2%	1%	2%
Agriculture, forestry, fishing, hunting, and mining	0%	2%	0%	2%	0%	1%	4%	5%	3%	2%

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.24. Bay Area* Employment Projections

Occupational Group	2016 Employment	2026 Projected Employment	Change in Employment 2016-2026
Management	24,655	27,295	10%
Business and Financial Operations	22,308	24,657	10%
Computer and Mathematical	8,653	10,110	14%
Architecture and Engineering	8,361	9,104	8%
Life, Physical, and Social Science	2,438	2,650	8%
Community and Social Service	6,321	7,244	13%
Legal	1,430	1,537	7%
Education, Training, and Library	24,213	25,494	5%
Arts, Design, Entertainment, Sports, and Media	6,377	6,751	6%
Healthcare Practitioners and Technical	21,808	23,930	9%
Healthcare Support	9,903	11,121	11%
Protective Service	9,210	9,652	5%
Food Preparation and Serving Related	36,431	42,212	14%
Building and Grounds Cleaning and Maintenance	12,454	13,064	5%
Personal Care and Service	19,326	22,669	15%
Sales and Related	43,352	45,358	4%
Office and Administrative Support	62,871	64,341	2%
Farming, Fishing, and Forestry	3,764	4,059	7%
Construction and Extraction	19,866	21,592	8%
Installation, Maintenance, and Repair	18,138	19,530	7%
Production	59,067	58,652	-1%
Transportation and Material Moving	32,662	35,230	7%

*The Bay Area includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Outagamie, Shawano, and Sheboygan Counties
Source: Wisconsin Department of Workforce Development, LMI Data Access, 2016-2026

Educational Attainment

Educational attainment is a variable used to assess a City's workforce. Among surrounding communities, Sturgeon Bay is in the average when it comes to the percentage of the population that has a high school diploma but falls slightly below average in terms of population with a bachelor's degree or higher. As with most other communities in the region and the country as-a-whole, since 2000, educational attainment has risen. However, as the economy continues to evolve over the next 20 years, it is critically important to have a prepared and educated workforce ready to adapt to new technologies and innovations.

Figure A.25. Regional Comparison: Educational Attainment, 2000-2018

	High School Graduates			Bachelor's Degree or Higher		
	2000	2010	2018	2000	2010	2018
City of Sturgeon Bay	86%	91%	91%	17%	23%	26%
Village of Egg Harbor	92%	98%	100%	42%	58%	53%
Village of Ephraim	97%	98%	98%	48%	51%	59%
Village of Forestville	84%	91%	90%	13%	15%	14%
Village of Sister Bay	88%	95%	98%	31%	37%	47%
Town of Sturgeon Bay	89%	94%	95%	18%	23%	29%
Town of Nasewaupsee	86%	94%	95%	17%	22%	21%
Town of Sevastopol	91%	97%	95%	23%	33%	37%
Door County	88%	93%	94%	21%	28%	32%
Wisconsin	85%	89%	92%	22%	26%	30%

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Income Data

Figure A.26 presents income data for the City, surrounding communities, Door County, and the state. In 2018, the City's median household income was \$52,947. This is considerably lower than the median household income reported for the comparison communities (outside of Sister Bay and Forestville), in addition to being lower than the County and State figure. However, over the past 20 years, Sturgeon Bay has closed the gap in terms of median household income in comparison to the state. Similarly, the City's per capita income was \$32,195, which is also lower than most surrounding communities, outside of Sister Bay and Forestville. Per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population and indicates that City residents have less disposable income than residents of neighboring communities.

Another component of income and community wealth is the cost of living. One of the most effective ways of analyzing the cost of living is through the comparison of different area's living wage. A living wage is defined as, the hourly rate that an individual must earn to support their family, if they worked full time. In general, Sturgeon Bay and the surrounding area is relatively affordable, especially compared to the Green Bay metro areas. In fact, Door County has a lower living wage for one working adult with one child and two working adults with two children in comparison to Brown and Keweenaw Counties and the overall state.

Figure A.26. Regional Comparison: Income Trends, 2000-2018

Municipality	Median Household Income			Per Capita Income		
	2000	2010	2018*	2000	2010	2018*
City of Sturgeon Bay	\$31,935	\$41,169	\$52,947	\$18,899	\$27,188	\$32,195
Village of Egg Harbor	\$41,667	\$49,583	\$75,833	\$40,977	\$40,571	\$57,211
Village of Ephraim	\$52,500	\$47,411	\$77,500	\$30,579	\$42,197	\$48,312
Village of Forestville	\$46,818	\$61,397	\$49,500	\$19,174	\$24,460	\$25,640
Village of Sister Bay	\$50,893	\$38,917	\$40,944	\$25,029	\$30,679	\$27,311
Town of Sturgeon Bay	\$42,434	\$60,694	\$63,646	\$27,397	\$31,317	\$39,868
Town of Nasewaupee	\$43,292	\$40,107	\$61,667	\$20,815	\$28,677	\$38,118
Town of Sevastopol	\$47,227	\$56,063	\$64,609	\$24,150	\$31,583	\$41,271
Door County	\$38,813	\$47,775	\$58,287	\$21,356	\$29,154	\$36,155
Wisconsin	\$43,791	\$51,598	\$59,209	\$21,271	\$26,624	\$32,018

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Figure A.27. Regional Comparison: Living Wage, 2018

	1 Working Adult & 1 Child	2 Working Adults & 2 Children
Door County	\$23.85	\$15.63
Brown County	\$24.30	\$15.86
Kewaunee County	\$24.30	\$15.86
Wisconsin	\$24.67	\$16.04

Source: MIT, 2018

Commuting Patterns

Over the past 18 years, the number of minutes spent commuting to work for Sturgeon Bay residents has increased from 13 minutes in 2000 to 15 minutes in 2018. This is not uncommon, nearly all cities across the US have experienced similar increases as people continue to live farther from their place of work. On a different, but related note, the number of people who live in Sturgeon Bay and work in Sturgeon Bay is low. Only around 36% of Sturgeon Bay residents are employed within the City and nearly 2,300 residents work outside of the City limits. Additionally, over 60% of the people employed in the City travel to work from outside of the City. Overall, these trends reflect Sturgeon Bay being the largest job center in the area, but also within commuting distance of other smaller job centers in Door County. To note, 75% of the people who are employed in Door County, live in Door County.

Figure A.28. Commuting Patterns, 2017

	2017	Percentage
Employed in Sturgeon Bay and Live in Sturgeon Bay	2,699	36%
Employed in Sturgeon Bay, but live elsewhere	4,755	64%
Live in Sturgeon Bay and work elsewhere	2,298	46%
Employed in Door Co. and Live in Door Co.	9,273	75%
Employed in Door Co., but live elsewhere	3,087	25%
Live in Door Co. and work elsewhere	4,791	34%

Source: U.S. Census Bureau OnTheMap, 2017

Figure A.29. Mean Travel Time Trends, 2000-2018

	2000	2010	2018
Mean travel time to work (Sturgeon Bay)	13	18	15

*Source: U.S. Census Bureau, 2000-2010 Census.

**Source: U.S. Census Bureau, 2013-2018 American Community Survey 5-Year Estimates.

Economic Base Analysis

Unsurprisingly, the City's largest employers reflect the largest occupation groups – education, health, and social services and manufacturing. Other large employers include government activities, tourism, and some retail.

Figure A.30. Largest Employers

Employer	Product or Service	Number of Employees
Door County Medical Center	Hospitals	500-999
Fincantieri Bay Shipbuilding	Ship Building and Repairing	500-999
Hatco Corp	Manufacturing	250-499
Door County Government	Government	250-499
NEW Industries Inc.	Manufacturing	100-249
TTX Environmental	Manufacturing	100-249
Door County YMCA	Child and Youth Services	100-249
Shuttlelift Inc.	Manufacturing	100-249
Nicolet National Bank	Conference Center	100-249
Wire Tech Fabricators Inc.	Manufacturing	100-249
Door County Sheriff	Government	100-249
Econo Foods	Gas Stations	100-249
Portside Builders Inc.	Home Builders	100-249
Sevastopol High School	School	100-249
City of Sturgeon Bay	Government	100-249
Target	Department Store	100-249
C&S Manufacturing Corp.	Manufacturing	50-99
Golden Living Center	Nursing Care Facility	50-99
Pick'n Save	Grocery Store	50-99
Exac Tech Inc.	Manufacturing	50-99
Stone Harbor Restaurant and Pub	Conference Center	50-99
Sevastopol Middle School	School	50-99
Marine Travelift Inc.	Manufacturing	50-99

Source: <https://jobcenterofwisconsin.com/wisconsin/pub/employer.htm#Viz>

Source: Wisconsin Department of Workforce Development

Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination."

Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of February 2020 there were 9 contaminated sites in Sturgeon Bay that were either in need of clean up or where clean-up was already underway. Of the 12 open incidents shown, only one is classified as LUSTs, or leaking underground storage tanks. This tank is, or was, known to be contaminating the soil and/or groundwater with petroleum. Eight sites in the City are classified as environmental repair, or ERP. These sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur.

The locations of these environmentally contaminated sites were considered when making the land use recommendations in this Plan. The City encourages remediation and redevelopment of these sites for economic development where appropriate. To further support redevelopment of brownfield sites, the City should identify and pursue funding opportunities to assist in evaluation and remediation, including grants from the US Environmental Protection Agency and Wisconsin Economic Development Corporation (WEDC).

Economic Development Programs

The City has a number of tools, programs, and agencies available to foster economic development:

Door County Economic Development Corporation

Since 1989, the Door County Economic Development Corporation (DCEDC) has partnered with companies and entrepreneurs to help build successful businesses in the County and improve the area's economic climate. DCEDC is a non-profit public/private partnership dedicated to improving the economic vitality of the County and its residents. The organization offers assistance related to a wide variety of topics including workforce development, entrepreneurship, financing and grants, site selection, and several databases, clearinghouses, and resource tools.

Door County Visitors Bureau Welcome Center

Located in Sturgeon Bay, the Door County Visitors Bureau operates the Welcome Center, a one-stop-shop for all things to do, see, and experience in Door County. The building is open to the public 24 hours a day, 7 days a week and staffed during regular business hours. The Visitors Bureau also produces a seasonal newsletter, visitors guide, and other related tourism information.

Destination Sturgeon Bay and the Sturgeon Bay Visitors Center

Destination Sturgeon Bay is an economic and tourism organization focused on promoting the community. The organization produces tourism guide materials, promotes local businesses, events, and festivals, and operates the Visitors Center located downtown. Some of the unique economic development programs the organization offers includes the Sturgeon Bay Gift Certificate Program, networking opportunities, and inclusion in tourism and promotional materials.

Bay Area Workforce Development Board

Established through the Workforce Investment Act in 1998, the Bay Area Workforce Development Board is a non-profit that addresses local economic workforce issues in the 11-County region, including Door County. The organization offers a wide variety of programs for employers, job training for adults and youth, career development services, employment assistance, and literacy programs, among others. They partner with many other regional groups like Northeastern Wisconsin Technical College, We Are HOPE, Inc., New North, Inc., and others directly related to Door County and Sturgeon Bay.

New North, Inc.

This regional marketing and economic development organization works throughout the 18-County region, which includes Door County, to foster collaboration among private and public sector leaders. The organization works at a larger scale in helping get the region recognized nationally and globally. The majority of their services are related to collaborating with and connecting local partners, regional branding, site selection assistance, and in-depth business intelligence, data, and analysis. New North offices are located in Green Bay.

We Are HOPE, Inc.

HOPE stands for Helping Others Prosper and Excel. This non-profit 501c(3) provides employment services for Brown, Kewaunee, and Door Counties with a location in Sturgeon Bay. They run the Employment Resource Center (formerly the Door County Job Center) and offer services such as assisting offenders and individuals with disabilities in finding jobs.

Sturgeon Bay Industrial Park

The Sturgeon Bay Industrial Park is located on the west side of the City, immediately south of Highway 42/57. This industrial and business area contains over 280 acres, much of which has been developed by the City in several phases. There are approximately 14 acres available for new development. The park is governed by special development standards within the municipal zoning code to ensure high quality, well-maintained properties. Protective covenants are also used to protect the City's investment in the Industrial Park.

Under current policy, City-owned industrial property is priced at \$30,000 per acre. The City offers incentive financing on the purchase of industrial park land. Sales are subject to the following terms: \$10,000 per acre down payment, 3-year term, 0% interest. The incentives are based on the number of jobs created and the real

estate improvements that are completed on the subject property. Incentive credits listed below can be earned by the owner during the 3-year finance term and are subtracted from the purchase price balance due the City.

- Jobs creation credits of \$4,000/job for each new full time equivalent (FTE) position that pays at least \$15.00/hr, exclusive of benefits.
- Real Estate Investment Credit of \$4,000 for each \$100,000 in real estate improvements.

Other incentives include Community Development Zone tax credits and available low-interest Revolving Loan Funds.

Economic Development Plans

West Waterfront Redevelopment Plan

The Ad hoc West Waterfront Planning Committee guided the development of the West Waterfront Redevelopment Plan in the summer of 2019 to address the area on the westside of Sturgeon Bay between the Oregon Street bridge and the Madison Avenue Bridge. The plan outlines goals and principals for redevelopment and a full redevelopment plan with desired elements guided by public and stakeholder input. Within the consensus plan, there are several different elements including new mixed-use, multi-family residential, institutional uses, waterfront access, open space, and public art.