

# **VILLAGE OF EPHRAIM**

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**ZONING ADMINISTRATOR:**

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<b>Transportation:</b>	Marilyn Cushing Barb Fox Diane Elquist Dick Van De Ven
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<b>Economic Development :</b>	John Lowry Marc Paulson Doug Williams Tom Schuder
<b>Intergov. Cooperation:</b>	Diane Kirkland Bob Davis Paul Burton
<b>Land Use:</b>	Walt Fisher Carla Paulson John McMurray Dawn Sandusky Brenda Nelson

# ***COMPREHENSIVE PLAN 2009***

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20 YEAR COMPREHENSIVE PLAN

**VILLAGE OF EPHRAIM**  
**Door County Wisconsin**

Public Hearing: October 12, 2009

Adopted: \_\_\_\_\_

RESOLUTION NO. \_\_\_\_\_

ADOPTION OF THE VILLAGE OF EPHRAIM  
COMPREHENSIVE PLAN 2009

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

AND WHEREAS, the Comprehensive Plan has been prepared by the Village of Ephraim which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the year 2009;

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

AND WHEREAS, the Comprehensive Plan has been reviewed and recommended for approval by the Village of Ephraim Planning Committee;

NOW, THEREFORE BE IT RESOLVED that the Village of Ephraim Planning Committee hereby recommends to the Ephraim Village Board that a Comprehensive Plan entitled: *Village of Ephraim Comprehensive Plan 2009*, be adopted by the Village Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2009.

Resolution introduced and adoption moved by \_\_\_\_\_ .

Motion for adoption seconded by \_\_\_\_\_ .

Voting Aye: \_\_\_\_\_ Nay: \_\_\_\_\_

APPROVED:

\_\_\_\_\_  
John Cox, Ephraim Plan Committee Chair

ATTEST:

\_\_\_\_\_  
Charity Forsch, Ephraim Administrator

VILLAGE OF EPHRAIM  
ORDINANCE NO. \_\_\_\_\_

An Ordinance to Adopt a Comprehensive Plan Pursuant to  
Wisconsin Statutes Section 66.1001 (Smart Growth)

WHEREAS, on August 24, 2004 the Village of Ephraim held its first Comprehensive Plan organizational meeting and began preparations of a Comprehensive Plan under the guidelines of Section 66.1001 Wisconsin Statutes; and,

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

WHEREAS, on September 28, 2009, the Village of Ephraim Plan Committee recommended to the Village Board adoption of the Comprehensive Plan by resolution which passed by a majority vote of the entire membership of the Village Plan Committee, which vote is recorded in the official minutes of the Plan Committee; and,

WHEREAS, the Village of Ephraim Village Board held a public hearing on October 12, 2009, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

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

Page 2-Ordinance No. \_\_\_\_\_  
Ordinance to Adopt a Comprehensive Plan

NOW, THEREFORE, the Village Board of the Village of Ephraim, Door County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Village of Ephraim Plan Committee to the Village of Ephraim Village Board, attached hereto as Exhibit A, is hereby adopted.

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

1. Every governmental body that is located in whole or in part within the boundaries of the Village of Ephraim;
2. The Clerk of every local governmental unit that is adjacent to the Village of Ephraim;
3. The Wisconsin Land Council;
4. The Bay-Lake Regional Planning Commission;
5. The Coleman Area Public Library.

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

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

Adopted this \_\_\_\_\_ day of \_\_\_\_\_ 2009, by a majority vote of the members of the Village Board of the Village of Ephraim

\_\_\_\_\_  
President

Attest: \_\_\_\_\_  
Administrator

## TABLE OF CONTENTS

<b>CHAPTER 1 - ISSUES AND OPPORTUNITIES ELEMENT.....</b>	<b>1-1</b>
INTRODUCTION .....	1-1
DESCRIPTION OF THE PLANNING AREA .....	1-1
COMMUNITY COMPREHENSIVE PLANNING PROCESS .....	1-1
PLAN CONTENTS .....	1-2
PUBLIC PARTICIPATION .....	1-2
SURVEY RESULTS .....	1-3
VISION STATEMENT .....	1-3
GOALS, OBJECTIVES, POLICIES AND PROGRAMS .....	1-3
SUMMARY OF PLAN GOALS.....	1-5
BACKGROUND INFORMATION .....	1-10
VILLAGE MAP .....	1-13
<b>CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES .....</b>	<b>2-1</b>
INTRODUCTION .....	2-1
CULTURAL RESOURCES .....	2-1
AIR QUALITY .....	2-2
LAKE MICHIGAN WATER QUALITY.....	2-3
PUBLIC BEACH .....	2-4
GROUNDWATER RESOURCES .....	2-4
NIAGRA ESCARPMENT .....	2-5
NATURE PRESERVES .....	2-6
RECREATIONAL RESOURCES .....	2-6
FLOODPLAINS .....	2-7
WETLANDS .....	2-7
<b>CHAPTER 3 - HOUSING.....</b>	<b>3-1</b>
INTRODUCTION .....	3-1
POPULATION CHARACTERISTICS .....	3-1
HOUSING INVENTORY .....	3-3
SUMMARY AND IMPLICATIONS .....	3-6
HOUSING STRATEGY.....	3-7
TABLES .....	3-10

## TABLE OF CONTENTS (cont.)

<b>CHAPTER 4 - ECONOMIC DEVELOPMENT</b> .....	4-1
INTRODUCTION .....	4-1
STRENGTHS AND WEAKNESSES .....	4-3
GOALS, OBJECTIVES, AND POLICIES .....	4-4
<b>CHAPTER 5 - TRANSPORTATION</b> .....	5-1
INTRODUCTION .....	5-1
SUMMARY AND TRANSPORTATION STRATEGY .....	5-1
HISTORY OF TRANSPORTATION EFFORTS .....	5-2
TRANSPORTATION FUNDING AND ASSISTANCE .....	5-3
Wisconsin DOT .....	5-3
Federal Highway Administration .....	5-4
INVENTORY OF TRANSPORTATION PROGRAMS AND FACILITIES .....	5-4
Elderly and Disabled Transportation System .....	5-4
Bicycle Transportation System .....	5-5
Port, Harbor and Marina Facilities .....	5-5
Air Transportation .....	5-5
Roads and Highways .....	5-5
EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM .....	5-6
GOALS, POLICIES, RECOMMENDATIONS .....	5-7
<b>CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES</b> .....	6-1
INTRODUCTION .....	6-1
WASTEWATER TREATMENT .....	6-1
STORMWATER MANAGEMENT .....	6-3
PRIVATE WATER SUPPLIES .....	6-7
RECYCLING FACILITIES .....	6-9
ON-SITE WASTEWATER TREATMENT .....	6-10
PARKS .....	6-10
CEMETARIES .....	6-12
HEALTH CARE FACILITIES .....	6-12
POLICE, FIRE, AND RESCUE FACILITIES .....	6-13
CHILD CARE FACILITIES .....	6-14
LIBRARIES .....	6-14

## TABLE OF CONTENTS (cont.)

<b>CHAPTER 7 - INTERGOVERNMENTAL COOPERATION.....</b>	<b>7-1</b>
INTRODUCTION .....	7-1
EXISTING ACTIVITIES .....	7-3
Adjacent Governmental Units .....	7-3
School District .....	7-4
County .....	7-4
Region .....	7-5
State .....	7-5
INVENTORY OF PLANS AND AGREEMENTS .....	7-5
Extra-territorial subdivision regulation .....	7-6
Extra-territorial Zoning .....	7-7
INTERGOVERNMENTAL COOPERATION STRATEGY .....	7-7
INVENTORY OF AREAS TO AVOID CONFLICTS .....	7-8
<b>CHAPTER 8 - LAND USE.....</b>	<b>8-1</b>
INTRODUCTION .....	8-1
LAND USE STRATEGY.....	8-1
INVENTORY OF EXISTING LAND USE CONTROLS.....	8-3
Existing Comprehensive Plans .....	8-3
Door County Comprehensive Plan .....	8-4
A Comprehensive Plan for the Village of Ephraim 1998 .....	8-4
Land Use Plan 1982 .....	8-5
A Plan for Ephraim 1973 .....	8-6
Coastal Management Plan 1985 .....	8-7
ZONING ORDINANCES.....	8-7
Village of Ephraim Zoning Ordinances .....	8-7
Door County Zoning Ordinance .....	8-8
Subdivision and Platting Ordinance .....	8-11
OFFICIAL MAP.....	8-12
EROSION CONTROL ORDINANCE.....	8-12
SHORELAND AND FLOODPLAIN ORDINANCES.....	8-12
CURRENT LAND USE INVENTORY.....	8-13
LAND SUPPLY.....	8-16
LAND USE ISSUES.....	8-16
ANTICIPATED LAND USE TRENDS.....	8-17
DEVELOPMENT STANDARDS.....	8-17
Environmental and Public Utility Considerations .....	8-17
Planning Criteria .....	8-18
General Plan Design Classifications.....	8-20
DESIGN YEAR LAND USE PROJECTIONS .....	8-22
FIVE YEAR INCREMENTAL LAND USE PROJECTIONS .....	8-22

## TABLE OF CONTENTS (cont.)

### CHAPTER 8 - CONTINUED

DEVELOPMENT STRATEGY .....	8-23
IDENTIFIED “SMART GROWTH” AREAS .....	8-26
SUMMARY .....	8-26
FUTURE LAND USE MAP .....	8-27
CURRENT LAND USE MAP .....	8-28
ZONING MAP .....	8-29

### CHAPTER 9 - IMPLEMENTATION ..... 9-1

INTRODUCTION .....	9-1
Role of the plan.....	9-1
Role of the Elected Officials.....	9-1
LAND USE PLANNING RECOMMENDATIONS.....	9-2
Zoning.....	9-2
Official Maps .....	9-2
Erosion and Storm Water Control Ordinances .....	9-2
Sanitary Codes .....	9-3
COMPREHENSIVE PLAN DEVELOPMENT PROCESS .....	9-3
PROCESS FOR UPDATING PLAN.....	9-3
IMPLEMENTATION SCHEDULE .....	9-4

### TABLES

1 – POPULATION TRENDS.....	1-10
2 – EDUCATIONAL ATTAINMENT .....	1-11
3 – 02’ CENSUS DATA .....	1-12
4 – MEDIAN HOUSEHOLD INCOME .....	1-12
5 – EMPLOYMENT BREAKDOWN .....	1-12
6 – POPULATION TRENDS .....	3-10
7 - POPULATION TRENDS 1970-2015 .....	3-11
8 – SEASONAL POPULATION .....	3-11
9 – POPULATION DISTRIBUTION .....	3-12
10 – WORKING AGE & RETIREMENT .....	3-14
11 – HOUSEHOLD RELATIONSHIPS .....	3-15
12 – HOUSEHOLD INVENTORY .....	3-15
13 – HOUSING ADDITIONS & DELETIONS .....	3-16
14 – UNITS IN STRUCTURES .....	3-16
15 – HOUSING OCCUPANCY & TENURE .....	3-17
16 – AGE OF HOUSING UNITS .....	3-17
17 – HOUSING VALUES .....	3-18
18 – EMPLOYED PERSONS BY INDUSTRY .....	4-1
19 – AVERAGE LABOR FORCE .....	4-2

## **TABLE OF CONTENTS (cont.)**

### **TABLES – CONTINUED**

<b>20 – HOUSEHOLD INCOME .....</b>	<b>4-3</b>
<b>21 – STORM SEWER LOCATIONS .....</b>	<b>6-5</b>
<b>22 – LAND USE SUMMARY – DEVELOPED vs. UNDEVELOPED .....</b>	<b>8-13</b>
<b>23 – LAND USE SUMMARY – RESIDENTIAL vs. COMMERCIAL .....</b>	<b>8-14</b>
<b>24 - IMPLEMENTATION SCHEDULE .....</b>	<b>9-4</b>

### **MAPS**

<b>1 – VILLAGE MAP .....</b>	<b>1-13</b>
<b>2 - WALKING PATH SYSTEM .....</b>	<b>5-2</b>
<b>3 – FUTURE LAND USE MAP .....</b>	<b>8-27</b>
<b>4 – CURRENT LAND USE INVENTORY .....</b>	<b>8-28</b>
<b>5 – CURRENT ZONING .....</b>	<b>8-29</b>

# **CHAPTER 1**

## **Introduction: Issues and Opportunities**

### **DESCRIPTION OF THE PLANNING AREA**

Among the small villages and hamlets in Northern Door County, Ephraim stands out as one that has retained most of its original charm and historic values. Its natural, uncluttered entry corridors, with the two-lane road winding downward along the shoreline toward the village proper, invites travelers to take a closer look. Since the main part of the village, its “Historic District,” is centered along the east shoreline of Eagle Harbor, with panoramic vistas to the west of land and water associated with Peninsula State Park, the village has become a popular tourist destination. It has been called a “picturesque gem,” with its predominately white buildings of restrained size mixed with many historically significant buildings.

The village is comprised of approximately 2400 acres of land (3.9 square miles), of which 1300 acres are developed (about 55%). Residential land-use encompasses about 2000 acres, while about 160 acres are in commercial use. Over 208 acres are devoted to public use. There are approximately 1,200 acres of wooded land. Topography in Ephraim varies, from highland meadows and bluffs 200 feet above mean lake level to lowland and wetland areas, including what has been referred to as the Ephraim Swamp. Two small streams, Ephraim Creek and Hidden Springs Creek, serve to drain the swamp to Eagle Harbor.

State Highway 42 is the main thoroughfare, with the village of Sister Bay about two miles to the north, and Fish Creek about three miles to the south. Bounding Ephraim to the southeast, across Eagle Harbor, is Peninsula State Park, and a village road extends from Highway 42 along the south edge of the park.

### **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

The planning process was essentially completed in several stages. Public input was solicited by sending out a questionnaire to all property owners, followed by several public meetings held at the Village Hall. The intent of village leaders was to ascertain the issues, particularly those related to land-use that resonated with property owners.

The second stage, inventory and interpretation, began with the analysis of responses on the questionnaire, as well as thoughtful evaluation of input obtained at public meetings. Based on this information, a Smart Growth Committee was formed to begin the process of developing goals, objectives, and policies. The Village Planning Committee also provided incidental input during the early stages of the process. In February of 2007, the Smart Growth Committee began a series of weekly meetings to focus on developing written drafts of documents that addressed the nine “Elements” or Chapters of a comprehensive plan.

As draft documents were discussed and edited by each Smart Growth Committee, they were passed along to the Planning Committee for further input. Draft documents were ultimately finalized and pulled together to create a Smart Growth document that presented and summarized the nine Smart Growth components, and, most important, established the tools necessary for implementation of the plan.

## **PLAN CONTENTS**

This comprehensive plan contains nine chapters that generally correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: **Chapter 1:** Issues and Opportunities Element, contains the background information on the Village and a statement of overall goals objectives and policies of the plan; **Chapter 2:** Agricultural, Natural and Cultural Resources Element, provides a description of the physical setting and cultural resources of the planning area; **Chapter 3:** Housing and Population Element, presents information on the demographics of the village and on future population, housing and economic growth; **Chapter 4:** Transportation, presents an inventory of the existing transportation system and an overview of transportation needs; **Chapter 5:** Utility and Community Facilities, contains an inventory of the village's community facilities, including schools, recreational opportunities and village utilities; **Chapter 6:** Economic Development, contains a development strategy regarding future and existing economic conditions within the village, including an inventory of the labor force and an analysis of the village's economic base; **Chapter 7:** Intergovernmental Cooperation, contains objectives, goals and policies for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units; **Chapter 8:** Land Use, contains a land use inventory for the village, a projection of future land use demands, and the General Plan Design for the village; **Chapter 9:** Implementation Element, contains a strategy and short-term action plans.

## **PUBLIC PARTICIPATION**

A major element of the comprehensive planning process is public participation. Wisconsin's Smart Growth law establishes adoption requirements that designate a base level of public participation. Our first “Smart Growth” meeting was held on August 24, 2004, followed by an organizational meeting on October 14, 2004. In May of 2005, we distributed a “Smart Growth” questionnaire to all property owners, and obtained a response from about 350 people. Then on October 11, 2005, another community meeting was held to consider growth issues. Since then,

working through the Planning Committee, we have considered a number of “Smart Growth” issues, ranging from how to better protect our wetlands and the Niagara Escarpment to establishing a focus group to consider limits on footprint sizes for new residential and commercial construction. Our planning meetings are open to the public, and citizens can participate in discussing issues. In 2007, we began meeting on a weekly basis in order to complete our comprehensive plan.

Ephraim is fortunate in that an extensive Comprehensive Plan was completed in 1998, and its goal was to carry us through the 1998 to 2008 decade. This plan has been tremendously successful in helping the village plan for both the present and future, and has provided direction for the village to be more proactive in terms of meeting challenges related to growth.

## **SURVEY RESULTS**

Input from permanent and seasonal residents was obtained through the distribution of questionnaires as part of our 1998 comprehensive plan and the one distributed more recently in May of 2005. Results from these surveys were in general agreement. On the whole, both permanent and seasonal residents support our strict zoning regulations, they are supportive of the efforts of the Board of Trustees and Planning Committee, and they agree in the things that make Ephraim attractive: open shoreline, natural bluffs and rock outcroppings, views of Peninsula State Park and Horseshoe Island to the west, the “downtown” setting at the base of a bluff, trees and green space, white buildings in the Historic District, sign regulations, and historic building styles.

## **VISION STATEMENT**

The village seeks to balance the needs of a growing “retirement” community, while attempting to retain its seasonal economic vitality by working closely with the business community. The village has made every attempt to control growth through a set of ordinances that, to some, are overly restrictive. However, property owners, both year around and seasonal, have supported our attempts to maintain the village’s unique charm and natural beauty. Our vision is to use our land wisely, preserve the village’s charm, character, and historic assets, and provide for controlled growth where village government retains control and does not allow development pressures to erode our ability to apply the “common good” standard to growth.

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

The following statements describe the village’s intent regarding overall growth and development over the next 20 years. Goals, objectives, policies and programs each have a distinct and different purpose within the planning process:

- **Goals** describe desired targets for planning efforts; in other words, what exactly do we expect to achieve? Goals should be broad and long range and represent an end to be sought, although they may never be fully attained.

- **Objectives** are measurable ends, or incremental steps, toward reaching a defined goal.
- **Policies** are a global rule or course of action used to provide a framework for plan implementation.
- **Programs** are a coordinated series of individual policies and actions that carry out the plan.

## **Comprehensive Plan**

### **Goal:**

The goal of the village will be consistency with that described in s.66.1001 of the Wisconsin State Statutes in order to best protect the interests of all of its residents as well as to develop the village in an orderly, cost efficient method.

### **Objectives:**

1. Adopt and maintain a Comprehensive Plan under s66.1 001, that responds to the needs of all current and future citizens of the Village of Ephraim over a period of 20 years.
2. Keep the comprehensive plan current in order to provide for the greatest possible benefits to all property owners in regard to future development or expansion of residential, commercial, and parkland properties.
3. Update the village's zoning map and other land-use plans to reflect current uses within the village and anticipate the village's future plan design.
4. Develop and utilize an Official Map ordinance to be used in considering future acquisitions, walking paths, and shoreline enhancement.

### **Policies:**

1. Consult this plan before making any decision regarding land use and land use policies by the Plan Commission, Village Board and other units of government.
2. Review existing village ordinances as they relate to the implementation of this plan.
3. Present the adopted plan to neighboring municipalities and Door County as described within the Implementation section of the plan.
4. Encourage cooperation and communication between the village, neighboring municipalities and county government in implementing this plan.

### **Suggested Programs:**

1. Hold Planning Commission meetings to periodically review the adopted comprehensive plan and make amendments to accommodate changing conditions following the guidance of Section 66.1001.
2. Hold community planning related education efforts/meetings with local schools, the media, and private organizations to publicize ongoing planning projects and plan implementation projects identified within the comprehensive plan to gain new insight, provide for new ideas, promote support, and educate the public.

## **SUMMARY OF PLAN GOALS**

The following is a list of the overall goal for each element of the comprehensive plan. A detailed list of the goals, objectives, policies and programs for each element is included in each chapter.

### **Natural Resources**

#### ***Goal:***

To provide a safe, clean and orderly natural environment for the residents of the Village of Ephraim, and further provide access to the natural resources associated with the village.

#### ***Objectives:***

1. Reduce the excessive sprawl of development and segregation of land uses that result in inefficient land-use, excessive infrastructure, construction and maintenance costs, and increased negative impacts on air and water quality.
2. Carefully plan development adjacent to the lake, streams and wetlands, with the developer being required to prove that there is no negative impact on these natural entities. Failure to prove that the project will not have a negative impact shall result in the project being denied.
3. Preserve the natural beauty created by views of the lake, trees, bluffs, parks and vistas.

### **Open Space Development and Preservation of Corridors**

#### ***Goal:***

To provide an aesthetically pleasing, relaxing, community character in the village.

#### ***Objectives:***

1. Preserve and create environmental corridors which screen developed areas and provide for the integration of natural habitat into the village.
2. Set aside open space in the village to be maintained for the preservation of natural vistas.

3. Retain meadows and bluffs in the village as key components of the natural and aesthetic character of the village.
4. Prevent premature development of fringe lands which are considered incompatible with the long-term best use of the land.
5. Identify potential long-term uses for undeveloped tracts to guide planning and design of development. Give guidance to property owners as to possible future use of neighboring tracts.
6. Provide for appropriate development along Highway 42 to ensure that structures are compatible with each other and with the goals of the community.
7. Identify areas recommended for future development on the General Plan Design.

### **Parks and Recreational Lands**

#### ***Goal:***

To ensure residents have safe recreational sites within the village that provide a number of activities.

#### ***Objectives:***

1. Increase the number of good, well maintained recreational sites and trails within the village, to include access to the waters of Green Bay.

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

#### ***Goal:***

To preserve the village's historic, geological, and cultural locations and structures for residents and visitors.

#### ***Objectives:***

1. Identify the historic, geological, and cultural components of the village, and delineate these components as appropriate (e.g., by signage, kiosks, etc.).
2. Maintain, update, and make available the village's information on all such locations.
3. Where appropriate, integrate historic, geological, and cultural entities with recreational sites to enhance them and their access.

### **Housing:**

#### ***Goal:***

To provide for a variety of quality housing opportunities for all segments of the village's current and future population in such a way that adverse impacts on the environment and the character of the village will be minimized.

***Objectives***

1. To develop and enforce policies and programs to assist citizens in their efforts to obtain adequate and affordable housing.
2. Encourage new housing development in areas that will preserve the character of the village.
3. Discourage the development of housing in areas designated as environmental corridors.
4. Encourage new housing development in areas where it is needed and can be done in an environmentally and cost effective way.

**Transportation:**

***Goal:***

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the villages adopted Year 2020 Comprehensive Plan.

***Objectives:***

1. In collaboration with the County and other municipalities, encourage the development of a transportation system that provides for all transportation modes, and is harmonious with surrounding land uses.
2. Assure that safety issues are addressed for all transportation modes.
3. Provide for adequate traffic controls and convenient efficient vehicular movement near all businesses located along the village roadways, especially as regards the Highway 42 corridor.
4. Provide a safe system of bicycle, walking and motorized recreational vehicle paths and trails.
5. If appropriate, plan for and designate future road right-of-ways within the village.
6. Provide for and maintain safe, convenient launch and mooring of boats such that boaters have access to the major business district.

**Public Facilities:**

***Goal:***

To balance the need for village growth with the cost of providing public and private utilities and community facilities ensure access to clean well water, establish programs to monitor on-site treatment systems, and plan for cost-effective treatment of waste as growth occurs.

***Objectives:***

1. Provide for the orderly and economical development of safe water systems
2. Provide for the orderly development of sanitary sewers
3. Provide adequate power facilities to allow for the controlled growth of Ephraim and promote alternative energy sources
4. Establish a waste disposal plan for future growth which will be cost effective, efficient and non-damaging to the environment
5. Provide future growth and back up for future growth, especially telecommunication and access to high-speed internet access.

**Recreational Facilities:**

***Goal:***

To supply and maintain parks, recreational and open space systems which provide a variety of safe, passive and active opportunities for residents and visitors.

***Objectives:***

1. Purchase properties adjacent to parks, water access points, and scenic vistas when they become available as long as such acquisitions fit the long term growth plan and can be properly maintained.
2. Professionally evaluate all parks, water access points and scenic vistas to determine the best (and safest) use and development.
3. Preserve, protect and enhance all of Ephraim's waterfront areas, and to continue to recognize that our open shoreline is one of our greatest assets.

**Protective Services:**

***Goal:***

To provide adequate police and fire protection and work with the County to provide emergency medical services for all citizens of and visitors to the Village of Ephraim.

***Objectives:***

1. Improve fire protection by finding ways to increase the amount of water available to fight fires.
2. Find ways to maintain a critical mass in terms of numbers of firefighters.
3. Improve fire station facilities and equipment in a thoughtful way, especially through setting aside funds each year to pay for future capital improvements.
4. Encourage use of local health care facilities and services.
5. Try to find ways to establish low cost transportation for citizens so that more use can be made of the local health care services.

### **Economics:**

#### ***Goal:***

To provide for commercial development in the village in Ephraim by seeking balanced economic growth in business, while providing jobs for residents, increasing personal income.

#### ***Objective:***

1. Specify locations for future business development in the Land Use chapter which will enhance the village's economy while at the same time ensuring that the character of Ephraim is not compromised.

### **Intergovernmental Cooperation:**

#### ***Goal:***

To promote cooperation between the Village of Ephraim and other units of government and governmental agencies that make decisions impacting the village.

#### ***Objectives:***

1. Coordinate and share community facilities and services with other communities whenever possible.
2. Coordinate with adjacent communities on future planning projects to enhance and maintain the character of the surrounding area.

### **General Plan Design:**

#### ***Goal:***

To promote future development that will meet the needs of the village while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources,

meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.

**Objective:**

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

**BACKGROUND INFORMATION**

The economic vitality of Ephraim is very much seasonal; with a year around population of 353, during the month of July the population swells to around 3,500 (according to Gregory Lamb, Door County University Extension. This great increase is due to visitors staying at lodging establishments and, more important, property owners occupying their summer residences. About 68% of the property taxes of Ephraim are paid by non-resident property owners. According to the Wisconsin Innkeepers Association, there are 435 lodging rooms available during the resort season. In addition, there are at least 15 cottages available for rent in the summer.

A municipal dock with a launch ramp and one other marina provide access to Eagle Harbor. Seasonal businesses include 20 shops catering to varied interests. There are several “garden” shops, an art supply store, conventional gift shops, and 14 art galleries. In Sister Bay, two miles to the north, there are service stations, a hardware store, clothing stores, and two businesses that cater to the boating public. The only businesses open, on a regular basis, in the wintertime are a restaurant, coffee shop, and an art gallery. The village has its own library, open year-around on an irregular basis.

The Ephraim Historical Foundation, founded in 1949, has played a key role in preserving the historic character of Ephraim, and it operates four museums in the summertime that introduce visitors to the village’s past. The Foundation sponsors historical walking tours, lectures and discussions on a variety of topics ranging from the history of the area to the geology of the peninsula. Children are introduced to the ways of yesteryear by attending a special “Children’s Day” event sponsored by the Foundation.

**Table 1 - Population Trends, 1920-2000, Village of Ephraim and Selected Areas**

Year	Village of Sister Bay		Village of Ephraim		Town of Liberty Grove		Door County	
	No.	Percent Change	No.	Percent Change	No.	Percent Change	No.	Percent Change
1920	190	NA	NA	NA	1,410	NA	19,073	NA
1930	238	25.3%	191	NA	1,275	-9.6%	18,182	-4.7%
1940	309	29.8%	254	33.0%	1,358	6.5%	19,095	5.0%
1950	429	38.8%	244	-3.9%	1,332	-1.9%	20,870	9.3%
1960	520	21.2%	221	-9.4%	1,190	-10.7%	20,685	-0.9%
1970	483	-7.1%	236	6.8%	1,174	-1.3%	20,106	-2.8%
1980	564	16.8%	319	35.2%	1,313	11.8%	25,029	24.5%
1990	675	19.7%	261	-18.2%	1,506	14.7%	25,690	2.6%
2000	886	31.3%	353	35.2%	1,858	23.4%	27,961	8.8%

Source: Population Characteristics of the Bay-Lake Region, Bay-Lake Regional Planning Commission, August, 1993; General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December, 1975 and 2002.

Ephraim has shown slow but steady growth over the years, as shown in Table 1 above, with a major jump in population between 1970 and 1980. Most of the growth has been in the form of new residences, particularly residences serving as separate “vacation” homes. Most of these have been restrained in scale, attractive, and well-kept. The footprint of new buildings has been limited by ordinance, but recently the footprint limit was raised as a response to pressure to allow larger structures, both residential and commercial.

The level of education attained by the population of a community will often be an indicator of the type of job in the area and the standard of living. In 2002, 47% of Ephraim residents had obtained bachelor, graduate, or professional degrees (Table 2). Thirty one (31) percent attended college and but did not obtain a degree.

**Table 2 Educational Attainment for Persons 25 Years and Over, 2000, Village of Ephraim & Selected Areas, by Percent**

Level of Attainment	Village of Sister Bay	Village of Ephraim	Town of Liberty Grove	Door County	State of Wisconsin
Less than 9th Grade	6.3	1.1	5.3	10.2	9.5
9th to 12th Grade, No Diploma	14.5	2.3	9.8	10.2	11.9
High School Diploma or Eq.	30.2	17.2	36.6	40.4	37.1
Some College, no Degree	24.0	31.0	19.4	16.7	16.7
Associate Degree	4.1	0.8	4.0	6.1	7.1
Bachelor Degree	17.9	29.5	15.9	12.0	12.1
Graduate or Professional Degree	3.0	18.0	8.9	4.4	5.6
<b>Total Persons 25 Years and Over</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: Wisconsin Department of Administration, Demographic Services, June 1992; and Bay-Lake Regional Planning Commission, 2002.

There is no doubt that the average age of the Ephraim population is increasing as the “Baby Boomers” begin to retire and seek to live where the pace of life is slower. The average age of people living in Ephraim is about 10 percentage points above that of the Wisconsin and U.S. populations. As shown in Table 3 below, 61% of the residents are 45 or older, with 28% if those living in Ephraim over 65 years of age. Table 3 also shows that the number of females in the village is slightly greater than the number of males (53.8% female to 46.2% male).

**Table 3 2002 Census Data - Gender and Age of Ephraim Residents**

GENDER	Ephraim		Wisconsin	U.S.
	Number	Pct	Pct	Pct
Male	163	46.2	49.4	49.1
Female	190	53.8	50.6	50.9
AGE	Number	Pct	Pct	Pct
15 or younger	58	16.4	21.0	21.4
16-24	18	5.1	14.3	13.9
25-44	62	17.6	29.5	30.2
45-64	116	32.9	22.2	22.0
65+	99	28.0	13.1	12.4
	Number	Number	Number	
Average age (years)	47.24	36.72	36.22	

Another statistic that tells something about the makeup of residents of the village has to do with median household income. As compared to other municipalities in Northern Door County, Ephraim’s median household income is well above that of the other communities. Ephraim has a reputation as being a “high priced address,” and these income figures, disregarding land values, speak to this belief. Median household income in Ephraim is compared to that of Sister Bay, Liberty Grove, Door County, and the State of Wisconsin, in Table 4.

Table 5 provides data about the employment of Ephraim residents. Unfortunately, what the table doesn’t show is the percentage of retired people living in the village. It’s no surprise that the employment figures correlate strongly with tourism-related jobs. Also, it’s noteworthy that the figures for Ephraim are very close to those for Sister Bay.

**Table 4 - Median Household For Area Communities**

Area	1989	1999
Sister Bay	\$20,083	\$33,224
Ephraim	\$27,500	\$52,500
Liberty Grove	\$26,957	\$43,472
Door County	\$26,259	\$38,812
State of Wisconsin	\$29,442	\$43,791

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

**Table 5 - Employment, 2000, Village of Ephraim and Selected Areas**

Industry	Sister Bay		Ephraim		Liberty Grove		Door County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	2	0.6	0	0.0	32	3.8	625	4.5
Construction	27	8.6	8	5.2	125	14.7	1,392	10.0
Manufacturing	18	5.7	5	3.2	35	4.1	2,607	18.8
Wholesale trade	2	0.6	0	0.0	9	1.1	200	1.4
Retail trade	71	22.6	31	20.1	132	15.5	1,881	13.5
Transportation and warehousing, and utilities	3	1.0	2	1.3	12	1.4	388	2.8
Information	0	0.0	0	0.0	10	1.2	198	1.4
Finance, insurance, real estate, and rental and leasing	24	7.6	8	5.2	71	8.3	717	5.2
Professional, scientific, mngmnt, admin, and waste mngmnt serv	8	2.5	20	13.0	64	7.5	865	6.2
Educational, health and social services	23	7.3	20	13.0	115	13.5	2,096	15.1
Arts, entertainment, recreation, accommodation and food serv	112	35.7	53	34.4	194	22.8	1,919	13.8
Other services (except public administration)	14	4.5	2	1.3	36	4.2	572	4.1
Public administration	10	3.2	5	3.2	16	1.9	441	3.2
<b>Total</b>	<b>314</b>	<b>100.0</b>	<b>154</b>	<b>100.0</b>	<b>851</b>	<b>100.0</b>	<b>13,901</b>	<b>100.0</b>

Source: 2000 Census of Population and Housing SF3, General Profiles; and Bay-Lake Regional Planning Commission, 2002



# **CHAPTER 2**

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

### **INTRODUCTION**

Wisconsin Statute 66.0295(2)(e) states that the agricultural, natural, and cultural resources element of a Smart Growth Plan is “a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and non metallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.” Ephraim’s Smart Growth Plan will include most, but not all, of these elements. The elements that will not be considered are agricultural areas and mining resources, for these do not apply to the village.

In consideration of the above and other factors, the following topics will be discussed as they relate to our Smart Growth Plan.

1. Cultural Resources
2. Air Quality
3. Lake Michigan Water Quality
4. The Ephraim Public Beach
5. Groundwater Resources
6. The Niagara Escarpment
7. Ephraim Wetlands Preserve

### **CULTURAL RESOURCES**

The Village of Ephraim’s culture has kept a rich tradition of music alive from the day Dr. Frederick Stock, conductor of the Chicago Symphony Orchestra moved to town. Over the years the establishment of the Peninsula Music Festival and the construction of the Door County Auditorium have contributed greatly to the culture of Ephraim, yet perhaps it is the old fashioned Sunday sing-a-longs at the village hall that best exemplify this tradition.

The natural beauty of the Village of Ephraim has not-surprisingly attracted a substantial arts community. Several internationally known artists as well as a number of significant national and regional artists currently reside in Ephraim year round. From the early 1920’s when residents first began offering art classes to the dedicated work of many non-profit organizations

today, the cultural importance of the arts, education, and local participation in Ephraim has a strong long lasting tradition.

The Village of Ephraim has maintained a strong cultural identity for over a century, this is more important than ever in today's society. Founded in 1949, the Ephraim Historical Foundation strives to maintain the Village's history, culture, and traditions. The Foundation now operates four museums, all in buildings listed on the National Register of Historic Places.

### **Objectives:**

It is imperative to continue Ephraim's rich cultural traditions for the benefit of both present and future generations. In every way we should foster our role in furthering the roles music, art, and theater play in our lives. In part this will involve cooperation with neighboring communities and organizations and the continued formation of inter-community focus groups or committees to monitor the status of the arts in Northern Door County.

### **Policies:**

In Ephraim we should consider making culture, and especially art, part of our "brand name." The village already is noted for its dedication to historic preservation, but we could add to our image by advertising ourselves as the "arts community" of Northern Door County. With numerous galleries and several artists in residence Ephraim has become a cultural icon in Wisconsin.

1. Take every opportunity to further the Village's role as a leading arts community and as a leader in historic preservation. Continue to work to preserve Ephraim's historic authenticity.
2. Work to educate members of the community and visitors alike to the importance of supporting the areas in which we have great cultural resources and great tradition: art and history.
3. Seize opportunities to feature and promote cultural arts within the village.

## **AIR QUALITY**

According to the standards set by the Environmental Protection Agency (EPA) for air quality Door County is classified as a non-attainment zone. That is to say, Door County does not meet the minimum standards for air quality (NAAQS) set by the EPA. In addition to being a non-attainment zone, Door County is also a rural transport area. This classification means that our air quality is affected by other areas of the state.

In the case of Door County, air contaminants originating in the industrial and metropolitan areas at the southern end of Lake Michigan are transported when the ozone formed drifts north on the air currents. This transported ozone significantly contributes to the poor air quality standards of the county. There is an air quality monitoring station located in Newport State Park, this station serves the northern portion of Door County.

### **Objectives**

1. Work to diminish the amount of air pollutants impacting the Door County environment.
2. Until air quality can be improved, every reasonable step should be taken to ensure that people are informed of the condition of the air on any given day. Individuals should be provided with a contact whereby they can inform area health officials of any breathing-related problems that arise.

### **Policies**

1. Maintain pressure on both elected and appointed officials of both the state and federal government to enact regulations and laws that lead to an improvement in air quality in Door County. Encourage alternative fuel sources and less polluting vehicles.
2. The Village should join with other municipalities and legitimate groups in the dissemination of information about the state of Door County's air.
3. Whenever possible, we should, individually and collectively, support the efforts of businesses, large and small, that take steps to do something to reduce their contribution to air pollution.

## **LAKE MICHIGAN WATER QUALITY**

Ephraim is located on the shore of Green Bay which is a part of Lake Michigan. As a natural resource, Lake Michigan has played a key role in defining economic growth and culture for Door County. It is the sixth largest freshwater lake in the world and it averages 279 feet in depth and reaches 923 feet at its deepest point.

Preservation of such a large ecosystem has always and will always be a challenge. There has been success gaining control over certain invasive species populations as well as lowering the levels of DDT and PCB's in the lake. However, this has given way to new problems such as mercury contamination, introduction of new invasive species, and a fish disease known as VHS.

### **Objectives**

Work with, and support, state and federal efforts to clean up Lake Michigan. Specific objectives regarding Ephraim's public beach are discussed in the next section.

### **Policies**

1. Continue to support regular monitoring of the waters of Lake Michigan.
2. Lobbying efforts are invaluable. We should keep pressure on elected and appointed officials to follow through with commitments to clean up pollution problems that continue to compromise the lake's water quality.

3. Upon request of the Village Board, a village subcommittee May meet to evaluate the state of Eagle Harbor. This subcommittee should look at what has or has not been accomplished, and submit a brief report to the Board of Trustees.
4. The village should take part in educating the public to be mindful of how pollutants from all of the coastal communities fronting on Green Bay affect the bay and lake as a whole.
5. The village should be supportive of the efforts of the Wisconsin DNR and the federal Environmental Protection Agency to enact regulations that lead to a cleaner Lake Michigan.

## **THE PUBLIC BEACH AS AN IMPORTANT NATURAL RESOURCE**

Nearly since incorporation the village beach and village-owned shore property have been magnets of summer activity for children and adults alike. The shallow sandy village beach is one of Northern Door's best and offers great views of Eagle Bluff and downtown Ephraim. With such a valuable resource at hand the importance of maintenance and preservation of our public beach and shore property is apparent. Obstacles such as E-Coli contamination and increased Cladophora blooms are a relatively new but potentially serious problem. Inundation of such, brought on largely as a result of county wide stormwater runoff issues will, without attention, continue to be an odiferous nuisance in the case of Cladophora and a health concern in the presence of E-Coli.

### **Objectives**

To ensure that Ephraim's shoreline, and its public beach, are kept as free of biological contaminants as possible. Further, we should make every effort to make Ephraim's shoreline and beach attractive places for everyone to enjoy.

### **Policies**

1. Continue to support the county in monitoring the status of all Door County beaches. Carefully evaluate any studies that result from monitoring efforts.
2. Continue to till the beach and village owned properties on a regular basis during the tourist season. During tilling any pools of water along the beach should be opened up and graded so water cannot collect in low area.
3. Consider all options for reducing stormwater runoff directly into the beach area.
4. Inform the public about the potential impact of runoff, dog/pet feces, and feeding birds on water quality.
5. Share information about beach status with neighboring communities on a regular basis.

## **GROUNDWATER RESOURCES**

The geology of Door County consists of dolomite sandstone plates. These plates, pitched west to east, form steep rock outcroppings known as the Niagara Escarpment on the western side, and slope down towards the eastern edge of the peninsula. This geological topography known as “Karst” is often the source of groundwater contamination. Numerous fractures, voids, and plates essentially act as a conduit for groundwater migration. The fractured dolomite and thin topsoil offer little filtration for the aquifer. Effects of this mean a higher chance of potable water contamination due to the limited filtration effect.

Following the state’s certification of filtration-UV systems for point-of-entry treatment many public and private wells began utilizing the UV systems to combat contamination.

### **Objective**

Encourage regular monitoring both private and public sources of well water and our aquifer for microbial contamination

### **Policies**

1. Encourage well owners to regularly examine their wellheads. The exposed wellhead should be kept free of excessive vegetation and toxic chemicals should not be used in the area.
2. Encourage well owners to have their wells tested for microbial contamination on an annual basis. If necessary, this could be mandated by ordinance.
3. In the case of a failing public water supply (e.g., restaurant, lodging establishment, etc.), the village should work with the DNR to quickly identify the source of the contamination and take immediate steps to remedy the problem.

## **THE NIAGARA ESCARPMENT**

Home to many rare species and natural communities including the second oldest native forest in North America, the Niagara Escarpment is easily recognizable by its rocky bluffs and outcroppings. The escarpment which begins in Illinois and winds 450 miles around Michigan to Niagara Falls can be credited with the creation of the Door Peninsula, as well as for greatly contributing to Door County’s natural beauty.

### **Objectives**

To protect and preserve the geologically and environmentally sensitive rock formation known as the Niagara Escarpment.

### **Policies**

1. Ephraim should consider further development of the ordinances that provide some protection to the Escarpment, while at the same time permitting those who own land along the Escarpment to use the land in a responsible manner.

2. Opportunities should be taken to educate the public, residents and visitors alike, about the significance of the Niagara Escarpment.

## **NATURE PRESERVES**

Heavily used by both residents and visitors alike, nature preserves like the Ephraim Wetlands Preserve and the Ephraim Preserve at Anderson Pond are some of Ephraim's most prized natural resource assets.

As part of a wetland complex that stretches across the peninsula, Ephraim's 7.46 acre Wetlands Preserve provides ecological explanations of the wetland system, information about the plants and animals that utilize the area like the endangered Hine's Emerald Dragonfly, and an opportunity for hikers to relax and enjoy the scenery.

The other nature preserve is called the "Ephraim Preserve at Anderson Pond," a secluded 27 acre tract of land featuring diverse wildlife habitats and terrain including a pond, escarpment, and upland areas. Through the combined efforts of the Door County Land Trust, the Knowles/Nelson State Stewardship Fund, the Door County Green Fund and over 100 residents the preserve was purchased from the descendants of Aslag Anderson in hopes of providing preservation, education, and recreation.

### **Objective**

To preserve and maintain natural areas like the Ephraim Wetlands Preserve and the Ephraim Preserve at Anderson Pond for future generations to enjoy, while promoting education on the ecological importance and many other values such areas provide.

### **Policies**

1. Encourage the preservation and protection of unique natural areas.
2. Consider a review of our zoning ordinances as they pertain to wetlands and floodplains.
3. Every effort should be made to inform the public that habitat loss is one of the main reasons for species going extinct, and that they can play a role in preserving natural places.
4. If land adjacent to these Preserves comes up for sale, the Village should evaluate how adding to our existing preserves would benefit the community. If the evaluation is positive, the community should try to find ways to expand the area of existing preserves. There may be ways to work with various conservation organizations to obtain property for the community without Ephraim taxpayers footing the entire bill.

## **RECREATIONAL RESOURCES**

Ephraim is fortunate in that we are blessed with diverse recreational activities and municipal parks, not to mention that Northern Door County is blessed with at least a dozen parks or park-like areas (e.g., Ridges Sanctuary, Hotz Trail and Newport State Park, Peninsula State Park, Ellison Bay Bluff Park, Door Bluff Headlands Park, etc.). Recreational opportunities in Ephraim range from swimming, boating, windsurfing, kayaking, canoeing, and fishing, to biking, hiking, jogging, walking, and golfing.

## **FLOODPLAINS**

Floodplains are a valuable recreational and environmental resource providing groundwater recharge, storm water retention, and wildlife habitat. The State of Wisconsin requires that counties, cities, and villages adopt shoreland/floodplain zoning ordinances. The Village of Ephraim has adopted the State's model ordinance as well as the March 2, 2009 FEMA digital floodplain panels.

## **WETLANDS**

Wetlands are a natural groundwater pollution filter for lakes, streams, and potable water. They also retain floodwaters and provide important habitat for many plants and animals. Wetland protection and regulation is covered under Wisconsin Administrative Codes NR 115 and NR 117 for both incorporated and unincorporated areas.

# CHAPTER 3

## Housing

### INTRODUCTION

Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the village's housing, educational, community and recreational facility needs, and to its future economic development. It should be noted that over time, there are fluctuations in the local and regional economy and population which generally cannot be predicted. These fluctuations and changes may greatly influence the village's population growth and characteristics. This chapter will identify population and housing trends which may affect the future of Ephraim.

Housing includes information about the current housing stock, structural and occupancy characteristics, as well as details on projected housing demand. This section also includes a housing strategy which provides goals, objectives, and policies for future housing development within the village.

The majority of this information is based upon 1990 and 2000 Census information and serves as background data to help determine such things as; how much population growth the village can expect to accommodate over the next twenty years, the condition of the housing stock, and what types of housing will be needed in the future.

### POPULATION CHARACTERISTICS

#### **Historical Population Levels**

**Table 6** displays the historic population trends for the Villages of Ephraim and Sister Bay, the town of Liberty Grove, and Door County. The Village of Ephraim has grown steadily in population since 1930. In 1930, the Village of Ephraim had a population of 191 persons; in 2000 the population was 353. The village's population dipped slightly in 1970, but then continued to climb. The village's population growth has been more consistent than its neighbors in the village of Sister Bay and the town of Liberty Grove which have both seen increased population, just not at the same level. **Table 6** displays the increases and decreases that Ephraim's population has experienced since 1930.

#### **Population Trends and Forecasts**

All areas that are shown in **Table 7** have been increasing in population since 1970, except Ephraim which experienced a decrease from 1980 to 1990 according to Census figures. For the period 1960 to 1980, Door County and the communities shown had a substantially higher percentage of population growth when compared to the state and also the region. In the next decade, 1980 to 1990, the village of Sister Bay and the

town of Liberty Grove still had a high percentage of population growth. Door County's rate of growth decreased substantially for the same period. For the period 1990 to 2000, Sister Bay increased 31.3 and the town of Liberty Grove grew by 23.4 percent. Note that 1990's Census figure for Ephraim is suspect in its accuracy.

In 1993, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2015 for the communities and counties of the state, utilizing a projection formula that calculates the annual population change over three varying time spans. From this formula, the WDOA projections indicated that the Village of Ephraim is already greater than its projected year 2015 population. The Village of Sister Bay and the town of Liberty Grove have currently exceeded their projected 2015 populations.

### **Seasonal Population**

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household (see **Table 8**). In 2000, the Village of Ephraim had 594 seasonal housing units. The 2000 Census population for Ephraim was 353 persons, while the estimated seasonal population was 1,301. Areas which have seasonal populations over 100 percent of the year-round population indicate that there is a greater seasonal population than full time population. The village of Sister Bay had the smallest percentage of its population as being seasonal among those compared at 100.3 percent; Ephraim's was 368% seasonal vs. year-round.

### **Revised Population Projections**

An area's future population provides an important basis for planning and public policy making. Population projections are an important factor necessary to assess the area's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area's future expenditures, revenues, and tax receipts. Given the discrepancy between the Wisconsin Department of Administration (WDOA) population projections, the 2000 census count, and the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, we have prepared alternative population projections to determine an approximate growth rate for the village of Ephraim.

Over the last few years, of the ten housing starts, six have been for year-round or nearly year-round use, four for seasonal or as spec homes to be resold. In the 2005 questionnaire sent to residents in preparation for Smart Growth, 360 questionnaires were returned. Of those 360, 151 people answered that they plan to either spend more time in Ephraim or retire here within the next 10 years. This would equate to approximately 60 year-round or nearly year-round homes if we use the 2.19 people per household figure from the U.S. Bureau of the Census; figuring that half of those people only have Ephraim on their wish list, we may figure on 30 homes in the next ten years for permanent residents, i.e. 60 residents or a population of 413.

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

From 1970 to 1990, there have been moderate shifts in the distribution of the male and female population within age groups in the village of Ephraim (see **Table 9**).

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

In 2000, approximately 46.10 percent of the Village of Ephraim's population was male while 53.8% was female (see **Table 9**). Some notable features to Ephraim's population include lower percentages of school age children and a much higher percentage of retirement age persons when compared to the county and the state (26.6% retired persons in Ephraim; we constitute 1.8% percent of the retired people in the County and .13% in the State—see **Table 10**).

### **Household Relationship**

In 2000, 100 percent of persons in Ephraim lived in a household (see **Table 11**). The trend in Ephraim is different from Sister Bay where 89.9 percent of persons lived in a household. No group quarters are available within the village boundaries.

### **Median Age**

For the period 1970 to 2000, the median age for the areas shown has been steadily increasing. In general, the population of the entire U.S. is expected to continue to shift to an increasing older population. The village of Ephraim has experienced a continuous increase in median age, with a median age substantially higher than the region and state median age. The village of Ephraim showed a very high median age in 1990 and again in 2000, with 51.5 years and 61.4 years of age respectively, nearly 20 years older than the 1980 median age of 41.2. This national trend, which can be seen in Door County and its communities, should be noted when planning for future needs for the area. There will most likely need to be adjustments in the housing stock, labor force, transportation, health care, as well as many other areas.

## **HOUSING INVENTORY**

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

The total number of housing units within the village of Ephraim has steadily been increasing since 1970 (**Table 12**). Between 1970 and 1980, the rate of housing unit growth ranged from 26.6 percent for the state to 80.4 percent in Ephraim. For the period 1980 to 1990, the village of Ephraim had the smallest percent increase in housing units for the period 1990 to 2000 while Sister Bay had the greatest percentage of housing unit growth, 74.2 percent and increased at a rate comparable to the region and state. If these trends continue in the county and its communities, planning will become increasingly important to ensure a wise use of land and resources.

### **Housing Unit Additions and Deletions**

Shown in **Table 13**. According to the WI Demographic Services, Ephraim added 39 housing units and deleted 4 in the last 10 years.

### **Historic and Projected Household Size**

According to Wisconsin Department of Administration household projections for Door County in total, several trends are projected to occur from 1990 to 2015. The population is expected to continue to increase while the number of persons per household is projected to decrease to 2.24 by 2015. For the period 1990 to 2015, the greatest change in household type is expected in the living alone and older than 65 male householder category, projections indicate a 32.5 percent increase in this household type for Door County.

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

The majority of housing types in Ephraim and all other areas where one unit, detached structures in 2000 (see **Table 14**) For the town of Liberty Grove and Door County the second greatest number of housing types are mobile homes. The Village of Ephraim had no mobile homes, attached structures as being the second greatest housing type (condominiums, but not condominium hotels).

### **Housing Occupancy and Tenure**

In 2000, there were 594 “vacant” housing units in the Village of Ephraim (“vacant” meaning not owner-occupied year-round). Of those units a majority were for seasonal, recreational, or occasional use (see **Table 15**). There were 161 occupied housing units in Ephraim (20.9 percent), of which 141 were owner occupied (18.3 percent).

The town of Liberty Grove had very similar trends, with a slightly lower number of owner’s occupied units and higher amounts of rental units, vacant and occupied. The county as a whole had approximately 39.6 percent of all housing units as being vacant; 35.6 percent for seasonal, recreational, or occasional use; and 60.4 percent as owner occupied.

### **Age of Housing**

Among the selected areas, the age of housing units varies greatly. In 2000, the Village of Ephraim and the county had the fewest number of housing units built prior to 1940 (see **Table 16**). The Town of Liberty Grove had the majority if housing units built between 1990 and 1994. Although a substantial number of housing units in Ephraim were built before 1960, there were many housing units built between 1980 and 1999. With the population increasing and the need for affordable housing becoming more important, the need for additional housing units will become necessary, especially if older housing units are not maintained and are removed from the overall housing stock.

### **Housing Values**

In 2000, the majority of housing units (40.3%) in Ephraim were valued between \$200,000 to \$299,999. This was also true for the Village of Sister Bay, while the town of Liberty Grove had a majority of units in the \$100,000 to \$149,000 range. The majority

of housing units in Door County were valued between \$50,000 and \$99,999. See **Table 17**.

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

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

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

Providing affordable housing which meets the needs of future Ephraim residents is an important element of planning because housing also affects the economy, transportation, infrastructure and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 2000 Census the median household income was \$52,500 in Ephraim. Therefore, assuming individuals made the median household income, the monthly amount a household can afford for housing is approximately \$1312. Due to the great amount of fluctuation which occurs in the Door County housing market, 2000 Census data may not present an accurate measure for determining housing affordability; in addition, these median figures include figuring in retired individuals with larger investment incomes than the year-round workers.

### **Rent and Income Comparison**

According to the 2000 Census, the median gross rent for renter-occupied housing units was \$634 in Door County. According to the Census, in 2000 the lowest rent paid in Ephraim was between \$300-349 (5 renters), the highest \$750-799 (2 rents), with a total of 17 renters.

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

### **Owner Costs and Income Comparison**

The 2000 Census indicates that in Door County, 50 out of 207, or 24 percent, of owner-occupied housing units paid 30 percent or more of their income for monthly owner costs. This 24 percent is considered as living in non-affordable housing. In Ephraim, the number of owner-occupied housing units with a mortgage in 2000 was 38; the number of owner-occupied units without a mortgage was 39.

### **SUMMARY AND IMPLICATIONS**

1. The village experienced a 35% percent increase from the 1990 population level to 353 persons in 2000 according to the census. The general consensus is that the 1990 census was not as accurate as it was in 1980 when they showed 319 people, in which case the increase from 1980 to 2000 would be 11%.
2. The village's population is projected to increase minimally by 2020, perhaps another 10% percent increase from 2000.
3. The largest age grouping is age 65 and older, which is considered to be the retirement age group; 44% of our population is between 65 and up.
4. The village's median age in 2000 was 61.4 years which indicates as aging adult population and a low percentage of young people.
5. Overall the village has been increasing its number of housing units, at a rate comparable to surrounding communities.
6. The household size for the village is expected to decline over the next 20 years, reflecting the increase of retirement singles or couples over family units.
7. At approximately 2.24 persons per household predicted for 2015, the village can expect a housing projection between 20 to 30 additional housing units.

Throughout the planning period there will be a demand for additional housing units within the village. An increased population, a demand for larger lot sizes and a trend of smaller household sizes will increase the demand for residential developments. The village will need to adequately identify areas to accommodate this change in land use while ensuring adequate services are provided. Additional housing does not always lead to a community making money. In most cases it can be shown that housing (though most preferred in many communities) is the most costly development based on the supporting services needed to accompany it.

8. Over 16% (97 structures) of the housing within the village was built before 1940.

9. In 2000, approximately 24 percent of renters were living in “non-affordable” housing, due to their paying more than 30 percent of their incomes towards rent or mortgage.
10. According to the Wisconsin Department of Commerce the municipal per-return adjusted gross income for the village in 2000 was \$74,967, the highest in the County.

The housing within the village is mostly residential single family, yet many homes are over 40 years old. A number of home owners as well as renters are considered to be living in non-affordable housing. Because of the above, it is likely that residents will need additional assistance regarding loans for housing rehabilitation as well as affordable housing. The village will need to support assistance efforts as well as look into actions that promote a mix of housing choices.

Due to the village experiencing an increase in population and because the village experienced 39 new housing units constructed within the last ten years, this plan’s future land use is projecting a range in the number of housing units to be between 30 and 40 new units over the twenty year planning period.

Overall the village is expected to remain a seasonal community. The village supports the ideals of promoting housing for all residents, providing a range in housing, working towards gaining more financial assistance for its residents for rehabilitation of housing and rental assistance by working with county, state and federal agencies.

### **HOUSING STRATEGY**

The current legislation on comprehensive plans under ss66.1001 requires that the housing element will need to be integrated and made consistent with the other nine elements of the comprehensive plan. For example, implementing the goals and policies of the housing element will need to correspond to actions undertaken in other elements such as land use, economic development, transportation, and community facilities.

The following stated Goals, Objectives, Policies, and Suggested Programs are based on the information provided and detailed later within this chapter of the comprehensive plan.

#### **Goal**

To encourage a variety of quality housing opportunities for all segments of the village’s current and future population in such a way that the adverse impacts on the environment and character of the community are minimized and in keeping with the Smart Growth (Comprehensive) Plan.

## **Objectives**

1. Encourage new housing development in areas that will preserve the character of the Village.
2. Encourage housing styles, locations, colors, landscaping and grouping that will be in keeping with the traditional characteristics and natural beauty of the area and that will preserve open space and scenic vistas wherever possible.
3. Whenever possible, encourage families with children to seek appropriate and affordable housing in our community.
4. Encourage a variety of housing options in areas where it is needed and can be done in an environmentally and cost effective manner.

## **Policies**

1. Encourage a variety of housing options, including persons of low and moderate income, elderly, and handicapped residents of the village and support the agencies and their programs that provide affordable housing to its residents.
2. Encourage preservation and rehabilitation of the existing housing stock in the village.
3. Encourage a diverse mixture of residents within the village, while finding ways to attract professionals as residents by providing the necessary technology in addition to the amenities already here.
4. Regulate the construction of new homes through building codes and ordinances and periodically review the ordinances.
5. Continue to identify and protect unique natural areas that should be retained as open space prior to new development, and minimize possible negative impacts on the water resources and other aspects of the environment.
6. Consider providing educational materials and information on financial programs and on home repairs, affordable housing information and assistance to first-time home buyers and to residents who rent housing.
7. Encourage new housing in areas in which utility facilities already exist. The village could assist in identifying lands by inventorying potential infill sites and distributing this list to developers.
8. Carefully regulate new development that has the potential to adversely affect the assessed value or livability of neighboring residential properties.

9. Explore and encourage new development ideas which encourage a responsible use of land and the retention of natural or unique areas.
10. Encourage the use of environmentally friendly and energy efficient construction materials and methods.

**Implementation:**

1. Review of the building codes and ordinances yearly in order to encourage diversity.
2. Consider a commission that approaches potential multiple family developers when appropriate properties become available; change the tract size requirement of the PRD.
3. Continue design review process for new construction projects throughout the Village with added attention giving to the scenic vistas outside the Historic District which are deemed to be of the greatest importance to the Village.
4. Update Utility Facilities ordinance to include current and future technology possibilities regarding individual towers, etc.
5. Consider establishing a three-person committee, including at least one realtor, to advise the Board and Plan Committee on housing options and trends in Ephraim. Encourage the Board and Plan Committee to hire a land-use consultant to evaluate land-use and housing in Ephraim and advise the community about future possibilities.
6. Consider establishing a five-person committee of non-elected community individuals to evaluate possibilities of fundraising for purchase of property for middle-income, permanent year-round residents. Such a home or homes could be constructed by the funds raised or property donated to a group such as Habitat for Humanity who monitors purchase, use and maintenance.
7. Consider the possibilities of paying a portion of the cost of sewer extensions to areas near the main sewer lines where development is targeted to moderate income housing, including apartments, duplexes or even triplexes, as long as the development is for permanent residents. If such housing were built, covenants should be in place to ensure future use of the property as intended by the Village.

**Table-6**

<b>Population Characteristics</b>									
<b>Historical Population Levels 1920-2000 Village of Ephraim and Selected Areas</b>									
	<b>Ephraim</b>		<b>Sister Bay</b>		<b>Liberty Grove</b>		<b>Door County</b>		
<b>Year</b>	<b>#</b>	<b>% Change</b>	<b>#</b>	<b>% Change</b>	<b>#</b>	<b>% Change</b>	<b>#</b>	<b>% Change</b>	
1920	NA	NA	190	NA	1,410	NA	19,073	NA	
1930	191	NA	238	25.3%	1,275	-9.6%	18,182	-4.7%	
1940	254	33.0%	309	29.8%	1,358	6.5%	19,095	5.0%	
1950	244	-3.9%	429	38.8%	1,332	-1.9%	20,870	9.3%	
1960	221	-9.4%	520	21.2%	1,190	-10.7%	20,685	-0.9%	
1970	236	6.8%	483	-7.1%	1,174	-1.3%	20,106	-2.8%	
1980	319	35.2%	565	16.8%	1,313	11.8%	25,029	24.5%	
1990	261	-18.2%	675	19.7%	1,506	14.7%	25,690	2.6%	
2000	353	35.2%	886	31.3%	1,858	23.4%	27,961	8.8%	

Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning, December 1975;1980 and 1990 U.S. Census.

Table-7

<b>Population Trends, 1970-2015, Village of Ephraim &amp; Selected Areas</b>						
<b>Year</b>	<b>Ephraim</b>	<b>Sister Bay</b>	<b>Liberty Grove</b>	<b>Door County</b>	<b>State of Wisconsin</b>	
<b>Actual Population</b>						
1970	236	483	1,174	20,106	4,417,731	
1980	319	564	1,313	25,029	4,705,767	
1990	261	675	1,506	25,690	4,891,769	
2000	353	886	1,858	27,961	5,363,675	
<b>Population Projections</b>						
2005	284	796	1,661	26,967	5,409,536	
2010	287	817	1,685	27,101	5,512,313	
2015	288	836	1,703	27,070	5,603,528	
<b>Number Change</b>						
1970-1980	83	81	139	1,923	288,036	
1980-1990	-58	111	193	661	186,002	
1990-2000	92	211	352	2,271	471,906	
2000-2015	-65	-50	-155	-891	239,853	
<b>Percent Change</b>						
1970-1980	35.2	16.8	11.8	24.5	6.5	
1980-1990	-18.2	19.7	14.7	2.6	4	
1990-2000	35.2	31.3	23.4	8.8	9.6	
2000-2015	-18.4	-5.6	-8.3	-3.2	4.5	
Source U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for Years Cited.						

Table 8 – Seasonal Population

	<b>Ephraim</b>	<b>Sister Bay</b>	<b>Liberty Grove</b>	<b>Door County</b>
Population	353	886	1,858	27,961
Persons per Household	2.19	1.78	2.25	2.33
Total Housing Units	945	945	2,000	19,587
Total Seasonal Housing Units*	594	499	1,100	6,970
Percent of Housing Units Seasonal	62.9%	52.8%	55.0%	35.6%
Estimated Seasonal Population**	1,301	888	2,475	16,240
Percent Population Seasonal	368.5%	100.3%	133.2%	58.1%

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

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

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

**Table 9 – Population Distribution**

**Male Female Distribution by Age and Sex, Village of Ephraim, 1990-2000**

Age	1990			Totals				
	Count	% of Male Population	% of Total Population	Count	% of Female Population	% of Total Population	Count by Age	Percent by Age
75 & Over	21	16.93%	8.04%	18	13.13%	6.89%	39	14.94%
65-74	14	11.29%	5.36%	22	16.05%	8.42%	36	13.79%
60-64	11	8.87%	4.21%	14	10.21%	5.36%	25	9.57%
55-59	9	7.25%	3.44%	11	8.02%	4.21%	20	7.66%
45-54	16	12.90%	6.13%	19	13.86%	7.27%	35	13.40%
35-44	22	17.74%	8.42%	16	11.67%	6.13%	38	14.55%
25-34	11	8.87%	4.21%	16	11.67%	6.13%	27	10.34%
20-24	0	0.00%	0.00%	4	2.91%	1.53%	4	1.53%
15-19	8	6.45%	3.06%	1	0.72%	0.38%	9	3.44%
Ten- 14	5	4.03%	1.91%	8	5.83%	3.06%	13	4.98%
Five-9	3	2.41%	1.14%	5	3.64%	1.91%	8	3.06%
Under 5	4	3.22%	1.53%	3	2.18%	1.14%	7	2.68%
<b>Total</b>	<b>124</b>	<b>100%</b>	<b>47.45%</b>	<b>137</b>	<b>100%</b>	<b>52.43%</b>	<b>261</b>	<b>100%</b>

**2000**

Age	Count	% of Male Population	% of Total Population	Totals				
				Count	% of Female Population	% of Total Population	Count by Age	Percent by Age
75 & Over	11	6.7%	3.1%	23	12.1%	6.5%	34	9.6%
65-74	34	20.9%	9.6%	31	16.3%	8.8%	99	28.0%
60-64	11	6.7%	3.1%	20	10.5%	5.7%	31	8.8%
55-59	13	8.0%	3.7%	17	8.9%	4.8%	30	8.5%
45-54	26	16.0%	7.4%	27	14.2%	7.6%	53	15.0%
35-44	16	9.8%	4.5%	25	13.2%	7.1%	41	11.6%
25-34	13	8.0%	3.7%	8	4.2%	2.3%	62	17.6%
20-24	2	1.2%	0.6%	4	2.1%	1.1%	6	1.7%
15-19	6	3.7%	1.7%	6	3.2%	1.7%	12	3.4%
Ten- 14	9	5.5%	2.5%	7	3.7%	2.0%	16	4.5%
Five-9	8	4.9%	2.3%	13	6.8%	3.7%	21	5.9%
Under 5	14	8.6%	4.0%	7	3.7%	2.0%	21	5.9%
<b>Total</b>	<b>163</b>	<b>100%</b>	<b>46.10%</b>	<b>190</b>	<b>100%</b>	<b>53.8%</b>	<b>353</b>	<b>100%</b>

Source U.S. Bureau of the Census 1990, 2000

From 1990-2000, there have been moderate shifts in the distribution of the male and female population within age groups in the village of Ephraim. Generally in 1990 there was approximately 5% more females than males within Ephraim, in 2000, there was a slight increase to 7% more females than males. (see table above) It is interesting to note that almost 50% of Ephraim population is in the 55 and older bracket, a rapidly growing segment of the population. This aging of the baby-boomers is similar to trends found in many areas. Anticipating this demographic change will require planning for the different needs of an older population.

**Table 10 – Working Age and Retirement**

Working Age and Retirement Groups 2000							
Population by Age Groups and Sex, 2000, Ephraim & Selected Areas							
	Village of Ephraim				Percent of Ephraim's pop.		Percent of Ephraim's pop.
Age Groups	Total	Male	Female	Percent	in Door County		in Wisconsin
Under 1yr	6	5	1	4.0%			
1-4	15	9	6	4.2%	1.61%		0.06%
School Age							0.04%
5-11	28	14	14	8.4%			
12-14	14	3	6	3.9%			0.50%
15-17	11	4	5	3.1%			
Working/Voting Age							
16+	284	132	160	53.8%	1.23%		0.06%
16-64	190	82	107	53.8%	1.06%		0.05%
18+	180	126	157	50.9%			0.04%
18-64	185	81	104	52.4%			
21+	271	80	156	76.7%			0.07%
Retirement Age							
65+	94	45	54	26.6%	1.80%		0.13%
Total Population	353	163	190		12.62%		0.06%
Source U.S. bureau of the Census of Population and Housing, 2000							

**Table 11 – Household Relationships**

Units	Village of Ephraim		Village of Sister Bay		Town of Liberty Grove		Door County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Total Persons</b>	353	100.0%	886	100.0%	1,858	100.0%	27,961	100%
In Households	353	100.0%	793	89.5%	1,858	100.0%	27,580	98.6%
Householder	161	45.6%	446	56.2%	824	44.3%	11,828	42.9%
Spouse	102	28.9%	205	25.9%	530	28.5%	6,867	24.9%
Child	71	20.1%	109	13.7%	427	23.0%	7,329	26.6%
Other Relative	8	2.3%	12	1.5%	38	2.0%	545	2.0%
Non Relative	11	3.1%	21	2.6%	39	2.1%	1,011	3.7%
Group Quarters	0	0.0%	93	10.5%	0	0.0%	381	1.4%
Institutionalized	0	0.0%	80	86.0%	0	0.0%	323	84.8%
Other	0	0.0%	13	14.0%	0	0.0%	58	15.2%

**Table 12 – Housing Inventory**

**Total Housing Units, 1970-2000 Village of Ephraim & Selected Areas**

Area	Year	Year	Year	Year	Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
<b>Village of Ephraim</b>	475	857	954	1,029	80.4%	11.3%	7.9%	116.6%
<b>Village of Sister Bay</b>	292	493	859	945	68.8%	74.2%	10.0%	223.6%
<b>Town of Liberty Grove</b>	1,136	1,463	1,750	2,000	28.8%	19.6%	14.3%	76.1%
<b>Door County</b>	10,779	15,324	18,037	19,587	42.2%	17.7%	8.6%	81.7%
<b>Wisconsin</b>	1,472,466	1,863,897	2,055,774	2,321,144	26.6%	10.3%	12.9%	

For the period 1970 to 180, Ephraim had the largest percent increase in housing units; from 1980 to 1990, the village of Ephraim had the smallest percent increase for the period except for the State as a whole.

**Table 13 – Housing Additions and Deletions**

**Housing Unit Additions and Deletions, 1990-1999,**

Year	Ephraim	Sister Bay	Liberty Grove	Door County
1990	5	17	27	257
1991	1	9	18	201
1992	1	36	26	252
1993	5	18	31	253
1994	1	12	44	301
1995	5	32	29	301
1996	2	48	40	360
1997	8	21	48	329
1998	7	19	62	360
1999	4	24	37	486
Total Additions	39	236	362	3,100
Total Deletions, 1990-1999	4	2	0	185
Net Change, 1990-1999	35	234	362	2,915

Source State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000

**Table 14 – Units in Structure**

	Village of Ephraim	Village of Sister Bay	Town of Liberty Grove	Door County
Units	Number	Percent	Number	Percent
1, Detached	547	71.6	430	45.1
1, Attached	73	9.6	210	22.0
2	5	.7	26	1.7
3 or 4	44	5.8	122	12.8
5 to 9	14	1.8	70	7.3
10 to 19	10	1.3	36	3.8
20 or more	71	9.3	67	7.0
Mobile Home	0	0	2	.2
Other	0	0	0	0
<b>Total</b>	<b>764</b>	<b>100.0</b>	<b>953</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000, Population and Housing DP-3

**Table 15 – Housing Occupancy and Tenure**

Units	Village of	Ephraim	Village of	Sister Bay	Town of	Liberty Grove
	Number	Percent	Number	Percent	Number	Percent
Occupied	161	20.9	446	47.2	824	41.2
Owner	141	18.3	271	28.7	727	36.4
Renter	20	2.6	175	18.5	97	4.9
Vacant / Seasonal, Recreational, Occasional Use	610/594	79.1/77.0	499/469	52.8/49.6	1,176/1,100	58.8/55.0
Other	16	2.1	30	3.2	76	3.8
<b>Total Units</b>	<b>771</b>	<b>100.0</b>	<b>945</b>	<b>100.0</b>	<b>2,000</b>	<b>100.0</b>

**Table 16 – Age of Housing Units**

Age of Housing								
Housing Units by Year Structure Built, 2000, Village of Ephraim & Selected Areas								
Year Structure Built	Ephraim		Sister Bay		Liberty Grove		Door County	
	Number	%	Number	%	Number	%	Number	%
1999-2000	0	0	80	8.4	2	0.1	17	0.1
1995-1998	19	3.3	154	16.2	140	8.4	702	4.7
1990-1994	23	3.9	79	0.3	310	18.5	1,878	12.5
1980-1989	30	5.1	232	24.3	247	14.8	1,373	9.1
1970-1979	174	29.8	98	10.3	240	14.3	3,033	20.1
1960-1969	177	30.4	72	7.6	264	15.8	3,246	21.5
1940-1959	63	10.8	123	12.9	135	8.1	1,510	10
1939 or earlier	97	16.6	115	12.1	335	20	3,316	22
<b>Total</b>	<b>583</b>		<b>953</b>		<b>1,673</b>		<b>15,075</b>	
Source U.S. Bureau of the Census, 2000 Census of Population and Housing.								
Age of Housing								
Among the selected areas, the age of housing units varies greatly. With the population increasing and the need for affordable housing becoming more important, the need for additional housing units will become necessary, especially if older housing units are not maintained and are removed from the overall housing stock.								

**Table 17 – Housing Values**

***Housing Values Village of Ephraim***

Value of Specified Owner-Occupied Housing Units, 2000, Village of Ephraim & Selected Areas							
Value	Village of Ephraim		Village of Sister Bay		Town of Liberty Grove		Door County Number
	Number	Percent	Number	Percent	Number	Percent	
Less than \$ 50,000	0	0.0%	2	1.0%	6	1.2%	241
	3.8%						
\$50,000 - \$ 99,999	5	6.5%	17	8.2%	48	9.8%	2,181
	34.2%						
\$100,000 - \$149,999	5	6.5%	42	20.3%	150	30.7%	1,613
	25.3%						
\$150,000 - \$199,999	19	24.7%	48	23.2%	109	22.3%	850
	13.3%						
\$200,000 - \$299,999	31	40.3%	64	30.9%	92	18.9%	776
	12.2%						
\$300,000 - \$499,999	9	11.7%	23	11.1%	44	9.0%	447
	7.0%						
\$500,000 - \$999,999	4	5.2%	9	4.3%	33	6.8%	238
	3.7%						
\$1,000,000 - or more	4	5.2%	2	1.0%	6	1.2%	28
	0.4%						
<b>Total Units</b>	<b>77</b>	<b>100.0%</b>	<b>207</b>	<b>100.0%</b>	<b>488</b>	<b>100.0%</b>	<b>6,374</b>
	100.0%						
<b>Median Value</b>	<b>\$225,000</b>		<b>\$190,800</b>		<b>\$167,200</b>		<b>\$120,800</b>

Source U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4

# CHAPTER 4

## ECONOMIC DEVELOPMENT

### INTRODUCTION

The economy in the Village of Ephraim is largely tourism-related. The “tourist” season runs from about the beginning of May through October. During the year, the number of visitors is influenced by the weather and the economy, although people who have summer homes in the Village are less influenced.

The businesses in Ephraim have varying schedules. There are certain businesses that are open seasonally, which usually means May through October. While there are other businesses that are open year-round. The Table, below, indicates the types of businesses that operated in the Village in 2009.

#### Types of Business

Motels/Condominiums and Other Transient Lodging
Retail Shops
Art and Craft Galleries
Restaurants
Coffee Houses
Real Estate Offices

As shown in Table 18, retail establishments employed 20.1% of the workers in Ephraim, which is the second highest in the immediate area and higher than the percentage employed by retail establishments County-wide, which is 13.5%.

**TABLE 18**

Industry	Employed Persons by Industry Group, Yr. 2000							
	Sister Bay		EPHRAIM		Liberty Grove		Door County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	2	0.6	0	0.0	32	3.8	625	4.5
Construction	27	8.6	8	5.2	125	14.7	1,392	10.0
Manufacturing	18	5.7	5	3.2	35	4.1	2,607	18.8
Wholesale trade	2	0.6	0	0.0	9	1.1	200	1.4
Retail trade	71	22.6	31	20.1	132	15.5	1,881	13.5
Transportation and warehousing, and utilities	3	1.0	2	1.3	12	1.4	388	2.8
Information	0	0.0	0	0.0	10	1.2	198	1.4
Finance, insurance, real estate, and rental and leasing	24	7.6	8	5.2	71	8.3	717	5.2
Professional, scientific, mngmnt, admin, and waste mngmnt serv	8	2.5	20	13.0	64	7.5	865	6.2
Educational, health and social services	23	7.3	20	13.0	115	13.5	2,096	15.1
Arts, entertainment, recreation, accommodation and food serv	112	35.7	53	34.4	194	22.8	1,919	13.8
Other services (except public administration)	14	4.5	2	1.3	36	4.2	572	4.1
Public administration	10	3.2	5	3.2	16	1.9	441	3.2
<b>Total</b>	<b>314</b>	<b>100.0</b>	<b>154</b>	<b>100.0</b>	<b>851</b>	<b>100.0</b>	<b>13,901</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1

The labor force for Door County has experienced both moderate increases and decreases since 1990, as shown in Table 19.

**Table 19**

Average Civilian Labor Force Estimates, 1990-2001, Door County				
Year	Civilian		% Civilian	
	Labor Force	Unemployed	Labor Force	Employed
1990	14,742	995	6.7	13,747
1991	14,419	1120	7.8	13,299
1992	14,665	1142	7.8	13,523
1993	14,498	1226	8.5	13,272
1994	14,837	1412	9.5	13,425
1995	14,847	1002	6.7	13,845
1996	15,599	971	6.2	14,628
1997	15,717	948	6.2	14,769
1998	15,665	821	5.2	14,844
1999	15,107	662	4.4	14,445
2000	16,033	802	5.2	15,231
2001	16,132	833	5.2	15,299

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited

For Door County, the unemployment rate and number of unemployed in 1999 was the lowest of the ten year period at 4.4%. For the period 1990 to 2001, the civilian labor force increased 9.4%, the number of unemployed dropped to 16.3%, and the number of employed increased to 11.3%. If trends continue the county will continue to face a labor shortage, mainly during the tourist season. Only 2.5% more people entered the workforce in Door County between 1990 and 2001, and the numbers indicate that the need for more employees continues to grow. Fortunately, seasonal workers on temporary visas, began to arrive about five years ago and this has helped the tourist industry workforce issues drastically. With the current economic conditions we are hopeful that Ephraim will be able to continue to employ the large number of workers that have been needed in the past.

Statistics for 1999 indicate that household income among permanent residents of Ephraim was much higher than other communities in northern Door County, and even higher than the median income of the state itself (Table 20). And according to the Wisconsin Department of Revenue, 2003 tax returns from Ephraim show it to have the highest average Adjusted Gross income in the entire county (\$67,373 with 198 returns). No other community was even close.

**Table 20**

Household Income, 1999, Village of Ephraim and Selected Areas											
Annual Household Income	Sister Bay		EPHRAIM		Liberty Grove		Door County		Wisconsin		
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Less than \$10,000	37	8.5	3	2.0	46	5.5	824	7.0	148,964	7.1	
\$10,000 to \$14,999	40	9.2	12	7.9	44	5.2	847	7.2	121,366	5.8	
\$15,000 to \$24,999	87	20.0	18	11.8	118	14.0	1,857	15.7	264,897	12.7	
\$25,000 to \$34,999	67	15.4	14	9.2	108	12.8	1,717	14.5	276,033	13.2	
\$35,000 to \$49,999	54	12.4	25	16.4	178	21.1	2,208	18.7	377,749	18.1	
\$50,000 to \$74,999	71	16.3	44	28.9	203	24.1	2,482	21.0	474,299	22.7	
\$75,000 to \$99,000	48	11.0	12	7.9	65	7.7	855	7.2	226,374	10.9	
\$100,000 to \$149,000	23	5.3	12	7.9	44	5.2	741	6.3	133,719	6.4	
\$150,000 to \$199,000	4	0.9	5	3.3	18	2.1	122	1.0	30,598	1.5	
\$200,000 or more	4	0.9	7	4.6	18	2.1	158	1.3	32,305	1.5	
Total Households	435	100.0	152	100.0	842	100.0	11,811	100.0	2,086,304	100.0	
Median Income	\$33,224		\$52,500		\$43,472		\$38,812		\$43,791		

Source: U.S. Bureau of the Census, Census of Population and Housing 2000, DP-3

The State Tourism Department announced on March 2, 2007, that expenditures by travelers in Wisconsin were up 8% over 2006, an increase that was attributed to a 21% increase in the Department’s marketing budget (reported by T. Content and D. Daykin in the Milwaukee Journal Sentinel, March 7, 2007). In Ephraim, most businesses reported diminished income for 2006, with most complaints coming from owners of transient lodging facilities. A room tax of 5.5% was enacted in 2008 and has helped provide additional income to better market the area. There is a need to develop activities for both residents and visitors that could be done in the “off season”.

An important factor impacting Ephraim’s business economy is that the commercial district is split between a downtown area and a northern business district. Due to the distance between the two it is difficult to explore all of the shops by foot. Therefore, this is a downfall that is difficult to overcome.

In the downtown area, there is a nice mix of residential homes and business establishments. When driving through the downtown area you will notice that most of the buildings are in scale and the large structures are the resort motels and condominiums. There is a small town feel and there aren’t large structures dominating the streetscape. Many believe that the perceptions of Ephraim by first-time visitors driving through the Village have a positive impact on the economy of the community. Will they wish to stop and walk around the Village? Will they wish to visit some of our business establishments? Will they wish to come back in the future?

## **STRENGTHS, WEAKNESSES, AND STRATEGIES FOR THE FUTURE**

### **Village Weaknesses**

1. Hourly jobs are hard to fill
2. Lack of year-around jobs
3. Non-contiguous business districts (Downtown and north Ephraim).

4. Lack of beer and wine licenses inhibits development.
5. Occasional friction between permanent and seasonal residents

### **Village Strengths**

1. Open shoreline with scenic vistas
2. Beach
3. Adjacent to Peninsula State Park
4. Slower pace of life
5. Fine retail shops and galleries
6. Businesses downtown are interspersed with residences
7. Authentic historic buildings and museums
8. Two nature preserves with hiking trails and well-placed parks that can be enjoyed by children and adults
9. Visually appealing architecture balanced with views of Eagle Harbor, Eagle Bluff, and Eagle Island to the west
10. The existence of restrictive, but fair, ordinances to preserve Village character
11. Village has a post office, marina, library, and infrastructure

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

### **Goal:**

Find ways to enhance the economic climate in the Village without sacrificing the qualities that bring people to Ephraim. Control and balance economic growth that will benefit all members of the community and preserve the “look” that has become Ephraim over the years.

### **Objective:**

To ensure the long-term stability of the economy of Ephraim, and to join with established businesses in developing creative ways to market our community. To make Ephraim a destination for natural beauty, historic authenticity, art and fine galleries, unique shops, relaxed lodging, and pleasant and unhurried dining. Our objective is to make visitors feel welcome and provide them with the kind of experience that will set us apart from other communities. We want today’s visitors to make Ephraim one of their destinations on future visits.

### **Policies:**

1. Encourage high-speed internet to be offered throughout the Village.
2. Consider a trolley service to assist visitors in visiting all of the commercial districts of the Village.
3. Encourage affordable housing.
4. Encourage businesses to be open to the public year-round.
5. Encourage mixed-use properties throughout the appropriate districts.
6. Work on Ephraim’s “brand” image.
7. Reevaluate the marketing plan periodically to make adjust to an ever changing target audience.

# **CHAPTER 5**

## **Transportation**

- 1. Introduction**
- 2. Summary and Transportation Strategy**
- 3. History of Transportation Efforts**
- 4. Transportation Funding and Assistance Program**
- 5. Inventory of Transportation Programs and Facilities**
- 6. Evaluation of Current Internal Traffic Circulation**
- 7. Applicable Transportation Plans and Programs**
- 8. Transportation Goals, Policies and Recommendations**

### **INTRODUCTION**

This section of the Smart Growth plan focuses on the various transportation elements—or lack of them—that comprise the Village of Ephraim’s transportation system. This chapter will identify the various programs that may provide funding assistance, an inventory of the existing transportation facilities, and address future transportation needs and concerns of the Village. This chapter also includes an inventory and analysis of plans such as the State airport plan, railroad plan, bicycle plan and other special transportation plans that are applicable.

### **SUMMARY AND TRANSPORTATION STRATEGY**

The Village of Ephraim is seeking to establish a safe and efficient transportation system for all modes of transportation. Highway 42 runs generally north-south through the Village with collateral traffic carried by County Highway Q running east-west and connecting to Highway 57. The Village has 14.12 miles of roadway along with 3.8 miles of road under County or State jurisdiction. According to Door County figures, traffic volume increases 5% each year. In 1970, Ephraim had 222 registered motor vehicles; in 1996, there were 469 registered. In 2000, this increased to 559 vehicles.

With the completion of the four-lane highway from Green Bay to south of Sturgeon Bay, we will see increased traffic, but at this point it is uncertain as to how this will affect Northern Door County.

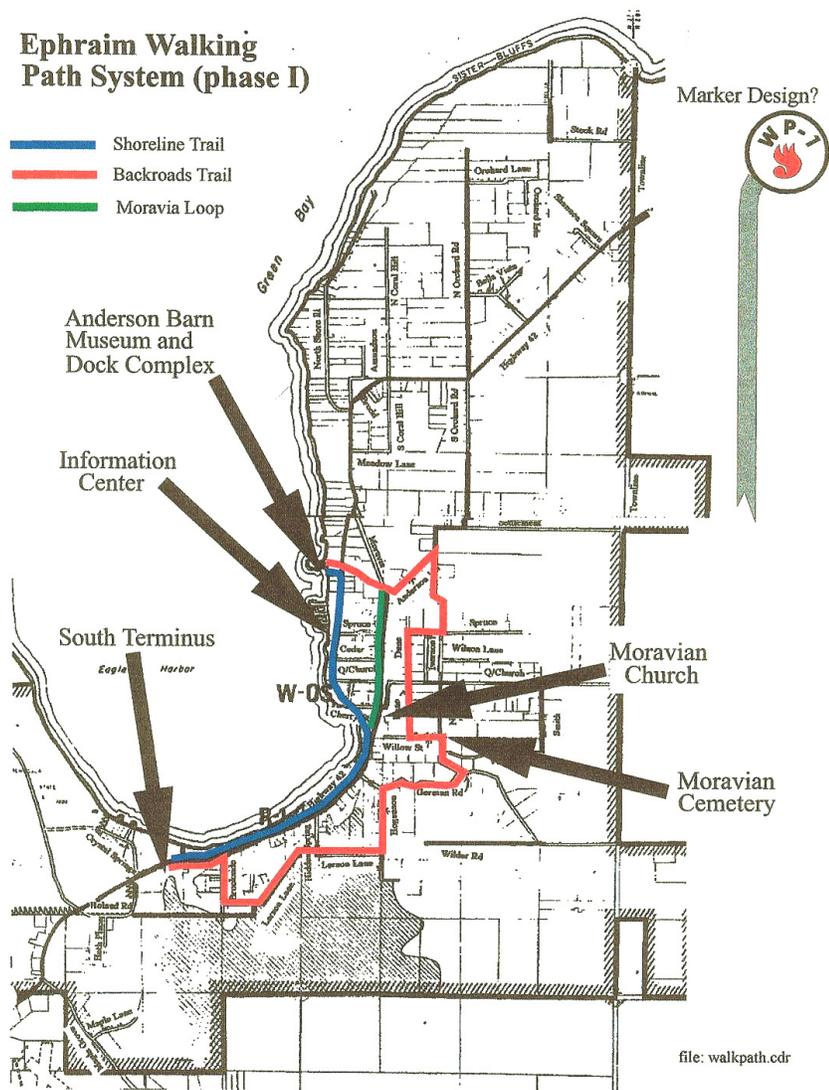
The Ephraim-Gibraltar Airport has been in operation since 1944 and has provided access to Northern Door for the increasing number of residents and visitors with their own airplanes. Proposed scenic airplane rides will promote tourism but it is yet to be seen whether this will have any specific affect on airport capacity or rentals.

## HISTORY OF TRANSPORTATION EFFORTS

In the mid-1900s, there was still a train that operated north to Sturgeon Bay. As late as 1985, a bus serviced Northern Door. Neither exists today.

The Village's 1985 Coastal Management Plan had as one of its objectives developing an "open space system linking the shoreline and other public use areas." One of the implementations of this objective was to establish a walking path in 1989 as the sewer line was put in, which was done. It runs from Brookside Lane to Anderson Lane along Highway 42. A color brochure was produced showing the path alongside Highway 42 as well as an alternate but unofficial path along the back roads in the center of the Village. It shows points of interest and historic sites along the path (see MAP 2).

## MAP 2



In 1999, a subcommittee met several times to determine a more official and expanded path, urged by Bob Hastings and the Door County Chamber to eventually become part of the Ahnapee Trail. It winds through the Village to the north end, using the back roads and in many places cutting across private properties. Moravia Street is picturesque, as is Dane; but there is no place to safely put a separate walking path. The latest Door County Land Trust property on Moravia is for walking but offers no sure way to gain entrance since there is no parking on Moravia and no walking path other than the street itself.

## **TRANSPORTATION FUNDING AND ASSISTANCE PROGRAM**

This section will identify agencies and programs established and administered by those agencies that may provide financial and technical support for the operation, maintenance and planning of Ephraim's transportation system.

### **Wisconsin Department of Transportation**

**General Road Aids** – Our road improvements, construction and maintenance is funded in small part through the State's General Transportation Aids. It can pay for snow removal, filling of potholes, street reconstruction, etc. The average per year over the last five years has been \$27,650 for a total of \$138,240. In that same time period, capital roads and road maintenance have cost the Village \$527,600.

As substantiation for sending a Road Aids payment to us each year, they are requiring each municipality to use Paserware software to rate their roads as to surface and shoulder conditions, keep track of maintenance and major road repairs.

**Local Mileage Certification** – Another report required by the DOT is a certified plat filing by December 15 of each year. Local governments that have no changes in local road miles are required to file the plat or a certified statement that no mileage changes have occurred. Additions or changes must also be sent. The State Road Aids payments are based on the certified mileage of each local unit of government.

**Local Roads Improvement Program (LRIP)** – This is a program that provides local units of government funding associated with improving seriously deteriorating roads. Projects are required to have a minimal design life of 10 years. This is a biennial program, with applications submitted through the County Highway Commission by November 15 in odd-numbered years. All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion. Eligible projects include design and feasibility studies, bridge replacement or rehabilitation, reconstruction. Ineligible projects include new roads, seal coating, ditch repair.

**Additional Aids Programs** – there is a Flood Damage Aids program available for assistance in replacing or improvement roads or roadway structures that have had major damage caused by flooding. There is also a County Forest Aid Program to assist counties with roads through county forests. The Surface Transportation Program has to do with alternatives to single occupancy vehicle trips and is only eligible to communities over 5,000 in population.

**Local Transportation Enhancement Program** - Congress created the Transportation Enhancements (TE) Program in 1991 to address growing concerns about air quality, open space, and traffic congestion.

The TE program fosters more choices for travel by providing funding for sidewalks, bike lanes, and the conversion of abandoned railroad corridors into trails. Communities may also use the program to revitalize local and regional economies by restoring eligible historic buildings, renovating streetscapes, or providing transportation museums and visitor centers, projects along state highways or in rural areas to enhance the scenic beauty and encourage tourism.

WisDOT administers the local Transportation Enhancements Program to fund multi-modal transportation alternatives and projects that enhance communities and the environment. In 2007, \$6.25 million is available in annual funding. Federal funds administered through this program provide up to 80% of costs for a wide variety of projects such as bicycle or pedestrian facilities, landscaping or streetscaping and the preservation of historic transportation structures. This is not a grant program; rather, it reimburses the municipality for up to 80% and is geared mainly to construction of travel-related facilities as opposed to transportation services.

### **Federal Highway Administration**

**Transportation and Community System Preservation Pilot Program (TCSP)** - The Transportation and Community and System Preservation Pilot Program (TCSP) provides funding for a comprehensive initiative including planning grants, implementation grants, and research to investigate and address the relationships between transportation and community and system preservation and to identify private sector-based initiatives. Originally signed into law in 1998, funding ran out in 2003 and was renewed for 2005-2009 as the **Safe, Accountable, Flexible,**

**Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)**. Grants may be awarded to improve conditions for bicycling and walking, better and safer operation of existing roads, signals and transit systems; development of new types of transportation financial and land use alternatives. Implementation activities may include community preservation activities, traffic calming measures or other coordinated transportation and community and system preservation practices. Regional mobility is also stressed in the program.

## **INVENTORY OF TRANSPORTATION PROGRAMS AND FACILITIES**

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

This refers to programs that provide rides through scheduled bus services, volunteer programs with private vehicles, etc. Transportation may be provided by wheelchair accessible buses, vans, etc. The Door County Department of Social Services provides limited service to the County's disabled population. It is provided by appointment and involves door-to-door transportation. The Door County Senior Resource Center has a bus available to anyone 55 or older and travels to Northern Door one day per week. Rides are given for shopping, appointments and recreation, and there is a minimal cost for the trip. Medi-Vans of Green Bay provides transportation at a cost throughout Door County as well as Milwaukee, Madison and Marshfield. Red Cross Transportation provides transportation to medical appointments, nutritional, educational, employment, social and recreational outings at minimal cost. Medical

appointments are given priority, and anyone over 60 years of age is eligible. NEW Transport operates four wheelchair accessible vans within Door County.

### **Bicycle Transportation System**

Peninsula State Park maintains bicycle trails through the Park, and Wisconsin Trails promotes several bicycle trails throughout the County. AnythingWisconsin.com also promotes several trails within the County. There are several bicycle groups with local meetings and rides, as well as charitable groups that come into the County for long-distance rides. There are no County bike paths dedicated solely to the use of bicyclists, and the State bike plan indicates that State Highway 42 is “not recommended for bicycling” because of the high traffic volume and narrow road shoulders.

### **Port, Harbor and Marina Facilities**

The Village maintains two marinas of its own – the Firehouse marina for smaller boats (27 slips and 6-10 transient tie-ups available) and the Anderson marina (13 slips with 1 transient tie-up available). Both facilities have water and electric available to the boats as well as public restrooms and shower facilities for boaters. In addition to the Village facilities, the Ephraim Yacht Harbor rents slips and transient slips. Sister Bay’s public dock provides 65 permanent slips and 35 transient slips, and other facilities are located in Ellison Bay, Gills Rock, Northport, Rowleys Bay and North Bay. Expanded facilities are planned for Gills Rock and Sister Bay.

### **Air Transportation**

The inventory of facilities includes both public airports and also private or semi-public airport facilities. At the regional level, the primary commercial-passenger and air freight service for residents is provided by Austin Straubel International Airport in Green Bay. Door County Cherryland Airport in Sturgeon Bay provides some seasonal passenger service as well as corporate service. The Ephraim-Gibraltar Airport has had an ongoing Federal grant program that rebuilt the asphalt runway and improved the lighting and technology (1993)

### **Roads and Highways**

Arterial Roads - The function of an arterial road is to move traffic over medium to long distances quickly, safely and efficiently. Arterial roads are further categorized into either principal or minor arterial roads based on traffic volume. Highway 42 is considered a minor arterial highway.

Collector Roads – The primary function of these roads is to provide general area to area routes for local traffic. Collector roads take traffic from the local roads and provide relatively fast and efficient routes between commercial centers at moderate speeds. County Highway Q would be considered a major collector road; Town Line Drive would be considered a minor collector road but is not shown on the State DOT plat as one. Moravia is shown as a collector road on their plat.

Local Roads – The primary function of local streets and roads is to provide direct access to land adjacent to the road. Local streets are constructed to serve individual parcels of land and properties. Local streets should be designed to move traffic from an individual lot to collector roads.

We have 14.12 miles of Village-owned roads within Ephraim, of which Town Line Drive is 1.52 miles. That portion of County Q that goes through the Village is 1.08 miles.

## **EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION**

The addition of parking across from the Information Center and now at Harborside will help with parking congestion; however, as the North End develops, there may be need for other sites. In addition, there is a large business cap between downtown Ephraim and the North End. For maximizing business as well as minimizing traffic, a low-tech public transit system is something to look at, whether it's a trolley in conjunction with Sister Bay or other means. Is it feasible for the municipalities to undertake transportation, or should it be a seasonal/business-driven program? Are business groups under the same ADA requirements and grant restrictions regarding accessibility as municipalities? Are grants as readily available to business groups as they are to municipalities?

The change in speed limit during the off season seems to work well for most citizens and tourists; however, there are notable instances of speeding, not only along Highway 42 but on other roads such as German Road, Moravia and Settlement. What areas might benefit from signs such as "Hidden Driveways"? Could temporary (season-only) speed bumps be used on especially dangerous areas such as between Amundson Ln. and Anderson Ln?

Crosswalks are a concern: The ones we have been told to abandon are at key foot traffic points; with the Old Firehouse museum, that will be an additional crossing challenge. What are future options for regaining those (and additional) crosswalks without losing parking spaces? Is there any precedent/exception we can find with the County to put a priority on safety over following the letter of the law?

For both vehicle and foot traffic, provide signs that are easily seen and give clear directions, whether they are street-end signs, street name signs, hazard signs, etc. Are there intersections that need stop signs? Is extra lighting warranted on streets that curve or have hidden driveways?

Walking paths have been tried in the past, as have sidewalks. Looking at Sister Bay's 2006 construction of sidewalks, would Ephraim businesses/tourist traffic be enhanced by walking paths or sidewalks? Are the walking paths on the water side good enough? If further paths were planned, what would be the most cost-effective yet environmentally sound way to construct them, and would we have to claim "eminent domain" on private properties to accomplish this?

So far, our road maintenance program seems to be on track; however, on County roads, the frequency of maintenance might change as tourism picks up/population increases. What is the County formula for scheduling maintenance, and how do we force change as our needs change?

Look at future expansion of road system regarding areas of possible development; e.g., should Orchard Lane go through to Stock? Should South Orchard go through to Settlement?

Question: Are our fire numbers in line with County policy? Which ones are confusing/need to be changed?

## **TRANSPORTATION GOALS, POLICIES AND RECOMMENDATIONS**

### **Goals:**

1. Maintain good traffic flow with highest safety possible for drivers and pedestrians.
2. Provide parking at the most heavily trafficked parts of the Village.
3. Put a priority on foot traffic safety and ease of access, either through crosswalks and walking paths or public transportation.
4. Maintain all roads with the highest possible standards that residents and visitors expect, including hazard signs, informational signs, and historical signs. Trim foliage to eliminate blind spots at intersections or at curves.
5. Think long-term regarding environmental impact and cost-effectiveness of any project.

### **Objectives:**

1. Facilitate walking and/or bicycle traffic throughout the Village to incorporate all the shopping clusters.
2. Facilitate public transportation from South Ephraim through Sister Bay, such as with the use of a trolley during the season.
3. Examine road conditions, hazards, speed limit challenges. Determine if extra signs, lighting, stop signs, even extra roads are needed, projected over the 20-year span.

### **Policies:**

1. Any additional signage should be in line with the ordinances regarding maintaining the quiet beauty of the Village without excess.
2. Public parking should also be done with an eye to maintaining a natural environment; for example, buffering parking lots with hedges to minimize view.
3. Any public transportation or walking paths should not interfere with general traffic or increase noise levels (e.g., the trolley would not have a PA system or “tour guide”).
4. Any capital expenditures or costs should be minimized through the use of grants or partnering with neighboring municipalities on projects that benefit surrounding areas.
5. Any future construction or planning should not negatively impact any historic buildings or scenery, archaeological/endangered environments/cultural sites.

### **Implementation**

1. Confer with Sister Bay officials and other municipalities that have enhanced footpaths/added sidewalks to see if there has been an appreciable change in either safety, increase in tourism, or increase in business that would warrant looking into the idea further. Question: Does Sister Bay feel the walking path along Hwy 42 was worth the cost? Are people using it in a way that is beneficial to the Village?
2. If so, have a plan in place (a) regarding possible routes for foot traffic or bike paths, (b) estimated costs, and (c) whether grants are available for transportation improvements, for instance, for historic communities.

3. Determine whether the Ephraim Business Council and Sister Bay Advancement Ass'n are willing to give a "trial run" this season with A.J. and the trolley to ascertain interest by the public. This would entail coordination with the trolley company as well as promotion, marketing businesses on the trolley, etc.
4. If successful, the Villages can (a) explore grants available and determine if it's feasible to approach from a government standpoint or whether it can be done only by the business community, (b) work with A.J. on what a long-term contract for a trolley (or two?) would involve re: costs, commitment, and (c) apply for grants either from the municipalities or business councils.
5. Given the aging population, seasonal workers, and the hope of enticing new residents, it should be the Village's long-term goal to provide a safe, low- or no-cost method of transportation to key places throughout the Village and neighboring communities. This may be a seasonal or year-round goal
6. Assess hazardous areas of traffic and make adjustments either through proper signage, lowered speed limits, maintenance of road surface (paving or speed bumps, etc.)
7. Ascertain the County's future commitment to upkeep of our roads, including adding crosswalks for safety, proper striping, etc.
8. Determine the need to expand road system, including stop signs or other intersection safety, widening roads, etc.

# **CHAPTER 6**

## **Utilities and Community Facilities**

### **INTRODUCTION**

Over the 10 years following our 1998 Comprehensive Plan, we have taken many opportunities to review and evaluate the “utilities” we offer, which are limited to our wastewater system and recycling effort. Most of our attention has been on community facilities. Chapter 6 provides us with the opportunity to inventory, describe, and evaluate the following:

1. Wastewater treatment system
2. Storm water management
3. Our private water supply policies
4. Recycling facilities
5. Parks
6. Marinas
7. Cemeteries
8. Health care facilities
9. Police, fire, and rescue facilities
10. Child care facilities
11. Libraries

After describing our assets in the above categories, an attempt will be made to set forth an approximate timetable of future needs in the above categories. We shall consider whether to expand, rehabilitate, leave as is, or create new options in these categories. Much will depend on increases (or decreases) in seasonal and permanent population, and the needs of these populations. Some of the above facilities would be impacted by such changes as an increase in the age of our permanent population combined with a loss of younger residents, the development of a large multi-family complex, loss of the library, a continued drop in lake level, or loss of key businesses.

At the end of each of the 11 sections, objectives will be set forth followed by a list of policies the Village should consider to help meet the objectives.

### **WASTEWATER TREATMENT**

Ephraim’s wastewater system was established in 1987 at a cost of \$5.2 million, with the state paying 52% and the community 48%. In the planning stages, it was recognized that it would be cost prohibitive to try to sewer every property in Ephraim, so the decision was made to concentrate on the business corridor and adjacent residential properties.

A few years after the system was up and running, a second phase of construction involved laying sewer lines along Crystal Springs Rd. along the southwest shoreline of Eagle

Harbor and along North Shore Rd. bordering the northeast shoreline. The second phase required developed properties along these new lines to use grinder pumps to force wastewater into municipal lines. The objective of the second phase of construction was to eliminate the use of in ground septic systems near the shoreline that might leak wastewater into the bay.

Completion of the second phase provided for sewerage of about 60% of the developed properties in Ephraim, with most of these properties located along the shoreline to prevent wastewater (from private systems) infiltrating into the harbor. Water, whether from rainfall or leaking septic systems, moves quickly through the highly fractured dolomite bedrock characteristic of the peninsula.

An engineering study was carried out in 1995 to determine the most feasible routes for future expansion of the wastewater system. Further, the wastewater ordinance was updated to require the developer to pay for any future extensions of the system to his or her property. In other words, future extension of the system is demand-driven and developer-funded. Appendix Fig. 4-1 shows the Ephraim wastewater collection system.

When the original sewer system was installed, because of topography about 25 properties along Highway 42 in North Ephraim were required to install grinder pumps forcing wastewater into a pressurized line carrying it to the treatment plant. Grinder pumps work well when properly maintained, but a number of the grinder pumps in North Ephraim had leakage problems. As a result, a third phase of construction of the sewer system was undertaken in 2005. This involved spending \$1.8 million to trench a gravity line to the treatment plant along the highway in North Ephraim, resulting in the elimination of grinder pumps from that area.

Because of the scatter of residential buildings in Ephraim, sewerage the entire community was cost prohibitive. As noted above, the decision was made to sewer the most critical areas, especially those properties along the shoreline, and permit private wastewater systems (conventional septic, mound systems, and even holding tanks where properties were located on bedrock). Requirements were established, in association with the County Sanitarian, one of which is that private septic systems must be monitored regularly. Overall, the combination of municipal and private systems has worked well in Ephraim. There is now a much reduced risk of sewage contamination of Eagle Harbor or our groundwater.

Although Ephraim's activated-sludge treatment plant is 20 years old, it has been well maintained and generally does not run at capacity. During the summer tourist season, peak loads may briefly push the plant to 75-80% of current capacity, though the plant can be set up to handle this increase in the long run by utilizing the second aeration basin. Some of the income from rate charges is set aside in a Replacement Fund, which has been invaluable in providing funds to continually upgrade the treatment plant and collection system. In addition to income from rate payers, the plant derives income from haulers who bring in holding tank wastes from other areas. The plant has a fully certified water testing lab, and employees licensed to carry out tests; a modest amount of income is realized from water testing. There are three full-time employees and all are licensed operators.

**Objectives:** To ensure that Ephraim's treatment plant and collection lines are kept in good shape and fully functional, with upgrades as appropriate to prevent leaks and efficiency. It is also important to keep rates as low as possible. It is imperative that grinder pump owners assume the

responsibility of maintaining their private systems, and those other privates in ground systems are regularly monitored. Finally, over the long haul one of our objectives should be to eliminate all holding tanks in the Village.

**Policies:**

1. Spend the funds necessary to maintain our wastewater system, even though it might mean future rate increases. When increases are required, our policy should be to fully inform users of the reasons for such increases. Communication is essential.
2. Ensure that the Replacement Fund is maintained at a level that would provide funds for timely replacement of the more costly equipment involved in plant maintenance or operation.
3. Seek new sources of income. Water testing and income from firms hauling wastewater to our plant for processing are important sources. At the moment, other communities charge less to process wastewater hauled in from outside Ephraim—to be competitive, should we lower our per gallon charge?
4. If regular increases in sewer rates occur, where is the tipping point beyond which users begin to complain and pressure the Trustees to do something about the ever increasing costs of being hooked to the municipal wastewater system? The Wastewater Committee should consider this and develop appropriate response strategies.
5. Maintain the policy set forth in our wastewater ordinance that dictates that any extension of the sewer system be borne by the developer requesting such extension. However, if a project came along that would yield substantial income to the wastewater plant, and would benefit the community as a whole, we should not close our minds to the possibility that the village could make a reasonable contribution (in real dollars or “in kind”) to bring the project to fruition. For example, if income from a project would help prevent a sizable increase in user rates, why shouldn’t it be given consideration?
6. Develop emergency “action plans” to quickly deal with sewage spills associated with both the municipal wastewater system as well as private treatment systems.
7. Continue to think in terms of wastewater treatment, ground water quality, contamination of Eagle Harbor, well-head protection, and surface runoff of water as interlinked components that can affect the health of residents and visitors.

**STORM WATER MANAGEMENT**

In Ephraim, storms are not the only sources of water that can flood parts of the village. In the spring, water from melting snow can be even more of a problem than a downpour of rain from a summer storm. With this in mind, this sections deals with any source of water that results in localized, but unwanted, flooding. This is less of a problem in North Ephraim, where the terrain is generally flat.

Erosion control regulations are in our ordinance to prevent destructive drainage; another tool to minimize flooding is the use of catch basins and retention ponds associated with new

construction. A rock-lined water retention basin is shown in the photo below. It is located just off Cedar St. behind the Edgewater Condos. It is about 30 ft. long and 6 ft. deep, and after heavy rainstorm water collects in the basin. After the storm the contained water slowly percolates its way into the bay. Otherwise, runoff might flood Cedar St.



Over the years the village has installed a rather extensive system of storm water pipes, culverts, ditches, and catch-basins to ensure that storm water is diverted to the bay without chronic flooding occurring. Regular monitoring of surface runoff, and movement of water in the springtime from melting snow, has been important in upgrading the collection system as conditions change (e.g., as new construction interferes with flow of water down a grade, removal of trees and vegetation that help attenuate runoff flow, or erosion of natural drainage ways. Table 21 below shows the location of Ephraim’s storm sewers and the year they were put into service.

**TABLE 21**

Code #	Location	Yr. in Service	Comment (cmp = corrugated metal pipe)
1	S. of Hidden Springs Rd.	1950	50' cmp; 18" w/ Eph Condo curb and Larson Lane
2	At Hidden Springs	1999	This was an addition to help deal with stormwater
3	Just N of Hidden Springs	1950	50' of 15" steel; Code #2&3 join to carry water to lake
4	Eagle Harbor Inn	1960	60' of 24" cmp, partly buried on lake side of road
5	German Rd.	1987	15" near top of hill, then 24" cmp into lake
6	S. Moravia at Hwy 42	1960	130' of 24" concrete; drains Moravia next to Krause
7	Moravia at Fire Hse. Dock	1980	115' of 24" cmp; drains down Moravia and across hwy.
8	Larson Lane	1950	50' of cmp
9	Village Hall	2003	140' of 12" steel; drains Pioneer St E of village hall
Private	Next to Code #9	?	18" steel pipe drains Ephraim Inn parking area
10	Church St. (Hwy Q)	1960	270' of 24" steel; drains street up to Moravia
11	N. of Church St	1960	
12	Cedar St up to Moravia	1987	310' of 15", 530' of 24" PVC
14	Visitor Center	1988	This was an addition to help deal with stormwater
13	Spruce St.	1987	90' of 26"STO, 507' of 24" PVC
15	Pine Grove	1960	90' of 15" concrete; buried both sides of highway?
16	S of Anderson Lane	1960	85' of 18" cmp
17	Anderson Lane	1960	100' of 18" cmp
NORTH	S. of Orchard Rd.	1970	50' of 30" cmp; note shown on Stormwater Maps
NORTH	Shannon Square	1997	Pipe under highway near Cheese Shop
Beach	By N set of beach steps	2004	Drains parking area via 8" PVC under sand to lake
STREAM	Brookside Creek		Major stream draining swamp runoff
STREAM	Hidden Springs Creek		A tiny creek draining swamp and highway runoff

The wetlands to the south and east of Ephraim proper, and drainage from the Escarpment bluff in the central part of the village are challenges. Hand-dug ditches and streams from the first half of the 20<sup>th</sup> century carry surface water out of the wetlands, and a series of more recent storm drains move water under roadways and into the bay, as shown in the above table. Locations of culverts, pipes, ditches, etc., are coded in the above table. Along the bluff, there are ditches and pipes under roadways that funnel runoff downhill and to the bay.

One aspect of living on a peninsula with so little topsoil on top of highly fractured bedrock is that rain and snowmelt tend to move quickly into the aquifer. This creates two problems. One is that people who live in residences near the wetlands or on the slope of portions of the Escarpment may have flooding of crawlspaces and basements. Another problem is that surface contaminants can easily gain access to the aquifer through the fractured bedrock.

An excess of water from rain events or from spring thaws often places an unwanted load on our wastewater treatment plant, for a portion of the water finds its way into the sewer system. This unwanted inflow is called "infiltration." This often occurs around leaking manholes. Also, some property owners may divert their sump pumps into the sewer system, which is not permitted by ordinance, but it happens nonetheless.

There are two streams that play a major role in helping drain the Ephraim wetlands area. The most important of these is Brookside Creek, which is formed by rivulets, springs, and seepages deep in the swamp that migrate northward and collect to form a stream that ultimately passes under Highway 42 and enters Eagle Harbor. Water in this creek, which is designated an

official trout stream by the DNR, runs all year long, although during a dry summer it becomes more of a small creek than a sizeable stream.

Hidden Springs Creek is further north, near Hidden Springs Rd., and it is much smaller than Brookside Creek. Nevertheless, it plays an important role in helping to drain the wetlands area to the north. Photos of both Brookside Creek (top left) and Hidden Springs Creek (bottom) are shown below, along with a photo showing the 24 in. steel culvert pipe (top right) that conveys Brookside Creek water under the highway.



**Objective:** To manage the flow of storm water and water released from melting snow in the spring such that it does not flood land areas and roadways.

**Policies:**

1. Continue to monitor storm water flow during periods of potential flooding and ensure that flow continues unimpeded to the bay.
2. Maintenance personnel should regularly inspect drainage ditches and culverts and clean away debris as appropriate.
3. The public beach area is subjected to considerable runoff pressure (from nearby Highway 42) during heavy rainstorms, and it should be monitored regularly. Beach sand is quickly eroded by stormwater, and regular rototilling of the beach should be done to level the beach area.

The culvert installed in 2006 near the steps down to the beach should not be allowed to plug with debris or sand.

4. Highway 42 just north of the beach can flood during heavy rainstorms or from snow melt, and the village should be prepared to act swiftly to place caution cones at each end calling attention to flooded road conditions. This situation should be corrected by installing a culvert or pipe to drain water from this collection point into the bay.
5. Catch basins and water retention areas should be monitored, especially after periods of prolonged rainfall, to ensure that they are doing what they were designed to accomplish.

## **PRIVATE WATER SUPPLIES**

The geology of Ephraim consists of thin glacial deposits over a kind of sandstone called “dolomite” or “dolostone.” This rock is what makes up the Niagara Escarpment, and is characterized by numerous fractures, voids, and bedding enlargements that serve as conduits for groundwater migration. The source of our groundwater, or aquifer, is from rainfall. Rain water flows quickly through the thin topsoil and into the fractured dolomite in both horizontal and vertical directions, often ending up far from its entry point without any significant filtration through soil overburden. This means that contaminants (e.g., coliform bacteria) can be transported hundred to thousands of feet without any "filtration" effect.

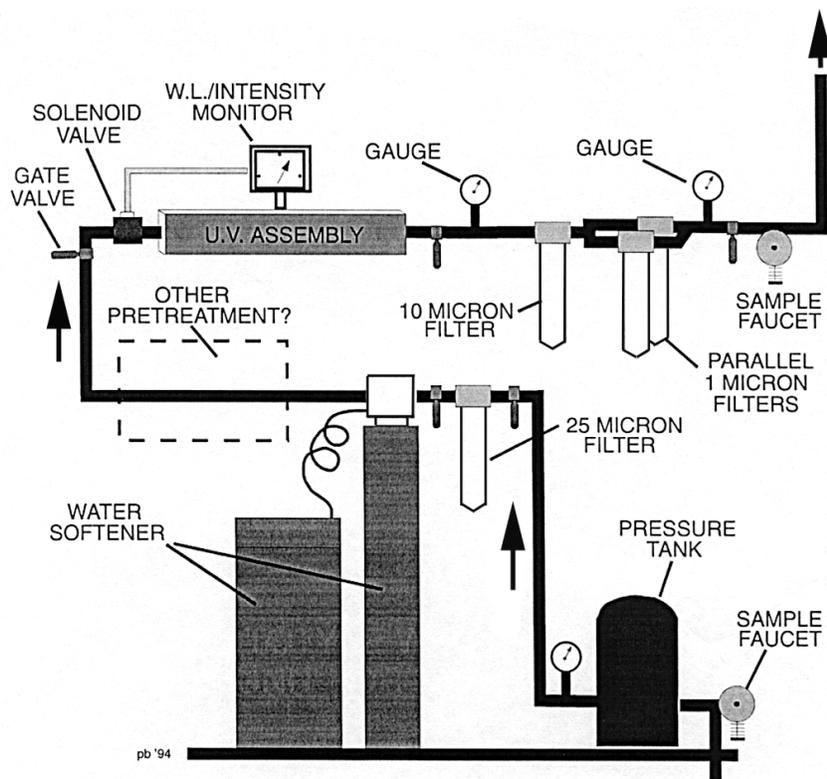
Home owners in Ephraim are advised to test their water wells at least once a year. In the 1990s, about a third of our private wells tested positive for bacteria at any given time. Mostly the bacteria were not harmful, but on occasion *E. coli*, an indicator bacterium for animal waste, was detected. As a result of many positive well tests, including several motels and at least one restaurant that tested positive for fecal bacteria, the village decided to aggressively deal with the problem.

In late 1993, the consulting firm of Bonestroo, Rosene, Anderlik & Associates (of St. Paul and Milwaukee) was hired to conduct a "Potable Water Study" of Ephraim's private well water systems. Led by village President John Lowry and Doug Schultz, Chair of the Wastewater Commission, numerous meetings were held as Bonestroo et al tested wells, gathered data, and evaluated our options as to how to deal with drinking water problems in the most cost efficient way possible. The studies took about a year to complete. Experiments were conducted with two prototype treatment units for home use, one involving filtration and ultraviolet disinfection, and the other filtration and chlorine disinfection. The goal was to kill both coliform bacteria and the sporozoan, *Cryptosporidium*.

In April of 1994, Bonestroo et al published the results of their study, wherein they recommended that Ephraim seek state (DNR) approval for individual point-of-entry treatment systems involving filtration followed by UV radiation of well water. Businesses serving the public would be required to have such treatment systems, while it was to be optional for private home owners.

Based on the filter-UV units developed in the Ephraim study, village leaders and representatives from Bonestroo et al, village leaders took their case to Madison. In a hearing with DNR representatives, and after a great deal of waiting and bureaucratic back and forth, the state

finally certified the use of filtration-UV systems for point-of-entry treatment well water. As a result, motels and restaurants installed such systems, and many homeowners in Ephraim did the same. Today we have an acceptable, cost effective option to deal with water drawn from the aquifer for human consumption. A diagram of a typical filtration-UV system is presented below:



SYSTEM: Combined UV and filter units to provide disinfection for bacteria, viruses, and encysted parasites, including Cryptosporidium and Giardia. One micron filters are carbon briquette type, others are polypropylene. In line flow limiters (orifice type) used as needed.

**Resources:**

Bradbury, K.R., 1989, “Door County’s Groundwater: An Asset or a Liability?”, Wis. Academy of Sciences, Arts & Letters, Madison, pp. 36-43.

“Village of Ephraim Potable Water Study, April 30, 1994, Boonstroom, Rosene, Anderlik, & Associates, St. Paul and Milwaukee.

**Objective:** To ensure that water from commercial and private wells is free of both chemical and biological contaminants. Our objective has two components. First, we must do everything feasible to protect the aquifer from contamination. Second, when a well is problematic, we should require a property owner to install a filter-UV treatment system to ensure contaminate-free water.

## **Policies:**

1. Private wellheads should be regularly inspected to ensure that areas around the exposed head are kept free of debris and possible contaminants.
2. An ordinance should be enacted and enforced that requires private well owners to have their water tested at least once a year. A member of the Wastewater Plant staff, or their designate, should be assigned annually to take a look at wellheads, and records should be kept indicating whether the wellhead meets certain standards (to be determined). Also, there should be a map, or GPS coordinates, showing the location of every private wellhead in Ephraim.
3. Where wells exist that are near, or downgrade, from a septic field, property owners and the wastewater personnel should be especially vigilant to ensure that wastewater doesn't contaminate the aquifer from which the well draws water.
4. Wastewater personnel should monitor wells in given areas of the village to determine whether a pattern of contamination might exist. No doubt there are areas in the village that are more prone to show a contaminate, such as coliform bacteria, than other areas.
5. If monitoring wells and drinking water becomes too burdensome for present treatment plant personnel, the Board of Trustees should consider hiring a part-time person to work with the treatment plant manager in developing a well water protection program and monitor private water supplies.
6. In the case of multifamily or cluster development, consideration should be given to drilling one well to serve the individual units or residences, and this well should be regularly monitored.
7. Copper water lines should be discouraged in new construction, and plumbers should exercise care to minimize the amount of lead (e.g., from solder) exposed to drinking water flowing through lines.

## **RECYCLING FACILITIES**

A regular recycling program is a service provided to Ephraim taxpayers. In wintertime, the recycling facility is open every other Saturday morning, and during the resort season it is open twice a week. Schedules for recycling are posted in the post office. Several "dumpster" units are placed near the Maintenance Garage, and there is always a person on duty to help drive-up customers place their recyclables in the proper bin (paper products in one dumpster and mixed glass and acceptable plastic containers in the other). This has turned out to be very popular with residents, and there is evidence that they take recycling seriously.

Garbage and trash pick-ups are not provided by the village, so residents contract with two available services for once a week service. Costs for pick-up are reasonable and, even during snowy periods; the trucks generally can be counted on to pick-up on the designated day. In the

event of a major storm where driving is treacherous, the pick-up is usually made the next day when the snowplows have opened the roads again.

**Objective and Policy:** The village should continue to fund recycling, for it is perceived by the community as an important service. There may come a time over the next 20 years when the village should also fund trash pickup. The fact that so many residents are in their homes on a seasonal basis makes this difficult, but there should be ways to work this out. Also it might be possible to simultaneously pick up both trash and recyclables. If the village implements a Premier Resort Tax, funds would be available that could be used to invest in community trash and recycling pick up.

## **ON-SITE WASTEWATER TREATMENT**

This has been covered above in Section 1. It should be noted, however, that there are strict regulations as to the kind of private wastewater system a property owner can install. There are three options for private systems: conventional septic, mound system, or holding tank. Soil Testers carry out percolation tests to determine whether the soil is suitable for a given kind of system. The County Sanitarian's office plays a substantial role in regulating the maintenance of private in ground treatment systems. Ephraim's long-term goal should be the elimination of all holding tanks.

**Objective and Policy:** Through our Wastewater Plant personnel, area plumbers, and the County Sanitarian, we must continually monitor private wastewater systems, and a major long-term goal is to eliminate holding tanks in Ephraim. Another policy should be that all new restaurants, multifamily, condo, and transient lodging establishments must be connected to our municipal wastewater collection system.

## **PARKS**

A community can be judged by its parks, and Ephraim is blessed with twelve in the vicinity of the "downtown" area. During the resort season, these parks are heavily used by visitors. Permanent and summer residents also make use of the parks. Most of the parks are along or near the shoreline of the village, and all of them have wooden picnic tables and benches. The Wetland Preserve and the Preserve at Anderson Pond are modest in size and some qualify as "pocket" parks. Nevertheless, all are well-used.

Anderson Dock has a well-kept grassed area with a sidewalk on each side. Part of the dock complex is a historic warehouse building just east of the grassed are; the building houses an art gallery during the resort season.

South of the Anderson Dock, on the other side of Highway 42, is Olga Dana Park. Cedar trees shade part of the site and benches on the site are favorite places to sit and watch the sunset. This park is about 105 x 150 ft. in area, and this gift to the community is maintained by the Ephraim Historical Foundation. Across the street from the Olga Dana Park is the Information Center, around which there is a shoreline pocket park. Windsurfers often launch from this park, and rocking chairs are available on the porch of the Information Center.

Just north of the Village Hall there is another small area of green space called Olson Park. Once the site of a service station, the village purchased the property and turned it into a

park with benches and picnic tables. Across the street from the Village Hall, along the shoreline, is a walking path that is in a strip of grassed shoreline called Shoreline Park. It features picnic tables, benches, and a deck that extends 20 ft. or so out into the bay. Shoreline Park is interrupted by a private boat rental establishment, then is picked up to the south as Monument Park, which is said to be near the point where the first settlers came ashore. Benches and picnic tables are located along this shoreline strip of green space.

A few years ago the village bought a piece of property on the east side of the highway, across from Monument Park, on which there was a dated motel. The motel was razed and this sizeable piece of property was converted into Harborside Park. There is a gazebo, playground equipment, benches, picnic tables, and parking for about 18 vehicles. Further south, on the shore side of the highway, is the Fire House Marina, a municipal pier with some green space toward the highway. The dock features slips for boats and a ramp for launching boats. The area is always a busy place during summertime.

The Ephraim Public Beach is an important park for the village. The beach is well tended, a swimming area is roped off, and as one moves further out into the water from the shore it deepens very gradually. The bottom is sandy, and it is easy for parents to monitor children because the water is shallow near the shoreline. Even near the far limit of the roped area, the water depth is only chest deep or less for an adult, depending, of course on the lake level that season. The beach water is regularly monitored for coliform bacteria to ensure the water is safe for swimming.

Further south from the beach is Brookside Creek, which drains the Ephraim wetlands to the south, and a seven acre Wetland Preserve that has trails into the swamp. Interpretive signs along the way provide visitors with interesting facts about wetland areas. There is also a park behind the village administration building that has playground equipment and two tennis courts.

In addition to the Wetland Preserve, a park off Moravia Street called the “Ephraim Preserve at Anderson Pond” has a hiking trail around the pond area. The trail is about a half mile long and takes the hiker through a number of different plant and animal habitats. The only problem with this preserve is that parking is limited. The best way to access it is to park downtown, perhaps across from the Information Center, and hiking up the hill to Moravia Street. Turn to the north on Moravia, and within a short distance beyond the intersection with Anderson Lane there is a sign that indicates the trailhead.

One problem we have is that all the parks are located near the heart of the village. About a mile away is North Ephraim, and there is a great need to locate a small park at this end of the village. This has been discussed often, but little has been done.

**Objectives:** One objective is to ensure that the existing parks are well-maintained and safe, and that the village give thought, year in and year out, to enhancing visits to our parks. Another objective is to give careful consideration to pieces of shore property that could be purchased in order to complement our parks system. Open shoreline, and panoramic views over Eagle Harbor are part of the features that make Ephraim special.

## **Policies:**

1. Annually inspect park benches and picnic tables to make sure they will be sturdy and attractive when the next tourist season rolls around.
2. Continue to regularly maintain the public beach through leveling and rotatilling.
3. Emphasize to maintenance personnel the importance of keeping parks clean and litter free.
4. When properties adjacent to our existing parks come up for sale, the Board should immediately meet and consider whether buying such properties would enhance the “look” of the community. Keep in mind that one of our most important marketing assets is the “look” of Ephraim.
5. The Board should establish a five-person “parks” committee to annually look at what could be done to make them more attractive and user-friendly.
6. Begin serious consideration of establishing a pocket park in North Ephraim. Why not begin setting funds aside each year targeted toward purchasing property for a small park in North Ephraim. Also, consideration should be given to the “amenities” that might be provided in such a park.
7. Have a hand-out at the Information Center that lists the village’s parks, shows them on a map, and indicates how such parks might be used.

## **CEMETERIES**

There are two cemeteries in Ephraim. The main cemetery is the Moravian Cemetery at the corner of Norway and Willow Streets. This cemetery was established in 1853 and is considered a historical site by the village. The other cemetery is the smaller Lutheran cemetery along Highway 42, just south of the entrance to Peninsula State Park. It was also established in the 1800s, but somewhat later than the Moravian Cemetery.

## **HEALTH CARE FACILITIES**

Nor-Dor Clinic (Aurora Health Care) is in Sister Bay, about a mile north of Ephraim, and near Fish Creek, about two miles south, is a Ministry Health Care Clinic, soon to have two physicians on staff. In Sturgeon Bay Ministry Health Care operates Door County Memorial Hospital, which is equipped to handle almost any emergency that might arise in Door County. The hospital also has a new oncology wing. Green Bay, about 65 miles away, has a number of hospitals available with physicians for every specialty. The fire departments of Sister Bay/Liberty Grove, Ephraim, Baileys Harbor, Gibraltar Town, Jacksonport, and Egg Harbor all have firefighters available who are trained to be Emergency First Responders. Emergency First Responders also staff an ambulance service that originates from Sister Bay.

Scandia Village Good Samaritan Retirement Village is an excellent retirement facility located in nearby Sister Bay. It has several care levels, from independent living to around the

clock care. It has 60 licensed beds and the facility is well-staffed with RNs and LPNs. Physical, occupational, rehabilitation, and speech therapy are all available.

**Objectives and Policies:** Overall, since Ephraim and Northern Door County are not expected to grow rapidly, the present service works very well. Our objective should be to maintain and enhance it as needed over the next 20 years. And our policy should be to remain attentive to health care matters and, wherever possible, encourage citizens to serve on boards that oversee health care in Door County.

## **POLICE, FIRE, AND RESCUE FACILITIES**

Police protection in Ephraim is provided by the Door County Sheriff's Department. In addition, Gibraltar Town and Baileys Harbor Town have their own constables. Generally, during the tourist season no more than two deputies in cruisers patrol Northern Door County, and in the off-season only one may be on patrol. Fortunately, there is not a great deal of crime in Northern Door County—speeding and driving under the influence are common infractions.

The village has an excellent fire department with up-to-date equipment and a core group of dedicated firefighters. In 1997 the Town of Baileys Harbor, the Town of Gibraltar, and the villages of Ephraim entered into an agreement called the *Mid-Door Enhanced Fire Response Agreement*. This provides for a unified response to a fire call, where an incident in one district is responded to by departments from the other four communities. All available personnel and a full set of equipment (tanker, pumper tanker, and equipment van) move to the fire or accident scene unless recalled by the Chief on the scene. In this way, a greater number of firefighters are available in an emergency and the pool of available firefighters is increased.

The village budgets a fire department capital fund to replace and up-date equipment as needed. Larger pieces of equipment, such as engines and tankers, are on a schedule to be replaced after so many years, and when the time comes there will be money in the capital fund to help purchase the equipment.

**Objectives:** In terms of police protection, more needs to be done at the county level, for the sheriff's department struggles to keep enough officers on duty to cover the county. Pressure should be kept on the County Supervisors to increase support to permit more deputies on patrol. The Ephraim Fire Department should continue to receive sufficient financial support from the village to maintain our present ISO (Insurance Standards Organization) rating of 7, which is commendable for a "volunteer" fire department like ours. Over the next 20 years, greater effort should be made to integrate the departments in Northern Door County, and costly duplication of equipment and manpower should be avoided.

### **Policies:**

1. Over the next 20 years, unless the county Sheriff's Department receives greater funding such that it can increase deputies on patrol, Ephraim should seriously consider funding a local law enforcement position for the village. No doubt the village will realize when the time has come to spend money for local law enforcement, his or her training, and ancillary equipment, such as a vehicle.

2. Encourage further consolidation of the Northern Door fire departments. The Sister Bay fire station is about 3 miles north of Ephraim, and the Town of Gibraltar fire station is located within an 8 minute drive of Ephraim.
3. Efforts to enlist additional fire-fighting personnel should continue, and training should continue at a high level.

If Ephraim hires local law enforcement, part of his or her responsibility should be to also serve as a firefighter. In fact, this person might have some truck maintenance responsibilities in addition to providing police protection.

## **CHILD CARE FACILITIES**

The major child care facility is the Northern Door Child Care Center in Sister Bay, just three miles from Ephraim. It is a modern facility with a playground, and it can accommodate 80 full-time children. In addition, there is some day care available at the YMCA in Fish Creek.

Ephraim's administration building was a former grade school. With the administrative offices on the upper floor, the downstairs is used as a pre-school facility with a full-time teacher and an assistant. The facility can accommodate 30 children.

**Objective and Policy:** The present pre-school facilities are appropriate at this time, although some tough decisions will have to be made as the population ages and there are fewer and fewer children of the pre-school age. One objective should be for stakeholders and boards to be prepared to consider combining the Ephraim pre-school effort with that of the larger facility in Sister Bay. Ephraim's policy toward its pre-school should be to continue to be supportive of the use of the basement of the administration for teaching pre-school children—as long as the demand is there.

## **LIBRARIES**

Ephraim has a small library in an annex to the Village Hall. This library is one of seven branches of the Door County Library System and a member of the Nicolet Federated Library System. Although not open on a full-time basis, the library has a trained librarian who oversees the facility along with a committee appointed by the Ephraim Board of Trustees.

There is a new 7,500 square ft. Sister Bay-Liberty grove Library 3 miles away in Sister Bay, and the Sturgeon Bay Library is a large regional library with substantial holdings. It has space dedicated to collections of volumes related to early Door County History.

Because of budget cuts at the county level, there was a recent effort to close the Ephraim library, since it is the smallest of the seven branches and is not as well-used as some of the others. The Ephraim library committee, and members of the Board of Trustees, lobbied the county library committee not to close our library. We were successful, but the future is uncertain as we anticipate possible budget cuts. If some branch libraries are dropped, Ephraim's will be the first to go. For the moment, however, the present county library board is supportive.

**Objective:** To take the steps necessary to keep the Ephraim library open as long as residents are supportive, and to find ways to enhance the stature of the library and make its services sought by

a wider audience. To provide the Ephraim library with assets or services not available in nearby branch libraries.

**Policies:**

1. Brainstorm about establishing a collection of special Door County books at the library that are not readily available at other nearby branch libraries. For example, the library could set apart a collection of Door County books of historic significance. Members of the community should be encouraged to donate or loan books for this collection.
2. Establish a “Friends of the Ephraim Library” organization whose members are committed to the motto: “There Will Always Be an Ephraim Library.” Special programs could be sponsored by the library and its “Friends,” and contributions to the library should be solicited at these events.
3. The Ephraim library committee must be proactive rather than reactive, and find creative ways to further the cause of the library. There should be action rather than reaction, and more public relations efforts to “sell” what the library has to offer. How about a newsletter for full-time residents that would also be circulated and posted at other branch libraries?
4. Establish a policy of sponsoring a special “event” at the library, or even in the Village Hall? For example, there are people who could give programs on collecting historic books, area history, stories from the past, growing up on the farm, or fishing in the old days. The program would be advertised as THE EPHRAIM PUBLIC LIBRARY PRESENTS!
5. Find new and imaginative ways to Market and Fund the Ephraim Library.

# **CHAPTER 7**

## **Intergovernmental Cooperation**

- 1. Introduction**
- 2. Existing Activities**
  - a. Inventory of Plans and Agreements
- 3. Intergovernmental Cooperation Strategy & Objectives**
- 4. Inventory of Existing or Potential Areas of Cooperation to Avoid Conflicts**
- 5. Summary and Conclusions**

### **INTRODUCTION**

#### **Liberty Grove**

Liberty Grove Township and the Village of Ephraim are geographically different municipal entities. Liberty Grove encompasses a major portion of northern Door County, while Ephraim is a relatively small community along Eagle Harbor. Bounded by the bay and Peninsula State Park to the west and south, and Townline Road to the north and east, the Village is well defined with a limited amount of land available for development. As a resort community with 353 permanent residents and a summertime population of over 2,000 the Village has to balance the needs of both permanent and temporary residents. Ephraim is known for its natural beauty, rich Scandinavian heritage, historic preservation and it is also known as an “expensive address.”

Liberty Grove has traditionally been known for its farms and fishermen. The small communities of Ellison Bay and Gills Rock are part of the Liberty Grove mix, and both have shown slow but steady growth. With the gradual loss of family farms as significant economic entities, Liberty Grove is seeing a great deal of its land being sold for second homes for non-residents. However, the town still has a great deal of middle-income housing.

Although Liberty Grove and Ephraim differ in many respects, they still have quite a bit in common. Ephraim has its retail shops, lodging establishments and restaurants, while similar businesses exist in Ellison Bay and Gills Rock and intermittently along the Highway 42 corridor going north. Both Liberty Grove and Ephraim have parks and amenities that cater to vacationers. Liberty Grove has a great deal of environmentally sensitive land, particularly along the Mink River, and Ephraim has its swamp and shoreline to preserve and protect. Liberty Grove has great bluffs along its eastern margin, and Ephraim has smaller bluffs, both bluffs a part of the Niagara Escarpment.

#### **Gibraltar**

The Town of Gibraltar consists of several parts: the unincorporated Village of Fish Creek and Chambers Island, Juddville, and the Strawberry Islands. Most of Peninsula State Park is

within its boundaries, although Ephraim boundaries border the golf course area. Historically, Gibraltar derived its income from cordwood sales, farming, fishing and tourism. It currently is an important recreational and residential area within Northern Door County. Juddville was known for farming and fishing and now has a few galleries, a restaurant and a number of private residences. Peninsula Players Theatre in the Garden is located on the waterfront to the east. Chambers Island is home to some 55 residences and Gibraltar's public park of 40 acres and the island's lighthouse. The three Strawberry Islands are each privately owned.

Like Ephraim, Gibraltar has a harbor surrounded by unique environmental assets, bluffs and recreational opportunities. They have a stake in the historical character of the Town and the local Historical Society has been instrumental in pushing the Planning Commission to develop a zoning overlay incorporating building design, landscaping, signs and lighting for the district.

### **Sister Bay**

The Village of Sister Bay, named for the two "sister" islands just off its western shore, was founded in the late 1800s and incorporated in 1912. The early days of fishing, boating and logging translated much later into the huge Burns Brothers lumber yard, dock and saw mill on the shore into the 1960s and recently, in 1994, expansion of the Village marina. Sister Bay is more service-oriented than some of the other Northern Door communities, with grocery stores, lumber yard, hardware store, gas stations, insurance companies, doctors and dentists, but still has its share of tourist shops and restaurants, notably Al Johnson's Swedish Restaurant.

### **Baileys Harbor**

Baileys Harbor is on the "quiet side" of Door County but shares in much of the history and early commerce of all communities in Northern Door. In 1848 Captain Justice Bailey took refuge from a storm, and in 1849 his men established a pier and housing for workers; that winter they shipped 2,500 cords of lumber from the harbor. The Village was named as the County Seat and by 1852 a lighthouse was being constructed. Baileys Harbor was the only harbor refuge north of Milwaukee at the time. Range lights replaced this lighthouse in 1870, located what is now the Ridges Sanctuary. The Ridges is the oldest nature preserve in the State, formed in 1937. Baileys Harbor also boasts the Cana Island lighthouse. Baileys Harbor has been called the most biologically diverse township in Wisconsin. Bjorklund, owned by Lawrence University as its Northern Campus hosts retreats and continuing education seminars, as well as many musical events and private conferences during the year. Tourism is currently Baileys Harbor's main business.

### **Egg Harbor**

Egg Harbor was the 10<sup>th</sup> town established in Door County, in 1861. There are three or four theories on how Egg Harbor got its name, none of which are relevant here because it's much more interesting to note that apparently Door County was a favorite hiding spot for Al Capone, the infamous mobster from Chicago. One of Capone's favorite hangouts was Shipwrecked, the restaurant established in the late 1800s under the name Harbor Inn. In fact, there are still tunnels underneath the building that lead all over Egg Harbor, including Murphy Park. Lumbering, farming and orchards were the business of the early days of Egg Harbor; in the 1950s and 1960s, the Village included a drugstore, grocery store, saloons, restaurants, a hardware store, a thriving feed mill, car dealership, gas station/garage and a two-room school on the border. However, as the community changed, more residents became seasonal and businesses began to adjust by providing "summer only" stores and shops.

## **EXISTING ACTIVITIES**

### **Adjacent Governmental Units**

The Village of Ephraim shares our border with two municipalities – Liberty Grove to our east, and Gibraltar to our south. We also share existing services and activities with nearby Baileys Harbor and Sister Bay.

### **Relationship**

Liberty Grove, Gibraltar and Ephraim have preserved relationships through the years despite periods of testing relating to sewer agreements, extraterritorial zoning, library, and airport issues. We have had fewer interactions with other Northern Door communities but remain in good standing with them. With the advent of a Room Tax and Tourism Zone Commission in 2007, we will be working more closely through named representatives to enhance the business communities in Northern Door.

The Northern Door Coalition existed in the 1980s and afforded all communities the chance to get together and discuss subjects of mutual concern. It disbanded in the early 1990s, but with the advent of the Municipal Taxpayer Commission, it has been rekindled with the focused purpose of technical college taxation and will hopefully widen into a coalition format.

### **Siting Public Facilities**

We have kept neighboring communities apprised when we have possibilities of siting public facilities near their borders, e.g. the cell tower, but we have not yet cooperated in public facilities for all communities as a joint project.

### **Sharing Public Services**

Ephraim has a Mid-Door Fire Agreement with Gibraltar and Baileys Harbor, whereupon all communities will respond to structure fires and reimbursement for call hours is made to the responding departments. There is also a Mutual Aid agreement with the other Northern Door communities to assist them when called upon at no charge.

In the 1940s, Ephraim and Gibraltar joined together to build the Ephraim-Gibraltar Airport, located within the borders of Gibraltar and overseen by a Committee consisting of members of both communities.

The recently built Liberty Grove/Sister Bay Library serves our residents with some wider range of services than our Ephraim Village Library.

Our Harbormasters keep in touch with each other when questions of available transient mooring space arise.

During the days of the Northern Door Coalition, the communities joined together in hiring a dog catcher and paid this person to take care of our stray animal needs.

### **School District**

The Village of Ephraim is located within the Gibraltar Area School District

### **Relationship**

We have no direct relationship with Gibraltar School governmentally other than the Ephraim Fire Department giving classes/demonstrations to students regarding fire safety.

### **Siting Facilities**

There are no facilities sited within the Village relating to Gibraltar School.

### **Sharing Facilities**

Ephraim School built in 1947 prior to Gibraltar and was used as kindergarten until 1991 when kindergarten moved to Gibraltar; Village now owns building for its offices and rents to Peninsula Preschool. Gibraltar utilizes our Village Hall for school meetings at no charge.

### **County**

The Village of Ephraim is located in Door County

### **Relationship**

We have a representative on the County Board and have taken advantage of this person from time to time to put forth our interest to the Board as it relates to airport funding, the humane society, road repairs, etc.

The County has implemented beach water testing and the Village has donated funds to support it as well as notifying the County when we till the beach as a control point in their testing. We have worked with County hired engineers to determine what steps can be taken to mitigate contamination at our beach.

We work closely with the County's Soil & Water Department regarding erosion control and drainage for projects within the Village.

### **Siting Public Facilities**

The Door County Chamber has asked cooperation on bike path funding and we are cooperating.

### **Sharing Public Services**

The Village has offered its treatment plant for water testing if needed. Our Treatment Plant uses the Sturgeon Bay Utilities site for sludge disposal. The Village uses the County based Humane Society for its needs. We utilize the Door County Sheriff's Department for our police needs and we pay the Door County Highway Department for road work and plowing.

## **Region**

The Village of Ephraim is located on the Door County Peninsula in Northeast Wisconsin

## **Relationship**

We have no continuing relationship with any other northeast Wisconsin entity other than Northeast Wisconsin Technical College, which has been a precarious relationship based on over-taxation for services received.

Our Treatment Plant personnel have occasionally called upon Green Bay Metropolitan Sewer District for consultation. The region and State does provide some emergency services in case of disaster.

## **Siting Public Facilities**

We have allowed our Village offices, Hall and Fire Department to be used for NWTC classes, and some of our businesses in Ephraim have also allowed NWTC classes to take place here.

## **State**

Ephraim is located in the State of Wisconsin

## **Relationship**

We have an ongoing relationship with the State through our Senators and Representatives on issues that concern the Village. In the recent past, this has led to statewide allowance of UV treatment of water through years of negotiation with the DNR, and a task Force in Madison for more equitable funding and more accountability of the technical college system.

We have a good and ongoing relationship with Gary Kincaid, Gus Glaser, Mike Russo, and others employed by the Department of Natural Resources and have been in touch with them many times through the years with matters of docks, wetlands, grants, water problems, wastewater regulations, etc. We worked with the DNR for two years to grant the use of UV systems for commercial water decontamination. The State has also been the granting body for Coastal Management and other grants in purchase of property and shoreline improvements.

## **Siting Public Facilities**

We have worked with the State on Peninsula State Park facilities within our borders regarding buildings, signage, sewerage and other issues.

## **Sharing Public Services**

The State's Peninsula Park Golf Course clubhouse utilizes the Village of Ephraim's sewer system.

## **INVENTORY OF PLANS AND AGREEMENTS**

State Statutes 66.037 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of

the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

The majority of Municipal Boundary Plans or Agreements are conducted between a town and a city or village.

*In 1946 the Ephraim-Gibraltar Airport was established in Gibraltar. It has been the basis of ongoing cooperation regarding grants, hangar agreements, funding, and Airport Committee participation from both communities.*

*On March 20, 1962, the Village of Ephraim and the Town of Liberty Grove entered into an agreement for joint maintenance of the boundary street of Town Line Drive that is still in effect for maintenance, repair and reconstruction of this road.*

*In 1987, the Village of Ephraim and the Town of Gibraltar established the 20-year Gibraltar Agreement, requiring the use of the Ephraim Wastewater Treatment Plant for hauled Gibraltar waste, with Gibraltar paying to the Village a portion of the debt retirement attributed to the expanded plant facility to accommodate that waste. That agreement concluded in 2007, with Gibraltar opting to accept all their own waste and leaving Ephraim to wonder about its income base for the Wastewater Plant for 2007 and the future.*

*In 1999, a joint agreement was signed with Gibraltar, Liberty Grove and Sister Bay to provide extra Sheriff's Department coverage in the summers. It ran through 2001.*

*In 2002, seven northern Door County communities formed the Municipal Taxpayer Commission to rectify the imbalance between taxation, representation and services from the technical college system in Wisconsin. The group hired a lobbyist and has increased understanding, awareness and outlined change in the areas of accountability, class duplication, savings in benefit packages and taxation issues.*

*On July 8, 2003, the Liberty Grove Plan Commission met with the Ephraim Village Board to discuss joint planning along the common border on Town Line Drive. Liberty Grove's general plan design map shows a multi-family area adjoining the Village of Ephraim border, and Ephraim has granted a planned residential development along Town Line Drive that also allows for increased density.*

*With the construction of a gravity sewer line to replace the force main on Town Line Drive, the Village of Ephraim has signed an easement agreement with Liberty Grove for the east side of the road for the installation of this line and the potential of future Liberty Grove hook-ups.*

### **Extraterritorial Subdivision Regulation**

State Statutes allow an incorporated village to extend Extraterritorial Plat review over surrounding unincorporated areas. The extraterritorial area extends for 1.5 miles for Villages. The Village of Ephraim has territorial jurisdiction extending into the town of Liberty Grove to its

east and Gibraltar to its south. The Village of Ephraim has not exercised this power in the past several years.

### **Extraterritorial Zoning**

State Statutes allow an incorporated village to extend Extraterritorial Zoning over surrounding unincorporated areas. The extraterritorial area extends for 1.5 miles for Villages, however the entire jurisdiction does not need to be included in the zoning. Extraterritorial Zoning requires a joint effort between the Village and town to develop a plan for the area to be zoned. The Extraterritorial Zoning is then established according to the developed plan. Extraterritorial Zoning is not currently in force with either community, although the Village of Ephraim has exercised its right of Extraterritorial Zoning twice in the last twenty years—once with Liberty Grove and once with Gibraltar.

## **INTERGOVERNMENTAL COOPERATION STRATEGY**

### **Goal:**

Promote cooperation between the Village of Ephraim and any other governmental agency that makes decisions impacting the Village.

### **Objectives :**

1. Continue to explore the possibility of shared municipal services, facilities and programs with neighboring municipalities.
2. Work with neighboring municipalities on policies in zoning matters to minimize inconsistencies on adjacent lands.
3. Work with neighboring communities to discuss any unique natural features and other land uses that cross municipal boundaries.
4. Quarterly meetings of a Northern Door Coalition to address mutual problems and needs beyond the technical college effort

### **Policies:**

1. The sharing of a sheriff's officer or constable between Sister Bay and Ephraim
2. Cooperation with Liberty Grove, Sister Bay on Ephraim-Gibraltar Airport operations
3. Establishment of an intergovernmental service agreement to allow Liberty Grove residents on the east side of Town Line Drive to utilize the Ephraim sewer system.
4. Ongoing cooperation with the Tourism Zone Commission in monitoring the progress of the Door County Visitors Bureau in the promotion of our municipalities.

5. Explore the options for ensuing better coverage by emergency services – EMTs and First Responders – to maintain a well-staffed and funded service for our community.
6. Establish an Economic Development Committee in cooperation with other communities to address the tourism economy in Northern Door.
7. Consider a joint intergovernmental planning/zoning committee to identify areas of inconsistency and make recommendations
8. Discuss with neighboring communities the possibility of establishing their own zoning ordinances to better reflect the needs of their own municipality.
9. Protection of bluffs and wetlands
10. Protection of storm water runoff corridors
11. Establish rapport and continued dialogue amongst neighboring communities
12. Discuss solutions to the economic fluctuations in the County
13. Consider growing vandalism, crime and drug problems in the County
14. Taxpayer property maintenance issues

## **INVENTORY OF EXISTING OR POTENTIAL AREAS OF COOPERATION TO AVOID CONFLICTS**

On August 19, 2003, the Village of Ephraim met with community members and facilitators Kathy Hoke Gonzales and Mariah Goode to discuss the Smart Growth plan and on the positive side, Ephraim's greatest assets.

### **Potential Areas of Cooperation to Avoid Conflicts:**

1. There has been discussion of a centralized school, and the Village will be involved as much as possible with other Northern Door communities in any decisions, since it will greatly affect our tax situation.
2. Library issues continue as the County tries to balance its budget on the backs of the small local libraries and there is the ongoing pressure to close the small branches in Ephraim, Fish Creek and Baileys Harbor.
3. The Ephraim-Gibraltar Airport falls short annually in income to pay for expenses. In the past there has been conflict as to whether Liberty Grove and other communities that admittedly benefit from the airport should contribute on any level. This should be brought to the surface again.
4. Sewering to meet development pressures between Gibraltar and Liberty Grove.

# **CHAPTER 8:**

## **Land Use Chapter**

### **INTRODUCTION:**

This chapter will show the current use of land with the boundaries of the Village of Ephraim and articulate the direction for future growth and development. The Land Use Plan, contained within this chapter, identifies the wishes of the community on how development should occur within the plan's timeframe and it provides direction to residents, the business community, and government officials. The Land Use Plan will serve as a detailed guide for the members of the Ephraim Village Board, the Planning Committee, the Historic Plan Committee, and the Board of Appeals in their decision making process.

The goals, objectives, and information within this chapter, along with the demographic trends detailed earlier within this document, were utilized to develop a projection of future land use demands and assisted in guiding the selection of future locations for specific types of land uses. Existing land use controls were also inventoried and assisted in the development of the Land Use Plan.

### **LAND USE STRATEGY:**

The use of land in such a way that it promotes planned and orderly future development that meets the needs of the village populace (Year around residents, seasonal residents, & business owners) and tourists while protecting the historic & visual character of the village as well as conserving natural resources.

#### **Objective - Planned Development/Redevelopment:**

Ensure that all development/redevelopment occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the character of the village for both existing and future residents.

#### **Policies:**

1. Use or update the Smart Growth Plan when implementing the village's overall development/redevelopment policy.
2. Work with neighboring township and village governmental entities, especially on use of land bordering such townships or villages, to ensure development that compliments compatible growth.

**Objective – Preservation of Natural & Environmental Resources:**

Encourage preservation of the Green Bay shoreline, distinctive geological features, topography, and existing natural areas (including woodlands, meadows, and swamp/wetlands). Encourage protection of our groundwater, night sky, and clean air.

**Policies:**

1. Encourage development that reflects a positive approach to preserving natural features and good stewardship of the environment.
2. Provide educational opportunities, for both residents and visitors, on the importance of preserving our natural & environmental resources.
3. Implement policies, including testing and monitoring, that prevent groundwater contamination and protect air quality.
4. Implement policies that control tree maintenance and removal.
5. Encourage tree maintenance that opens public viewsapes.
6. Encourage artificial lighting solutions that protect our night sky.

**Objective – Cultural & Historical Resources:**

Recognize and promote the cultural and historical roles played in the development of village land use.

**Policies:**

1. Acknowledge the role The Ephraim Historical Foundation has played in the preservation of historic sites within the village and encourage their continued involvement.
2. Acknowledge the importance of the designated Historic District of the village and encourage ordinances that strengthen adaptive use, reuse, and reproduction of existing structures within this district.
3. Encourage continued participation of art & cultural organizations in the development of the arts within the village.

**Objective – Residential:**

Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the character of the village

**Policies:**

1. Provide, through land use regulations, the potential for a broad range of housing choices to meet the needs of the community.

2. Encourage preservation and rehabilitation of the existing housing stock in the village.
3. Encourage new housing in areas in which utility facilities already exist.
4. Explore and encourage new development ideas which encourage a responsible use of land and the retention of natural or unique areas.
5. Provide informational opportunities for both residents and visitors on the importance of environmentally friendly construction concepts.

**Objective – Commercial:**

Encourage harmonious and well planned commercial developments and policies that will serve the needs of the business owners, village residents and visitors.

**Policies:**

1. Points of vehicle ingress and egress should be properly located and controlled to prevent safety problems and traffic congestion on adjacent arterial streets. Adjacent streets should be capable of accommodating the increased traffic associated with commercial development, and kept in good repair assuring adequate access for emergency vehicles.
2. Keep and open and continual dialogue with local community business organizations and other business entities within the village concerning their land use needs.
3. Commit to maintaining and improving commercial infrastructure for the economic growth of the village and meeting the needs of the community.
4. Encourage land use policies that allow for home businesses and occupations.
5. Consideration of land use that would connect the commercial districts along Highway 42.
6. Consider the possibility of expansion of a non-intense commercial district from the south end of Moravia to Church Street on the east side of Moravia.
7. Consider the impact and business opportunity that the yachting/boating community adds to the village.

**INVENTORY OF EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls which currently exist within the Village of Ephraim, which may affect, or restrict, the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the village.

**Existing Comprehensive Plans**

This is an update to an existing comprehensive plan for the Village of Ephraim. Surrounding communities have completed or are in the process of developing plans. This plan updates the existing plans. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth”, and to help avoid any conflicts in future land use decisions.

### **Door County Comprehensive Plan**

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

1. Discourage commercial sprawl beyond established or planned businesses areas.
2. Maintain the function of the county’s principal arterial roads.
3. Promoting development within well defined communities and growth areas where such development can more easily be serviced by public facilities.

The County Plan separates the county into twelve general land use categories, each with different land use and development objectives. Those categories include:

1. Development Core Areas
2. Crossroads Communities
3. Business Development Areas
4. Resort/Residential Areas
5. Shoreline Residential Areas
6. Rural Residential Areas
7. Suburban Residential Areas
8. Open Agricultural Areas
9. Open/Rural Areas
10. Natural Areas
11. Airport areas
12. Highway Corridor Areas

### **A Comprehensive Plan for the Village of Ephraim 1998**

The *1998 Village of Ephraim Comprehensive Plan* was adopted by the Village of Ephraim on April 1, 1998. The primary purpose was to develop a comprehensive plan that would serve as a planning framework for the next decade. The direction of the plan was to look at the current ordinances and recognize areas in need of improvement, reflect on the village’s land use planning achievements, and identify areas in need of further protection all while planning ahead for the future good of the village. The plan is comprised of 10 sections:

1. “The Introduction Section” of the plan serves as a village profile for Ephraim and points to the integral components within the village that make it what it is.

2. “The Input From the Community Section” of the plan establishes the reasoning for as well as the results of the community input received via meetings and questionnaires.
3. “The Zoning Districts Section” identifies and describes the zoning districts and provides recommendations for possible zoning changes namely PRD’s and dimensional standards.
4. “The Management Of Our Harbor And Shoreline Section” of the plan recognizes the shoreline as one of the Village’s most important assets. The plan uses the coastal management plan as a guide for controlling waterfront construction and recommends the strengthening of this intent.
5. “The Land Acquisition Section” of the plan recalled the data collected from the community questionnaires to look at the results, and identify how newly acquired land could best be used.
6. “The Ephraim’s Wastewater System Section” of the 1998 provides data as it pertains to the municipal sewer lines and their distribution. Study’s completed indicate the most cost effective locations for future sewer extension. Recommendations are given in the plan indicating the importance of private septic systems as a compliment to municipal treatment.
7. “The Safe Drinking Water in Ephraim Section” outlines the importance of monitoring, maintenance, protection, and enforcement required to ensure the quality and safety of the aquifer.
8. “The Public Safety Section” of the plan dealt with issue of public safety and the necessity for the village to provide the Ephraim Fire Department as well as the Northern Door Coalition Patrol with the financial support they require.
9. “The Space and Government Needs Section” provides a needs assessment of the current village buildings using current information as well as future projections of needs.
10. “The Visions of the Future Section” summarizes the perceived problems in the village as well as the vision of Ephraim in 20 years.

### **Land Use Plan 1982**

The objective of this plan is the attainment of a desirable, efficient, and satisfying living environment for the residents of the Village of Ephraim. The land use plan for the village will serve as a guide and provide the framework for numerous decisions on land development, zoning, and human needs. The plan is comprised of 6 sections.

1. The Introduction section simply put is just that, an introduction to the goals and processes required of this land use plan.

2. The Land Use Inventory And Background Information section indicates the 1973 study “A Plan For Ephraim” as the source for the information and starting point for review and updating.
3. The Land Use Conditions Analysis section is a study of the land use conditions in each section of the village. The analysis is broken down into several areas of concern which all emerge as significant contributors to the future of the community.
4. The Land Use Goals And Policies section uses the background information and analysis of the land use conditions, along with discussion and comment by the Plan Committee, and various citizens to implement the goals and policies of the land use plan.
5. The Land Use Plan section of the 1982 plan creates a visual image of the future land use namely with the inclusion of a land use/zoning map.
6. The Implementation section signifies the fact that a plan is of no value until its proposals and recommendations are implemented. This section functions as a guide for the necessary implementation.

### **A Plan For Ephraim 1973**

Concerned with the issues of growth and change, the citizens, village fathers, and friends of Ephraim have made an active commitment to undertake a planning program to manage the future development of their community. The plan is comprised of 6 sections.

1. The Introduction section provides a history of the planning efforts in the Village of Ephraim and outlines the objectives of the planning program.
2. The Ephraim’s Historic Background section is quite simply a brief summary of the historic event leading up to the establishment of the present Ephraim.
3. The Ephraim Today section identifies the assets of a unique community and looks at the problems ahead.
4. The Study section looks at the natural features and geological inventory within two defined study areas. This section also provides the current land use inventory data, and outlines the current zoning, zoning districts, and restrictions that apply. This section ends with an analysis of community attitudes and values compiled of responses to a community questionnaire that was mailed to residents and friends of Ephraim.
5. The Plan for Ephraim section attempts to merge the desires and concerns of the people with the carrying capacity for their communities natural, visual, and historic resources.

6. The Implementation section lists the recommended actions required and describes the regulations and procedures necessary for implementation.

### **Coastal Management Plan 1985**

The Ephraim Coastal Management Plan was prepared as one element of a long range, overall master plan for the Village of Ephraim. This plan is comprised of 3 sections.

1. The Introduction section informs of two resulting products from this planning project, the first being a series of three original topographic base maps. The second product of the Coastal Management Planning project is the narrative policy plan establishing formal public policies to govern actions related to shoreline areas and surface water drainage systems in the village.
2. The Plan Recommendations and Policies section are divided into three subsections: A) Shoreline Management; B) Surface Water Drainage Control; and C) Open Space Networking. These subsections define the scope of this planning project and the coastal management element of the long range community master plan.
3. The Plan Implementation section provides assistance to the village in guiding new development. The policies and maps provide an additional framework to the village's ordinances and standards developed to manage the future growth of the village.

### **Zoning Ordinances**

The Wisconsin enabling legislation requires that zoning ordinances be made in accordance with a comprehensive plan. This has been interpreted by planning professionals to mean that the zoning ordinance must be based on a master plan or land use plan and that the ordinance must seek to implement that plan.

### **Village of Ephraim Zoning Ordinance**

The purpose of the Village of Ephraim Zoning ordinance is to promote the public health, safety, morals, comfort, prosperity, aesthetics, and general welfare of the Village of Ephraim. In addition, the ordinance is designed to control building sites, placement of structures and land use, prevent and control water pollution and preserve shore cover and natural beauty. The ordinance divides the village into districts for the purpose of regulating:

- 1) the location and use of land, water, buildings, and structures,
- 2) the height and size of building structures,
- 3) the percentage of a lot that may be occupied
- 4) the size of lots.

The village of Ephraim is divided into the following zoning districts with the purpose and intent of each of the zoning districts established by the ordinance.

- Single Family Residential (R-1) - This district is intended to provide for single family residential development and other uses compatible with single family residences. This district encompasses land areas within the village where larger lots than PW lots are appropriate.
- Rural Residential (R-R) - This district is intended to provide for the location of residences, certain agricultural uses, and other land extensive uses situated on relatively large parcels in a spacious, rural environment.
- Protected Waterfront (PW) - This district is intended to provide for as much open viewing space along our shoreline as possible, limiting residences to those in existence.
- Commercial North (C-N) - This district is intended to provide for the location of retail shops, offices, service and business establishments, commercial transient lodging and related uses, and on a conditional use basis, multiple-occupancy residential housing. This district has an open, rural feeling with open space around and between buildings rather than intense development.
- Commercial Central (C-C) - This district is intended to provide for the location of retail shops, offices, service and business establishments, commercial transient lodging and related uses, and on a conditional use basis, multiple-occupancy residential housing. This district is at the hub of community activities including several historical structures, buildings, and spaces that characterize the village's distinct appearance.
- Commercial South (C-S) - This district is intended to provide for the location of retail shops, offices, service and business establishments, commercial transient lodging and related uses, and on a conditional use basis, multiple-occupancy residential housing. This district is surrounded by residential property and characterized by small lots and small scale structural developments.
- Shoreland/Wetland (S-W) - The purpose of this district is to promote the public health, safety, convenience, and general welfare. Maintain the storm and floodwater storage capacity of wetlands by preventing and controlling water pollution. Prohibit certain uses detrimental to the shoreland-wetland area, and preserve shore cover and natural beauty by restricting the removal of natural shoreland cover and controlling shoreland-wetland excavation, filling and other earth moving activities.
- Planned Residential Development (PRD) - This district is intended to provide the opportunity for the community to participate in the development of clustered, single-family homes, through condominium ownership, on larger tracts of land so that a maximum amount of green space is preserved.

### **Door County Zoning Ordinance**

The surrounding town of Liberty Grove and Gibraltar do not have a zoning ordinance of their own. Rather, they fall under the jurisdiction of the Door County Zoning Ordinance. The purpose of the ordinance is to promote and protect public health, safety, aesthetics, and other aspects of the general welfare of the County. In order to accomplish this purpose, the ordinance

regulates and restricts the use of property. The ordinance divides the county, and therefore the town, into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

The Door County Zoning Ordinance, which was adopted in 1995 and revised in 1998, is based on a county-wide development plan, while several towns and villages within the county have individual plans. The county adopted a revised zoning ordinance in 1995 which is in effect in all but six of the villages located within the county. Within Door County, the towns of Forestville, Egg Harbor, Union, Gardner, and Nasewaupsee do not currently have zoning in place other than in shoreland areas which are zoned under the county ordinance. The unincorporated areas of Door County are divided into the following zoning districts with the purpose and intent of each of the zoning districts established by the ordinance.

- Wetland (W). This district is intended to prevent the destruction and depletion of Door County's wetlands; to protect water courses and navigable waters and the public rights therein; to maintain the purity of water in lakes and streams and to prevent pollution thereof; and to protect spawning grounds, fish, and habitats for wild flora and fauna. Furthermore, this district is intended to prevent the changing of the natural character of wetlands. Lot sizes of at least 10 acres are required for new lots.
- Natural Area (NA). This district is intended to conserve the existing, mostly undeveloped natural areas of Door County. To conserve these areas, commercial and industrial uses are disallowed, but general agriculture, very low density residential, recreational, and institutional uses are permitted. Lot sizes of at least 15 acres are required for new lots.
- Exclusive Agricultural (EA). This district is intended to protect the agricultural industry from scattered nonagricultural development that may displace agricultural uses and is, therefore, not intended to accommodate future nonagricultural growth. This district is intended to help implement recommendations of the *Door County Farmland Preservation Plan-1982*. It is intended that this district apply to lands included in productive farm operations and which have historically exhibited good crop yields, or are capable of such yields; have demonstrated productivity for dairying, livestock raising, and grazing; have been used for production of specialty crops such as tree and plant materials, fruits, and vegetables; or have been integral parts of such farm operations. Lot sizes of at least 35 acres are required for new lots.
- Prime Agricultural (PA). This district is intended to maintain and preserve agricultural lands which have historically demonstrated high agricultural productivity. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. This district is also intended to provide farmland owners with additional management options by allowing limited residential development, but with residential density limits and other requirements set so as to maintain the rural characteristics of this district. Lot sizes of at least 20 acres are required for new lots.

- General Agricultural (GA). This district is intended to maintain agricultural lands which have historically demonstrated high agricultural productivity and to accommodate certain nonagricultural uses which require spacious areas to operate or where natural resource exploitation occurs. Lands eligible for designation in this district shall generally include those designated as primary or secondary farmland preservation areas in the *Door County Farmland Preservation Plan-1982*. Lot sizes of at least 20 acres are required for new lots.
- Countryside (CS). This district is intended for mostly rural areas of the interior of the county where a mixture of low density residential, agricultural, and rural commercial activity exists or is desirable. The district provides for residential development at modest densities consistent with a generally rural environment and allows for nonresidential uses which require relatively large land areas and/or which are compatible with surrounding rural land. Lot sizes of at least 10 acres are required for new lots.
- Heartland-3.5 (HL3.5). This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural activity is desirable or existing. Lot sizes of at least 3.5 acres are required for new lots.
- Heartland-5 (HL5). This district is intended for mostly rural areas of the interior of Door County where agricultural activity has been declining, or where a mixture of rural residential and agricultural use is desired or existing. Lot sizes of at least 5 acres are required for new lots.
- Heartland-10 (HL10). This district is intended to help maintain the rural character of areas of the interior of Door County, particularly cleared and other open areas where agricultural activity has been diminishing. Lot sizes of at least 10 acres are required for new lots.
- Estate (ES). This district is intended to provide for single family residential and planned residential developments on large lots. Lot sizes of at least 5 acres are required for new lots.
- Single Family Residential-20,000 (SF20). This district is intended to provide for exclusive single family residential and planned residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer. Generally, these districts will be located along the waterfront and in or near existing communities where smaller lots are the norm.
- Single Family Residential-30,000 (SF30). This district is intended to provide for single family residential and planned residential development at slightly lower densities than in SF20 district. Lot sizes of at least 30,000 square feet are required for new lots. Generally, this district will be located along the waterfront and in or near existing communities.
- Small Estate Residential (SE). This district is intended to provide for single family residential and planned residential development on smaller lots than allowed in the Estate district. Lot sizes of at least 1½ acres are required for new lots.

- Rural Residential (RR). This district is intended to provide for single family and two family residential development on medium-sized lots. Lot sizes of at least 40,000 square feet are required for new lots. This district also permits manufactured home parks and home businesses. It will generally be located within the interior of the county.
- High Density Residential (HD). This district is intended to provide areas for a variety of residential uses, including multiple occupancy developments, manufactured home parks, and single family residential development at fairly high densities. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.
- Commercial Center (CC). This district is intended to provide centers for commercial and mixed use development and redevelopment. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.
- Mixed Use Commercial (MC). This district permits both residential and commercial uses and is designed to accommodate those areas of Door County with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Lot sizes of at least 20,000 square feet are required for new lots which are not served by public sewer.
- Recreational Commercial (RC). This district is intended for Door County's resort areas, particularly areas where high concentrations of recreational uses are located or are appropriate. Lot sizes of at least 20,000 square feet are required for new lots.
- Light Industrial (LI). This district is intended to provide for manufacturing, warehousing, and other light industrial operations. This district can also be used for industrial or business parks. Lot sizes of at least 60,000 square feet are required for new lots. Refer to the Door County Zoning Ordinance for a detailed explanation, and information on the restrictions of each of the zoning districts.

### **SUBDIVISION AND PLATTING Ordinance (Chapter 18)**

The purpose of the subdivision and platting ordinance is to promote and protect the public health, safety convenience and general welfare of the residents of the Village. To facilitate sound and orderly development of land in the village by encouraging well planned, well designed subdivision plats to retain and perpetuate the natural attractiveness and characteristic amenities of the village. To protect the village, present and future homeowners, mortgage lenders, and subdividers from costly development mistakes. To insure that new residential development is consistent with the general development goals and policies of the village. To provide space for adequate community and neighborhood facilities, such as parks, schools, churches, and shopping centers. To promote safe, healthy and intelligent development of lands adjacent to water bodies. To secure recorded protective covenants to insure the individual owners of lots in the subdivision against inharmonious and undesirable land use and building developments. To provide workable design standards for subdivision layouts. To secure proper monumenting and accurate descriptions of subdivided land in the Village of Ephraim.

### **Official Map**

Section 62.23(6)(b) of the *Wisconsin Statutes* provides that village may establish an official map for the precise designation of right-of-way lines and site boundaries of streets, roads, highways, parkways, parks, and playgrounds. The village may also include on its official map the locations of railway rights-of-way, public transit facilities, and those waterways which have been included in a comprehensive surface water drainage plan. Such a map has the force of law and is deemed to be conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways and the location and extent of existing and proposed railway rights-of-way, public transit facilities, and parks and playgrounds shown on the map. It is important to note that in Wisconsin the official map enabling legislation is a subsection of the basic local planning enabling legislation, Section 62.23 is entitled "City planning," and as such is made applicable by references in other statutes to towns and villages as well as to cities. An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainage ways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The village of Ephraim does not currently maintain an official map.

### **Erosion Control Ordinance Chapter (16)**

The policy of this chapter is to provide for the control and prevention of runoff and soil erosion and thereby to preserve the natural resources, control floods and prevent impairment of dams and reservoirs, protect the quality of public waters, preserve wildlife, protect the tax base and protect and promote the health, safety and general welfare of the people of the Village.

### **Shoreland and Floodplain Ordinances**

Shoreland/Floodplain ordinances have jurisdiction over all shorelands and identified wetlands in the unincorporated areas of a county. Door County administers its shoreland/floodplain ordinance in the unincorporated areas of the county. Shoreland zones are those areas within 300 feet of a navigable river or stream, 1,000 feet of a navigable lake, pond or flowage or to the landward side of the 100-year floodplain, whichever distance is greater. Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in these areas is strictly regulated but may be permitted with specific design techniques. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115, 116, and 117 and is established in the Door County Zoning Ordinance. Floodplains within Door County are under the jurisdiction of the *Door County Floodplain Zoning Ordinance*. The areas regulated by this ordinance include all areas within the unincorporated portions of Door County which would be covered by the regional (100-year) flood. The areas within the regional flood are designated as such, on F.E.M.A. Flood Insurance Rate Maps, *100-Year Dam Failure Map* by Mead and Hunt Consulting Engineers, and the revisions in the Door County Floodplain Appendix. Uses within areas designated as the regional floodplain are regulated through a permitting process. The Door County Setback Ordinance is included in Chapter 3 of the *Door County Zoning Ordinance*, and requires that the setback from all navigable water shall be 75 feet from the ordinary high water mark. Navigable waters which the setback ordinance regulates include lakes, rivers, ponds, sloughs, flowages, and other waters which have a level of flow

sufficient to support navigation by a recreational craft on an annually recurring basis. These three ordinances are in force within the extraterritorial planning area of the village.

**CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the village of Ephraim was conducted in 2008. This land use information was then compiled into generalized land use categories and is presented in TABLE 22. As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning.

**TABLE 22 : Village of Ephraim 2008 Land Use Summary**

<u>Land Use Type</u>	<u>Total Acres</u>	<u>% of Developed/ Undeveloped Land</u>	<u>% of Total Land</u>
<b><u>Developed</u></b>			
Residential	1117	86.50%	47.30%
Commercial	146.2	11.30%	6.20%
Governmental-Utility-Village Owned	26	2.00%	1.10%
Parks & Recreational	3.3	0.30%	0.10%
<b>Total Developed Acres*</b>	<b>1,292.50</b>	<b>100%</b>	<b>54.70%</b>
<b><u>Undeveloped</u></b>			
Croplands-Pasture	45.98	5.20%	1.90%
Woodlands	392	44.60%	16.60%
Swamps-Wetlands	191.8	21.80%	8.10%
Mixed/Other Areas	249.7	28.40%	10.60%
<b>Total Undeveloped Acres</b>	<b>879.5</b>	<b>100%</b>	<b>37.20%</b>
<b><u>Peninsula State Park</u></b>			
	<b>190.11</b>		<b>8.10%</b>
<hr/>			
<b>Total Land Area</b>	<b>2,361.56 acres</b>		<b>100%</b>

\* Of the 1,292.5 acres of developed land in the village of Ephraim 538.47 acres are under-developed. Lands considered underdeveloped contain 3 times the acreage required of the respective zoning district.

**TABLE 23 : Village of Ephraim 2008 Land Use Summary**

<b>Land Use Type</b>	<b>Total Acres</b>	<b>% of Residential/ Comm'l/Park Land</b>	<b>%of Total Land</b>
<b><i>Residential</i></b>			
Developed	681.77	33.90%	28.90%
Undeveloped	857.27	42.70%	36.30%
Underdeveloped	469.71	23.40%	19.90%
<b>Total Residential Acres</b>	<b>2,008.75</b>	<b>100%</b>	<b>85.10%</b>
<b><i>Commercial</i></b>			
Developed	146.2	89.90%	6.20%
Undeveloped	11.87	7.30%	0.50%
Underdeveloped	4.63	2.80%	0.20%
<b>Total Commercial Acres</b>	<b>162.7</b>	<b>100%</b>	<b>6.90%</b>
<b><i>Peninsula State Park</i></b>			
Developed	190.11	100%	8.10%
Undeveloped			
Underdeveloped			
<b>Total Park Acres</b>	<b>190.11</b>	<b>100%</b>	<b>8%</b>
<b>Total Land Area</b>	<b>2,361.56</b>		<b>100%</b>

### Village Area

The village of Ephraim encompasses approximately 2,361 total acres of land. Of this, 1,292.5 acres, or 54.7 percent of the village, are developed, 879.5 acres (37.2 percent) of the village is undeveloped land, and the remaining 190.11 acres make up part of Peninsula State Park.

### **Residential Land**

Residential land accounts for approximately 85.1 percent of the total land in the village. It is the largest developed land use in the village at 1,117 acres. And also holds the largest concentration of undeveloped land at 857.27 acres or 97.5 %. The 2,008.75 acres of residential land are scattered throughout the village with concentrations along the bay.

### **Commercial Land**

Commercial land in the village of Ephraim totals 162.7 acres, or about 6.2 percent of the land in the village. There are three commercial areas in the village one in the downtown, one along the southern end of Hwy 42, and one on the northern end of Hwy 42. Establishments within the village include commercial transient lodging establishments, art galleries, restaurants, and shops. 89.9% of the commercial land area is developed.

### **Governmental/Utilities/Village Owned**

Governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety. This area also includes public utilities and village owned recreation areas. Within the village this accounts for 26 acres of land including the village hall, library, administration building, visitor center, wastewater treatment plant, and village owned parks.

### **Parks & Recreational**

Parks and recreational uses in the village of Ephraim include the beach, marina, and parks located within the village accounting for 303 acres of land.

### **Croplands- Pasture**

Land uses within this category are primarily lands that have been disturbed in the past either for agricultural purposes or cleared for development and allowed to go fallow. These lands are similar in character to agricultural pastures, but are not in active agricultural use. Less than two percent (45.98 acres) of the village falls within this category.

### **Woodlands**

Woodlands account for the second largest land use in the village at 392 acres of undeveloped land. This number represents 16.6 % of the total land in Ephraim, and 44.6% of undeveloped land.

### **Swamps/Wetlands**

Swamps/Wetlands account for the 191.8 acres or 8.1% of the land in the village of Ephraim. These parcels are found in the southern portion of the village.

### **Mixed/Other Areas**

This land use designation encompasses those properties within the village that do not fit into one specific category. This designation is comprised of only undeveloped parcels and can best be defined as being a mix of Croplands-Pasture with

## **LAND SUPPLY**

### **Amount**

The amount of land available for development within Ephraim is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands, floodplains, areas of steep slope, water resources, designated natural and scientific areas, parks and recreation areas, etc.). Taking into account the various factors which may affect development, it is determined that there are approximately 687.7 acres of developable lands within the village of Ephraim. The General Plan Design has identified areas to accommodate future growth projections along with market force considerations thus looking to develop within identified natural areas for residential, commercial, industrial or similar uses is not needed throughout the planning period. Developments, within this plan, will be afforded enough land options to incorporate open spaces, buffering, additional landscaping, etc.

### **Price**

The prices of residential and commercial lands vary depending on the surrounding land uses, location, access, services, along with other subjective factors. For example, residential prices can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. Waterfront properties attract significantly higher price listings. The pricing trend for the village of Ephraim is increasing on land as development pressures continue due to demand for additional seasonal property. Specific pricing information is too volatile to report within this plan.

### **Demand**

Based on building/zoning permit, the Village of Ephraim issued 37 housing permits for new residential construction from 1997 to 2006. If this trend were to continue, the village could expect nearly 75-100 new homes by the year 2030. Additionally, the demand for additional seasonal housing in Door County and the village of Ephraim is likely to continue putting greater pressure on the village to develop new residential areas and subdivide existing large parcels.

## **LAND USE ISSUES**

The village will need to update its zoning map upon completion of its plan to provide consistency between its land use plan and its land use controls. The village's zoning map needs to be updated to reflect current uses within the village of Ephraim and to reflect the village's plan design. There are opportunities for a variety of land uses in the future, especially as residential growth takes place in the historically agricultural areas, and commercial and industrial development takes place adjacent to residential areas. Requiring adequate screening, setbacks and buffering will alleviate much of the incompatibility as will additional village controls within the subdivision ordinance.

The General Plan Design addresses areas for uses with regards to their neighboring parcels and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. For example, should an area be identified for a possible industrial park, additional design standards would be determined by the village, and the location set to allow the least impact on neighboring uses not conducive to industry.

### **ANTICIPATED LAND USE TRENDS**

Analyzing data within past presented chapters, the following land use trends were developed for the planning period. It is expected that these trends will influence the village's future growth and preservation. The Village Board will need to address these trends over the next two decades in order to reach the village's desired vision. The following trends were used to provide direction in the development of the General Plan Design, along with the village's goals, objectives, and policies. Many of these trends are prevalent throughout the county and within adjacent communities.

1. The demand for residential developments adjacent to the village of Ephraim are likely to increase to receive adequate services and to preserve the rural nature of the surrounding town.
2. The village of Ephraim can expect a minimum of *100* additional dwelling units through the year 2030. *Adjacent communities such as Sister Bay are anticipating faster growth (500 additional units.)*
3. As computer technology continues to advance in global information (Internet), home occupations will likely increase.
4. Commercial uses are likely to increase, with primary locations being adjacent to *Water St.*
5. The village will experience a demand for services, as the median population age continues to increase and additional people relocate to the village from areas with greater services.
6. Continued global advances and movement towards green technology is likely to play an exponentially larger role in future building construction practices.

### **DEVELOPMENT STANDARDS**

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

The population projections found in Chapter 3 of this document can be used to provide the village with an adequate measure of the number of acres that will be needed to accommodate future growth. The following environmental and public utility considerations should be utilized to provide the village with an indication of which acreage of the municipality is best suited for development. Undeveloped lands exist within the village that will make it unnecessary to propose development within the village's remaining "environmental corridors" as defined

within the General Plan Design Map. These areas need to be preserved and integrated into the overall development of the village for future generations to enjoy. There are a few of these unique areas in the village, including wetlands, floodplains, and steep slopes, which can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention, groundwater filtration and flood control. The village currently is only partially sewerred; however the village should encourage more property owners to connect to the municipal sewer as a means to protect the watersheds and aquifers within the village in order to provide residents with safe drinking water.

### **Planning Criteria**

Planning criteria are developed in order to give the community a sense in which to base their land use recommendations. Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use developments. The criteria used by the village, when developing the general plan design, was based upon values identified by the State, Door County and the Village of Ephraim. The following *State of Wisconsin criteria* are based upon Smart Growth criteria (s. 66.1001) highly encouraged within community plans:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

11. Promotion of the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The *Door County Zoning Ordinance* has identified the following criteria for all the unincorporated areas within Door County:

1. Promote planned and orderly land use development.
2. Protect property values and the property tax base.
3. Fix reasonable dimensional requirements to which buildings, structures, and lots shall conform.
4. Prevent overcrowding of the land.
5. Advance uses of land in accordance with its character and suitability.
6. Provide property with access to adequate sunlight and clean air.
7. Aid in protection of groundwater and surface water.
8. Preserve wetlands.
9. Protect the beauty of landscapes.
10. Conserve flora and fauna habitats.
11. Preserve and enhance the county's rural characteristics.
12. Protect vegetative shore cover.
13. Promote safety and efficiency in the county's road transportation system.

The *Village of Ephraim* has identified the following criteria from the issue identification process, the village wide survey results, and the plan's goals and objectives:

### **Community Growth**

1. To maintain the village's character;
2. To provide for appropriate development while preserving the integrity of the environment;
3. To protect all future growth areas from incompatible development;
4. Cooperate with the town of Liberty Grove, Gibraltar, the county, and other surrounding villages and towns on future planning projects and boundary issues to minimize conflicts.

### **Residential**

1. Direct new development to appropriate locations to maintain the character of the village;

2. Situate higher density residential development in and adjacent to areas that minimize impacts upon the environment;
3. Residential developments should be directed to areas which will allow for compatible uses;
4. Direct multi-family developments toward areas that have the adequate facilities and services that they need;
5. Provide for a variety of quality housing opportunities for all segments of the village's current and future population including the disabled and the elderly.

### **Commercial/Parks**

1. Identify key locations for limited commercial development that addresses both its impacts on surrounding uses and the environment to minimize adverse impacts;
2. Consider both neighborhood commercial and highway commercial business ensuring they have adequate room to develop off-street parking and landscape buffers;
3. Cooperate with Door County, town of Liberty Grove, adjacent villages, and property owners on the maintenance of existing parks and any development of additional recreational opportunities.

### **General Plan Design Classifications**

The classifications listed below were utilized in the beginning of the development of the General Plan Design to assist the village with allocating various areas for the different types of land use. The village in some cases follows the standards set by the RPCs, and in other cases set village specific standards which the village believes are a better representation of the community's character and more fully meet the wishes of the village's citizens.

The General Plan Design uses **13 classes** of land use. The intent of the plan is for these classifications to be consistent with the zoning districts within the village's zoning ordinance that are in existence within the Village of Ephraim, to ease future implementation of the plan and coordination with the county. The General Plan Design Map's classifications, along with the village's land use strategy for each of the classifications is identified below:

- Rural Residential
- Single Family Residential
- Multi-Family Residential
- PRD's
- Protected Waterfront
- Lodging/Resort Commercial
- Service Commercial
- Retail Commercial
- Governmental
- Utilities
- Recreational/Open Space
- Natural Areas
- Wetlands

### **Rural Residential**

Permitted uses are recommended to be single family residential development with a minimum lot size of two acres. The intent of this classification is to maintain larger, single-family residential areas in a spacious, rural environment.

### **Single Family Residential**

Permitted uses are recommended to be single family residential development with a minimum lot size of one acre. The intent of this classification is to maintain good quality single-family residences and other compatible uses.

### **Multiple Family Residential**

Intent of this classification is to allow higher density residential development in the commercial district.

### **Planned Residential Development (PRD)**

Classification allowed within the R-1 and R-R zoning districts in which the intent is to allow the development of clustered, single family homes or duplexes, through condominium ownership, on larger tracts of land so that the maximum amount of green space is preserved.

### **Protected Waterfront**

Classification along the waterfront of Hwy 42. With the intent of preserving as much viewing space of Eagle Harbor as possible, this classification has limited development to the residences in existence as of January 1, 1998.

### **Commercial**

Due to the different types of commercial uses allowed in this classification, three categories will describe the uses and what is allowed in those categories based on the Village Plan Committee's recommendations.

1. **Lodging/Resort Commercial:** The category is primarily intended for existing lodging, hotel, motel, transient lodging, and resort commercial areas of the village.
2. **Service Commercial:** This category is intended for commercial service businesses located within the three commercial districts of the Village of Ephraim, comprised of realtor, financial, accounting, office, and trade type businesses.
3. **Retail Commercial:** Categorized by commercial business shops including but not limited to restaurants, stores, galleries, and shops.

### **Governmental**

This plan identifies a government services area, the library, churches and museums as governmental uses within this classification.

### **Utilities**

This classification identifies the village of Ephraim sewage treatment facility as the uses within the village throughout the planning period.

### **Recreational/Open Space**

This classification is meant to encourage the preservation of woodlands and valuable open spaces within the Village of Ephraim as well as to provide for existing and future park areas.

### **Natural Areas**

This area identifies the unique natural areas within the village that add to the ambiance of this historic village.

### **Wetlands**

Classification given to the vast wetland area found at the southern end of town and identification of its ecological importance.

## **DESIGN YEAR LAND USE PROJECTIONS**

Map 3 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and village-wide survey results. The Village Plan Committee met and reviewed village data and growth options. This analysis and review led to the development of the 2030 General Plan Design. The map is a visual representation of projected future land uses based on anticipated growth and existing property use. Every parcel in the village of Ephraim was analyzed, sorted, and documented resulting in accurate statistics as it applies to the acreage existing and available for individual uses. These statistics which are found above in TABLES 22 & 23 provided the basis for determining future development demand.

## **FIVE YEAR INCREMENTAL LAND USE PROJECTIONS**

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, and industrial land uses in the community over the twenty year planning period. The methodology used to project the Village's future residential land use acreage employed the projected housing needs presented in Chapter 3 of this document, an assumed dwelling unit per 1.8 acres ratio for each housing type, and a multiplication factor of (2.0) to allow for market flexibility. Based on this methodology, the Village would need to accommodate approximately 200 acres for future residential development over the 20 year planning period. With single digits of new homes being constructed annually the village anticipates as many as 100 units over the next 20 years. This number has been segmented equally giving the Village an average demand for residential development of 50 acres every 5 years. Based on the observation and analysis of commercial land use trends in the Village of Ephraim over the years it has been determined that little to no demand for additional acreage will be required to accommodate the future commercial needs of the Village of Ephraim. As a result of this trend 0 additional acres will be required to accommodate commercial growth in the Village of

Ephraim in the next 20 years. The village has not allocated any land for industrial uses on the 2030 General Plan Design. The village does not allow industrial uses.

## **DEVELOPMENT STRATEGY**

The classifications detail the type, location and density of use. This portion of the plan will detail further recommendations on the land uses within the village. The following text discusses each of the major future land use classifications as depicted on the General Plan Design MAP 3. It should be noted that the specified classification does not designate individual areas within the classification for development, rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within each classification.

### **Residential Development**

As residential development pressures continue, the town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural character of the village.

#### **Rural Residential**

The Rural Residential development areas are intended to promote orderly and efficient growth that is consistent to the land uses in the district located in the outlying areas of the village. This district is intended to provide for the location of residences, certain agricultural uses and certain other land extensive uses situated on relatively large parcels in a spacious, rural environment. It is the intent that these areas develop at minimum lot sizes of two (2) acres or greater. This will help to preserve the open spaces, viewsheds and natural settings that are prevalent around the edges of the village

#### **Single Family Residential**

The Single Family Residential development areas are intended to provide for single family residential development and other uses compatible with single family residences. Development is recommended on a minimum one (1) acre lot size with 20% allowable lot coverage

#### **Multi-Family Residential**

The High Density Multi-Family Residential uses allowed in the commercial district at a density of eight (8) units per acre. Footprint maximums are to be enforced the same as for transient lodging. All such units shall be sewered.

#### **Planned Residential Development**

Conditional use in both the R-1 and R-R zoning districts a PRD requires a minimum of five (5) acres and limits lot coverage to 20% in R-1 and 10% in R-R. It is the intent of this

classification to provide the opportunity for the community to participate in the development of clustered, single-family homes (or duplexes), through condominium ownership, on larger tracts of land so that a maximum amount of green space is preserved.

### **Protected Waterfront**

These sites are situated on the shore of Green Bay and are generally identified by small cottages and open shoreline. Residential development in this district is limited to the maintenance, remodeling, and redevelopment of those single family residences in existence.

### **Commercial Development**

This district is intended to provide for the location of retail shops, offices, service and business establishments, commercial transient lodging and related uses, and on a conditional use basis, multiple-occupancy residential housing. The district has 3 subareas, namely Commercial North (C-N), Commercial Center (C-C), & Commercial South (C-S).

### **Lodging/Resort Commercial**

These sites are envisioned to fulfill the needs of the residents plus capitalize on high traffic volumes, number of visitors, good visibility, access on a major state highway, and have ease of access and enough area to accommodate off-street parking and landscaping. These sites are located within the three commercial districts and serve as hotels/motels/commercial transient lodging facilities.

### **Retail Commercial**

The Commercial/Retail category accounts for businesses such as restaurants, shops and other existing commercial uses found within the village. It is the intent of this plan that these existing establishments continue throughout the 20 year planning period. In addition, home occupational businesses also fall into the Commercial/Retail category. The village will need to ensure that what home occupational businesses exist do not outgrow their current location or become nuisances to adjoining land owners. While home occupational businesses are allowed, in some cases by conditional use, in all zoning districts, those businesses that expand should be encouraged to locate their business in the areas designated as commercial. Overall, as with any kind of development, when commercial development is proposed within the village, the Village Plan Commission and Village Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits.

### **Service Commercial**

It is the intent of this plan to see that the Village Plan Commission and Village Board continue to monitor services provided to the village residents. These officials will work with adjoining communities and Door County to help provide future services as effectively and efficiently as reasonably possible. The village should continue to monitor private wells

throughout the village, and explore options for maintaining the level of services from the fire department, the Door County Sheriff's Department and other service providing entities. It is recommended that the village continue to cooperate with the town of Liberty Grove, other nearby communities and Door County in maintaining and enhancing the recreational facilities in the area. The village should utilize the Pavement Management Program developed by BLRPC to assist in maintaining the roads in the future. Grant and aid programs shall be explored by the village when considering improvements to any of the village services. The village will continue to work with adjoining villages and Door County in order to best protect the residents' quality of life.

### **Utilities**

The village should ensure that services such as sewer, water, electric, and internet services provided to village residents are adequate and will be available through the planning period.

### **Recreational/Open Space**

Future recreational development should be planned and encouraged in areas along the waterfront and in any new subdivisions and/or large developments.

### **Natural Areas**

The preservation and protection of natural areas within the Village of Ephraim will become increasingly important as population and development pressures increase. Many natural features are either unsuitable for development, enhance the appearance of the community, improve natural processes such as flood control, water retention or groundwater recharge. The Village of Ephraim has a number of significant natural features including wetlands, large stands of trees, and the bluffs associated with the Niagara escarpment. This plan recommends that the natural features within the village remain in their natural state or be minimally modified for possible recreational use. Environmental corridors are represented by four elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands, steep slopes of 20 percent or greater, and a 75-foot setback from all navigable waterways as defined by the Village of Ephraim Shoreland Zoning Ordinance. These four elements provide serious limitations to development and the floodplains, wetlands and the 75-foot building setback are generally regulated by either the federal, state, or county government. Together, these elements represent the areas of the village that are most sensitive to development and should be preserved. Using the environmental corridors as a guide when reviewing proposed developments will give the village background information on what areas the village residents believe are important to maintaining the village's rural character and the quality of its natural resource base. The village should direct development away from environmental corridors as much as possible. Impacts should be minimized to the fullest extent possible when developments are permitted. Additionally, it is encouraged that the village preserve large natural areas and or features within possible subdivisions to enhance/retain buffers between residential uses and transportation routes, plus that agricultural operations should be buffered from waterways by adequate natural vegetation.

## **Transportation**

The transportation network in the Village of Ephraim is adequate, given that State Highway 42 and County road Q are found within the village. The local road system that is in place sees limited traffic flow with the exception of Moravia St. which accomidates heavier traffic resulting from those looking to bypass the busy streets of downtown Ephraim. Road condition surveys should be continued so that a long term maintenance and repair schedule can be established and prioritized.

## **IDENTIFIED “SMART GROWTH” AREAS**

During the planning process, the Village of Ephraim Plan Committee developed a recommended land use plan (MAP 3) which identifies how the village will develop and preserve its lands throughout the planning period. During this process the Plan Committee identified areas that are considered “smart growth areas”. According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.” The “smart growth areas” within the village of Ephraim are found village wide. Existing commercial areas in the heart of the village can accomidate mixed uses while our outlying residential areas that remain relatively undeveloped can accomidate all future residential demand. The character of the Village of Ephraim’s landscape and architecture is its calling card and why the Village of Ephraim’s “Smart Growth” area has been defined as the entire village, rather than a small piece of it.

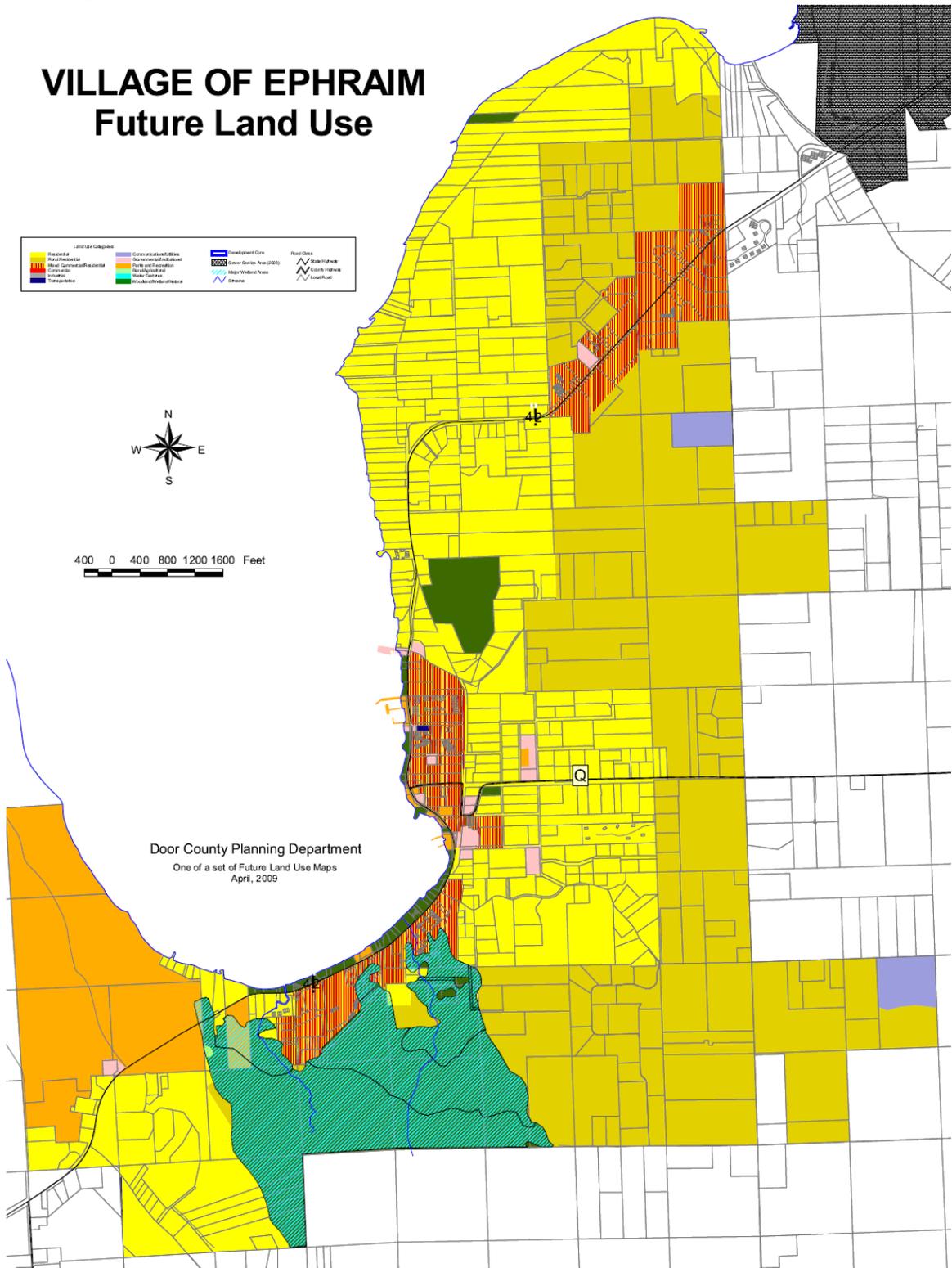
## **SUMMARY**

Overall, the Village of Ephraim 2030 General Plan Design is the result of years of preparation and work done by many smart growth sub-committees as well as the Village of Ephraim Planning Committee, and addresses several issues including:

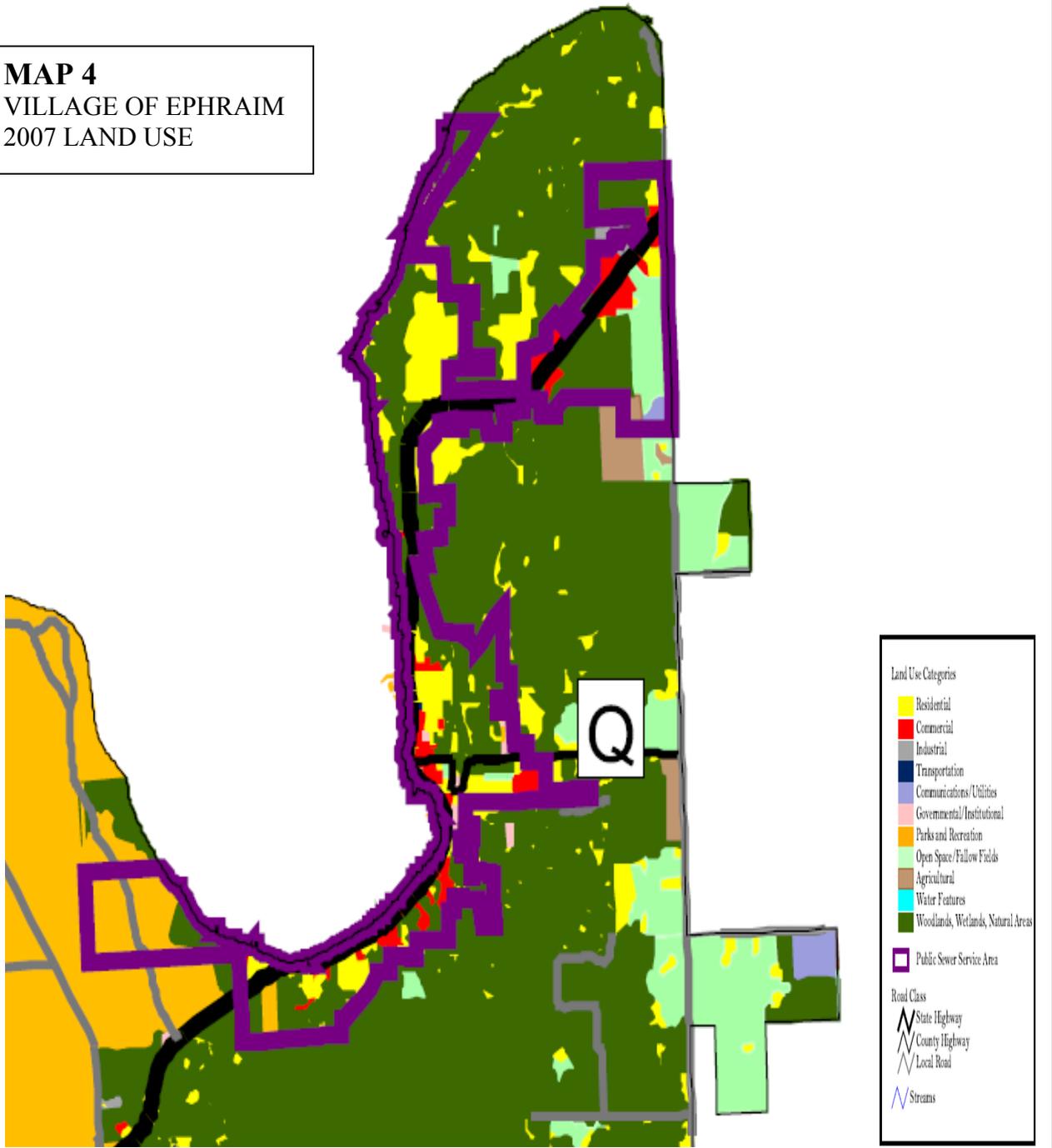
- Ensure that development and redevelopment occurs in a planned and coordinated manner to maintain our village character, working with our smart growth plan and neighboring municipalities as necessary to encourage compatible growth.
- Acknowledge the importance of Ephraim’s history and historic district, and the role it plays from a cultural, social, and economic standpoint, encouraging organizations that advocate these qualities.
- Protect our natural and environmental resources by encouraging development that preserves our natural features through good stewardship and educational opportunities.
- Provide for a broad range of future residential housing needs in a planned and coordinated manner by utilizing municipal utilities and rehabilitating existing homes.
- Maintain a viable business community by keeping an open dialogue with local businesses, developing sensible and historically sensitive policies, and continuing to explore the expansion of low impact commercial uses.

# MAP 3

## VILLAGE OF EPHRAIM Future Land Use

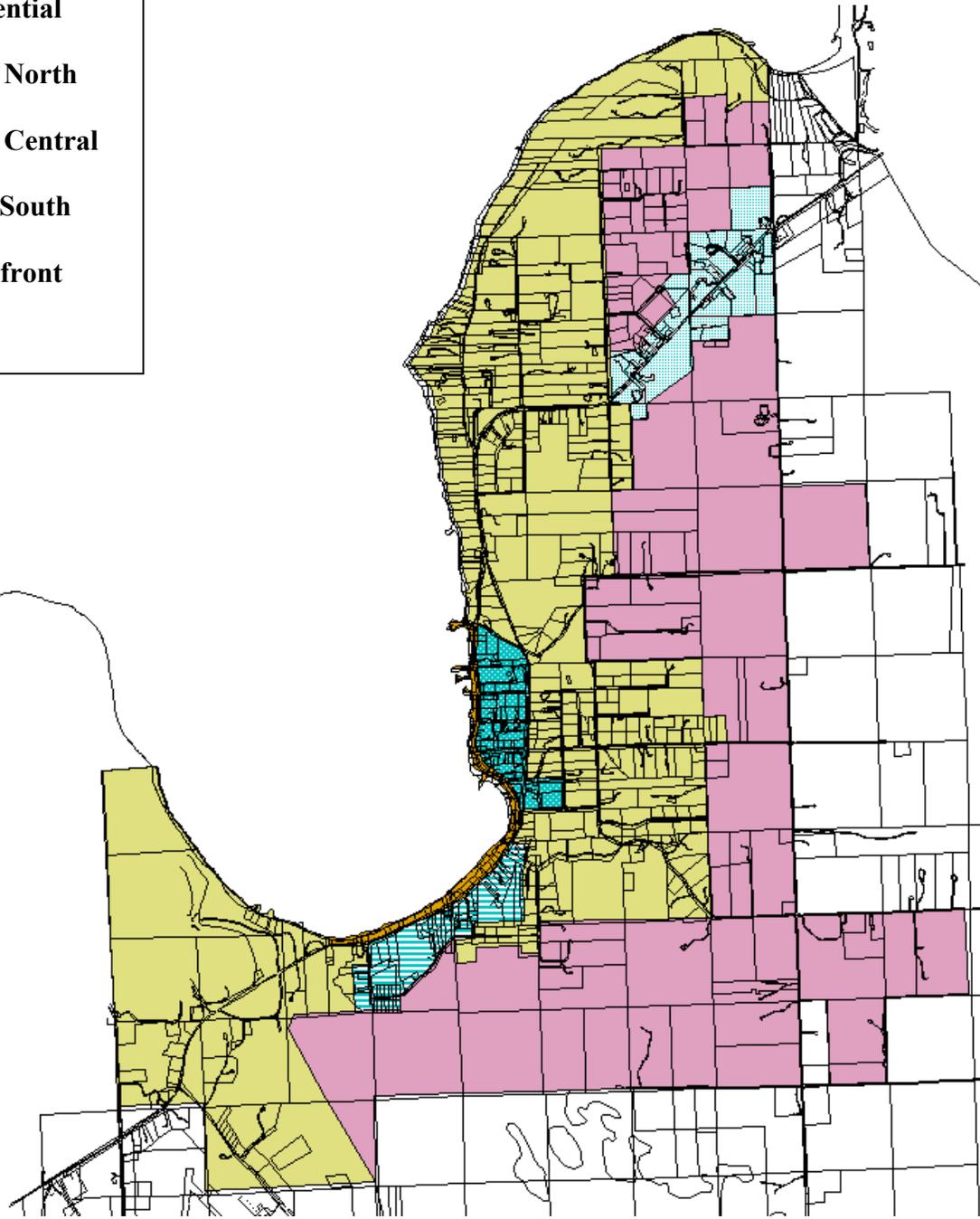


**MAP 4**  
**VILLAGE OF EPHRAIM**  
**2007 LAND USE**



# MAP 5 – CURRENT ZONING

-  **R1 Single-Family Residential**
-  **RR Rural Residential**
-  **CN Commercial North**
-  **CC Commercial Central**
-  **CS Commercial South**
-  **Protected Waterfront**



# **CHAPTER 9**

## **Implementation**

### **INTRODUCTION**

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

1. Carrying out the recommendations in the Plan for specific projects
2. Using the Plan as a guide to public and private decision-making on matters that relate to the development of the Village; for example, a rezoning request.
3. Reviewing and amending the Plan as changes in the demographics, economy, or political climate occur.

This Chapter provides information on the Comprehensive Plan amendment/update process and its overall use by the Village of Ephraim. More specific information on various statutory powers, which the Village may utilize to implement the Year 2009 Comprehensive Plan, are also included in this chapter.

### **Role of the Plan**

The Comprehensive Plan must be in conformance with the land use controls governing the Village. If a decision is made that is inconsistent with the Plan's goals, objectives, vision statement, or general plan design, the plan must be amended to reflect this change in policy before the decision can take effect.

### **Roll of the Elected Officials**

The elected officials must make their decisions from the standpoint of overall community welfare – tempered by site-specific factors. They must balance the recommendations made by the plans and policies, the objectives of the applicant, the technical advice of the staff, and the recommendations of advisory committees, with their own judgment on the matter at hand.

## **LAND USE PLANNING RECOMMENDATIONS**

### **Zoning**

The Village of Ephraim administers its own zoning ordinance. Some future land use classifications may require rezoning in order to become effective. The village will need to stand firm on the minimum zoning standards.

- A comparison between the preferred land uses and the Village Zoning Ordinance to determine compatibility of text and realignment of boundaries within various districts should take place. The Village of Ephraim should work in amending the zoning to reflect the village's needs, the citizen's desires, and the historical integrity, which may mean the development/re-development of additional, existing, or overlay zoning districts.

### **Official Maps**

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

The official map serves several important functions:

1. It helps assure that when the village acquires lands for streets, etc., it will be at a lower vacant land price.
  2. It establishes future streets that subdividers must adhere to unless the map is amended.
  3. It makes potential buyers aware that land has been designated for public use.
- The village may choose to begin the official map process in areas where more intensive development is likely to take place. Further, corresponding roads and utilities to provide efficient traffic movement and smart development.

### **Erosion and Storm Water Control Ordinance**

Under 61.354 of the Wisconsin Statutes, the village may enact a construction site erosion control and storm water management zoning ordinance. The purpose of such an ordinance is to

protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The Village of Ephraim should support recent ordinance work done at the county level and look at possibly updating ours or adopting a new ordinance.

### **Sanitary Codes**

Groundwater protection is of great importance to the Village of Ephraim and to the surrounding communities. The Village, Door County, and the State of Wisconsin should work together to ensure strict compliance with all sanitary codes. Any future changes to code minimum standards should be monitored closely in order to protect the residents, the land, and consequently, its associated property value.

## **COMPREHENSIVE PLAN DEVELOPMENT PROCESS**

The Comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objects, policies, and programs. Utilizing community based focus groups as well as a comprehensive survey; key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, population statistics, housing data and an inventory of the infrastructure, a set of goals, objectives, policies, and programs were developed in order to determine a desired vision for the planning period. The identified vision, goals, and strategies expressed within were utilized to determine the final General Plan Design as well as the specified implementation actions the village will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements.

## **PROCESS FOR UPDATING PLAN**

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

## CHAPTER 9 - SMART GROWTH IMPLEMENTATION SCHEDULE

### AGRICULTURAL, CULTURAL, NATURAL RESOURCES

Element	Core Group	Cooperators	Funding	Schedule
<b>Objective #1</b>				
<b>Continue Ephraim's rich cultural traditions for the benefit of present and future generations.</b>				
* Consider developing a plan that further promotes and protects the cultural and historical identity of the Village of Ephraim	Village Board Plan Committee Administrator Zoning Admin.	EHF, Hardy	N/A	2010 -
<b>Objective #2</b>				
<b>Ensure that residents are regularly apprised of air quality conditions all while working to deminish the amount of air pollutants that impact the Door County environment.</b>				
* Continue to participate in all efforts to improve air quality in the Village	Village Board Administrator Zoning Admin.	DNR, EPA	N/A	2010 -
<b>Objective #3</b>				
<b>Work with, and support, state and federal efforts to clean up Lake Michigan</b>				
* Consider developing and implementing ordinances which reduce the amount of polutants considered detrimental to Lake Michigan water quality.	Village Board Plan Comm Administrator Zoning Admin.	Wastewater Comm DNR EPA	N/A	2010-
* Consider steps to reduce the avian population at the beach which in turn will improve Lake Michigan water quality and the water quality at the village.	Village Board	DNR	N/A	2010-

* The Village should be supportive of the efforts of the Wisconsin DNR, the Environmental Protection Agency, and Door County to enact regulations that lead to a cleaner Lake Michigan	Village Board	Zoning Admin. Plan Comm	N/A	2010-
<b>Objective #4</b>				
<b>Regularly monitor both private and public sources of wellwater for microbial contamination, and prepare to swiftly deal with said contamination.</b>				
* Consider implementation of a Well Head Protection Plan	Wastewater Comm. Village Board DNR	Administrator Zoning Admin.	N/A	2010-
* Support the Wisconsin DNR in identifying and eliminating sources of contamination in the area.	Zoning Admin. Wastewater Comm.	Administrator	N/A	2010-
<b>Objective #5</b>				
<b>Find ways to protect and preserve the geologically and environmentally sensitive rock formation known as the Niagara Escarpment</b>				
* Review of the ordinances that provide protection of the Escarpment while permitting reasonable land use.	Village Board Plan Committee Zoning Admin	Administrator	N/A	2010-
* Continue review of ordinances as they pertain to the Niagara Escarpment	Plan Committee Zoning Admin.	Administrator Village Board	N/A	2010-
* Educate property owners on the importance of the Niagara Escarpment	Plan Committee Zoning Admin.	Administrator Village Board	N/A	2010-
<b>Objective #6</b>				
<b>To preserve and maintain Ephraim Nature Preserves</b>				
* Consider regular review of land use ordinances regarding unique natural areas.	Village Board Plan Committee Zoning Admin.	Administrator	N/A	2010-
* Consider land purchase opportunities adjacent to existing village properties.	Administrator	Plan Committee		2010-



<b>Objective #4</b>				
<b>Encourage a variety of housing options in an environmental and cost effective manner.</b>				
* Annual review of building codes and ordinances	Zoning Admin. Plan Comm.	Board of Trustees	N/A	2010-
* Consider establishing a committee to advise the Board of Trustees and the Plan Committee on the land use and housing trends observed and our possibilities for the future.	Board of Trustees Plan Comm.	Zoning Admin	N/A	2012-2015
<b>Objective #5</b>				
<b>Encourage the adaptable re-use of existing, and underutilized, housing units.</b>				
* Inventory existing housing units.	Zoning Admin.	Plan Committee Village Board	N/A	2010-
<b><u>ECONOMIC DEVELOPMENT</u></b>				
<b>Element</b>	<b>Core Group</b>	<b>Cooperators</b>	<b>Funding</b>	<b>Schedule</b>
<b>Objective #1</b>				
<b>Ensure the long-term stability of the economy of Ephraim while working with businesses to market Ephraim for it's strengths.</b>				
* Consider regular review of services offered by the village and periodically adjust in order to continue attracting visitors to the Village based ever changing technology and target audiences.	Plan Committee Village Board	Administrator	N/A	2010-
* Continued review of the ordinances with emphasis on the economic impact they may have on Ephraim businesses and services	Zoning Admin Plan Committee	Village Board Administrator	N/A	2010-
<b><u>TRANSPORTATION</u></b>				

<b>Element</b>	<b>Core Group</b>	<b>Cooperators</b>	<b>Funding</b>	<b>Schedule</b>
<b>Objective #1</b>				
<b>Foot traffic/ Facilitate walking and/or bicycle traffic throughout the village to incorporate all shopping clusters</b>				
* Confer with surrounding communities	Admin/Zoning Adm	Plan Committee	N/A	2010-
* Map possible routes for foot/bike	Plan Committee	Historic Preservation	N/A	2010-
* Get estimated costs and check grants	Admin/Phys Facil	Board	Recreational Trails/	2010-
* Budget path and implement	Admin/Phys Facil	Board	Stewardship/DOT	2012-2015
<b>Objective #2</b>				
<b>Facilitate public transportation from South Ephraim through Sister Bay, such as with the use of a trolley.</b>				
* Determine if Ephraim/Sister Bay willing to do a trial run	Admin office	Admin/Boards of Eph & Sis Bay	N/A	2010-
* Check on costs and grants available	Admin office	Sister Bay	Stewardship/DOT	2010-
* One-year trial and feasibility study	Phys Facil Board	Board Boards of Eph & Sis Bay	Room Tax Stewardship/DOT Room Tax	2010 2011-2020
<b>Objective #3</b>				
<b>Examine road conditions, hazards, speed limit challenges</b>				
* Assessment of traffic, signage and speed limits	Phys Facil	Board/DOT/County	N/A	2010-
* Determine areas where accidents occur	Admin Office	Sheriff's Dept	N/A	2010-
*Assess condition of roads, existing hazards	Phys Facil	Maintenance Supervisor	N/A	2010-
<b>Determine if extra signs, lighting, stop signs, extra roads are needed</b>				





* Look at reduced recycling costs by utilizing volunteers or seasonal staff with lower wages	Village Administrator	Maintenance Supervisor Phys Facil/Util C'tee	Minimal	2010- annually
<b>Objective #5</b>				
<b>On-Site Wastewater Treatment</b>				
<b>Monitoring of private systems</b>				
* Work with the County in monitoring on-site systems	Door County Sanitarian	Plant Manager Plant Staff Wastewater C'tee Village Board	N/A	2010-
* Encourage connection to sewer when financially feasible	Plant Manager	Zoning Administrator Wastewater C'tee Village Board	N/A	2010-
<b>Objective #6</b>				
<b>Parks</b>				
<b>Ensure the quality and maintenance of parks; acquire property as feasible</b>				
* Develop a schedule of inspection, maintenance and upgrades on all village parks	Phys Facil/Util C'tee	Maintenance Staff	N/A	2010-
* Review of parks for use and amenities	Phys Facil/Util C'tee	Maintenance Staff Coastal Management C'tee Village Board	Recreation grants Tax levy	2010- annually prior to budget
<b>Plan for purchase of a north-end Village park</b>				
* Begin a capital reserve fund for purchase	Village Board	Phys Facil/Util C'tee	to be determined - on the tax roll	2010-
* Get rights-of-first refusal for open spaces in north end of the village.	Village Administrator	Village Board Phys Facil/Util C'tee	Minimal	2010-
* Develop a needs assessment for amenities in the north-end park	Phys Facil/Util C'tee	Village Administrator	N/A	2010-

		Maintenance Staff Village Board		
* Purchase and develop north-end park	Village Board	Phys Facil/Util Village Administrator	Stewardship Grant WI Trailhead Facil Grant LAWCON grant	2011
<b>Update brochures for visitors on parks and Parking</b>	Village Administrator	Village Office Staff Ephraim Business Council	Room tax funds	2010-
<b>Objective #7 Cemeteries</b>				
<b>Explore possibility of Village-owned cemetery as space becomes less available at local cemeteries</b>	Village Administrator	Village Board Phys Facil/Util C'tee	Veterans Assoc Grants Nat'l Cemetery System Grants	2012
<b>Objective #8 Health Care Facilities</b>				
<b>Maintain and enhance health care facilities available</b>				
* Develop pool of information to make available to residents and visitors	Village Administrator	Village Office Staff Community Protection C'tee Village Board Ephraim Business Council	N/A	2010- annually
* Encourage and support EMT Training	Fire Chief	Community Protection C'tee Village Board	EMSgrantshelp.com WI Dept of Health Grants	Annually
<b>Objective #9 Police, Fire &amp; Rescue</b>				
<b>Increase of County services for police protection and efficiency in fire protection services</b>				
* Possible Consolidation of Northern Door Fire services	Ephraim FD	Village Board Neighboring Communities		2010-







* Cooperation with Liberty Grove/Sister Bay on Ephraim - Gibraltar Airport	Board	Airport Commission/ Sis Bay/Lib Grove Boards	Friends of Airport/ LG/Sis Bay Boards	2010-
* Establishment of an intergovernmental service agreement for sewer use Liberty grove/Gibraltar	Wastewater	Eph/Lgrove/Gib Boards	N/A	2010-
* Cooperation with Tourism Zone Commission in monitoring progress of DCVis Bureau	TZC reps	Admin office/Board	N/A	2010-
* Exploring better coverage by EMTs and first responders, maintain ephraim staff	Comm Protection	Board	Homeland Security/ USDA Rural Pub Safety	2010-
* Economic Development Committee established with neighboring communities	Board	Eph/Sis Bay/Gib Boards/ Business Council	N/A	2010-
<b>Objective #2</b>				
<b>Work with neighboring municipalities on policies of zoning matters to minimize inconsistencies</b>				
* Consider a joint intergovernmental plannin/zoning committee to identify inconsistencies	Plan Committee/ Zoning Admin	Board	N/A	2010-
* Discuss with neighbors establishing their own zoning ordinances	Board	Lib Grove/BH Boards Munic Taxp-Coalition/ DC Planning	N/A	2010-
<b>Objective #3</b>				
<b>Work with neighbors regarding unique natural features and other land uses that cross borders</b>				
* Protection of bluffs and wetlands	Zoning Admin/Plan	Sis Bay/Gib/Lib Grove Boards	EPA Wetland Program Develop Grant/ USDA Rural Developmt DNR Runoff Mgt Grant/	2010-2015  2010-2015

* Protection of stormwater runoff corridors	Zoning Admin/Plan	Door County Soil and Water	Freshwater Future Grant/ WI Waterfront Initiative	2010-
<b>Objective #4</b>				
<b>Quarterly meetings of a Northern Door Coalition to address mutual problems and needs</b>				
* Establish rapport and continued dialogue	Admin office	Munic Tax-Coalition	N/A	2010-
* Discuss solutions to economic fluctuations in the county	Admin office/Board	EBC/Munic Tax-Coalition	Tourism Cares Grant/ Dept of Tourism Joint Effort Marketing grant USDA Rural Public Safety	2010-
* Consider growing vandalism, crime and drug problems in the county	Board	Sheriff's Dept/HELP of DC/Munic Tax-Coalition	N/A	2010-
* Taxpayer property maintenance issues	Zoning/Admin office	Plan Committee/HPC/ Munic Tax-Coalition	Dept of Commerce Blight Elimination Program	2010-