



Green Lake County
Comprehensive Plan

PLANIMETRIX

Comprehensive Land Use Planning

Green Lake County - Comprehensive Plan

Land Use Planning and Zoning Committee

Wyndham Gary, Chairman
Orville Biesenthal, Vice Chairman
John Brennan
Joe Draeger
Gus Mueller

Prepared by:

PLANIMETRIX

Comprehensive Land Use Planning

e-mail: dave@planimetrix.org

Phone: 920.465.8000 3322 Nautical Ave. Green Bay, WI 54311

TABLE OF CONTENTS

<u>I. INTRODUCTION</u>	<u>1</u>
A. Defining a Comprehensive Plan	
B. Planning in Green Lake County	
C. Introduction to the County	
<u>II. LAND USE VISION & GOALS</u>	<u>4</u>
A. Community Vision	
B. Land Use Goals	
<u>III. COUNTY HISTORY</u>	<u>7</u>
<u>IV. PHYSICAL CHARACTERISTICS & NATURAL RESOURCES</u>	<u>8</u>
A. Introduction	
B. Soils/Suitability for Development	
C. Wetlands/Surface Water	
D. Topography & Drainage Patterns	
E. Vegetative Cover	
F. Environmentally Sensitive Areas	
G. Conservation and Management	
<u>V. AGRICULTURE</u>	<u>16</u>
A. Characteristics & Trends	
B. Alternative Methods	
<u>VI. POPULATION CHARACTERISTICS & PROJECTIONS</u>	<u>21</u>
A. Characteristics & Trends	
B. Population Projections	
<u>VII. HOUSING CHARACTERISTICS & TRENDS</u>	<u>29</u>
A. Housing Inventory	
B. Housing Stock	
C. Household Income Statistics	
D. Housing Needs & Affordability	

VIII. ECONOMIC CHARACTERISTICS & TRENDS **35**

- A. County Economic Base
- B. Labor Force Characteristics & Trends

IX. TRANSPORTATION FACILITIES & NEEDS **38**

- A. Transportation Facilities, Road Inventory & Traffic Trends
- B. Road Quality & Maintenance
- C. Transportation Needs

X. PUBLIC FACILITIES **45**

- A. Utilities and Community Facilities
- B. Policies and Programs

XI. LAND USE PATTERNS & TRENDS **48**

- A. Current Land Use Patterns
- B. Summary of Community Survey Results
- C. Community Growth and Change
- D. Land Needed by Type of Development
- E. Criteria for Future Land Use
- F. Recommended Future Land Use Patterns

XII. INTERGOVERNMENTAL COOPERATION **55**

- A. Multi-jurisdictional Planning Efforts
- B. Intergovernmental Cooperation
- C. Planning with the Local Communities
- D. Timeline for Green Lake County's Joint Planning Efforts

XIII. IMPLEMENTATION & RECOMMENDATIONS **59**

- A. The Vision
- B. Guidance from Community Survey Results
- C. Goals & Objectives
- D. Implementation and Action Planning

Attachment A – Strategies **66**

Attachment B - Public Participation Plan **74**

Attachment C – Summary of Local Plans **76**

LIST OF FIGURES AND MAPS

INTRODUCTION

Map 1 County Location

PHYSICAL CHARACTERISTICS & NATURAL RESOURCES

Map 2 General Soils Associations
Map 3 Topography & Natural Resource Areas

Figure 1 Land Classes By Percentage of Total Land Area

POPULATION CHARACTERISTICS & PROJECTIONS

Figure 2 Population Trends, 1970-2000
Figure 3 Percent Change in Population, By Decade
Figure 4 Comparison of Age Groupings, 1990 & 2000
Figure 5 Elderly as Percentage of Total Population, 2000
Figure 6 Education Levels for Residents Age 25 & Older, By Percentage
Figure 7 Population Projections, 1970-2023
Figure 8 Projected Population, Number of Households & Density, 1980-2023
Figure 9 County Population By Age Group, 2003-2023
Figure 10 County Population Projections, Ages 0-24, 2003-2023
Figure 11 County Population Projections, Ages 25-54, 2003-2023
Figure 12 County Population Projections, Ages 55 & Over, 2003-2023
Figure 13 Population Projections for Local Cities & Villages, 1970-2023
Figure 14 Population Projections for Local Towns, 1970-2023

HOUSING CHARACTERISTICS & TRENDS

Figure 15 Number of Housing Units, 1990 & 2000
Figure 16 Owner or Renter Occupied Housing, By Percent, 1990 & 2000
Figure 17 Value of Housing Units, By Percentage
Figure 18 Median Value of Owner Occupied Housing Units, 1990 & 2000
Figure 19 Total Housing Units, by Year Built
Figure 20 Household Income of Year-Round Households

ECONOMIC CHARACTERISTICS & TRENDS

- Figure 21 Industry of Employed Persons, 16 years & Over
Figure 22 Travel Time of Workers, 16 Years & Over

TRANSPORTATION FACILITIES & NEEDS

- Figure 23 Opinion Survey Results for County Road Quality
Figure 24 Opinion Survey Results for County Road Maintenance

Map 4 Transportation & Public Facilities

LAND USE PATTERNS & TRENDS

- Figure 25 Opinion Survey Results – ‘The Land Use Changes I See Are Positive’
Figure 26 Total Housing Units & Acreage Projections

Map 5 Current Land Use
Map 6 Zoning
Map 7 Future Land Use

I. INTRODUCTION

A. Defining a Comprehensive Plan

The comprehensive plan serves as a blueprint for the community's physical development. The plan also clarifies the relationship between physical development policies and social economic goals. Based on the information in the plan, the plan becomes a public guide to community decision-making. The comprehensive plan is usually the only public document that describes the community as a whole in terms of its complex and mutually supporting networks.

Components of a comprehensive plan encompass many of the functions that make a community work, such as transportation, housing and agriculture as well as other land uses. The plan also considers the interrelationships of those functions. The comprehensive plan reflects broad community interests and values; it is built upon economic growth estimates, population trends, and the condition of the natural and historic resources. Comprehensive planning therefore helps coordinate the various plans, programs, and procedures of a community by providing information which is vital to the functioning of a community. Implementation of the comprehensive plan must be linked to the local budget, cooperation with other units of government, and the needs and capabilities of the private sector.

Why a comprehensive plan is important to the County

When a County develops and adopts a comprehensive plan it has officially made a statement of the government's policy regarding the physical development of the community. The existing community, local officials, and potential new residents and business will know how the County envisions its future.

Comprehensive plans are policy oriented. (A policy is a rule or course of actions that guides or directs future actions.) Comprehensive plans provide an assessment of a community's needs; a statement of a community's values, as well as measurable steps that can be taken to achieve one or more goals. The plan provides a long-term perspective to guide short-term community decisions.

How does a comprehensive plan work?

There is a fundamental function of how a comprehensive plan operates. A comprehensive plan is:

- *A guide to physical development.* It will help guide how, when, where, and why to build, rebuild, conserve and protect.
- *Long range* in perspective. It will express the future in terms of guiding statements as opposed to a rigid, precise future.
- *Internally consistent.* It will consider the interrelationships of each of the functional areas and different land uses.
- *Made up of policy statements.* It describes how the community wants to look in the future, what its character will be. (Rural, urban, suburban, etc.)
- *A guide to decision making.*

- *Fiscally feasible.*
- *Legally sound.*
- *Dynamic.* The plan will reflect a picture in time, as time changes and factors that created the original plan change so the plan must be changed.

In summary, the comprehensive plan is designed to serve as a long-range policy guide to the physical development of a community. It reflects the overall “vision” concerning future growth and land use. It establishes the policy parameters within which local land use operates. The plan should be fluid and amended as the foundations upon which it is based changes, but should not be modified to simply respond to an individual property owner’s desire to reach a higher level of development intensity than the plan would otherwise allow. Most importantly the comprehensive plan will need to reflect what the community as a whole wants.

B. Planning in Green Lake County

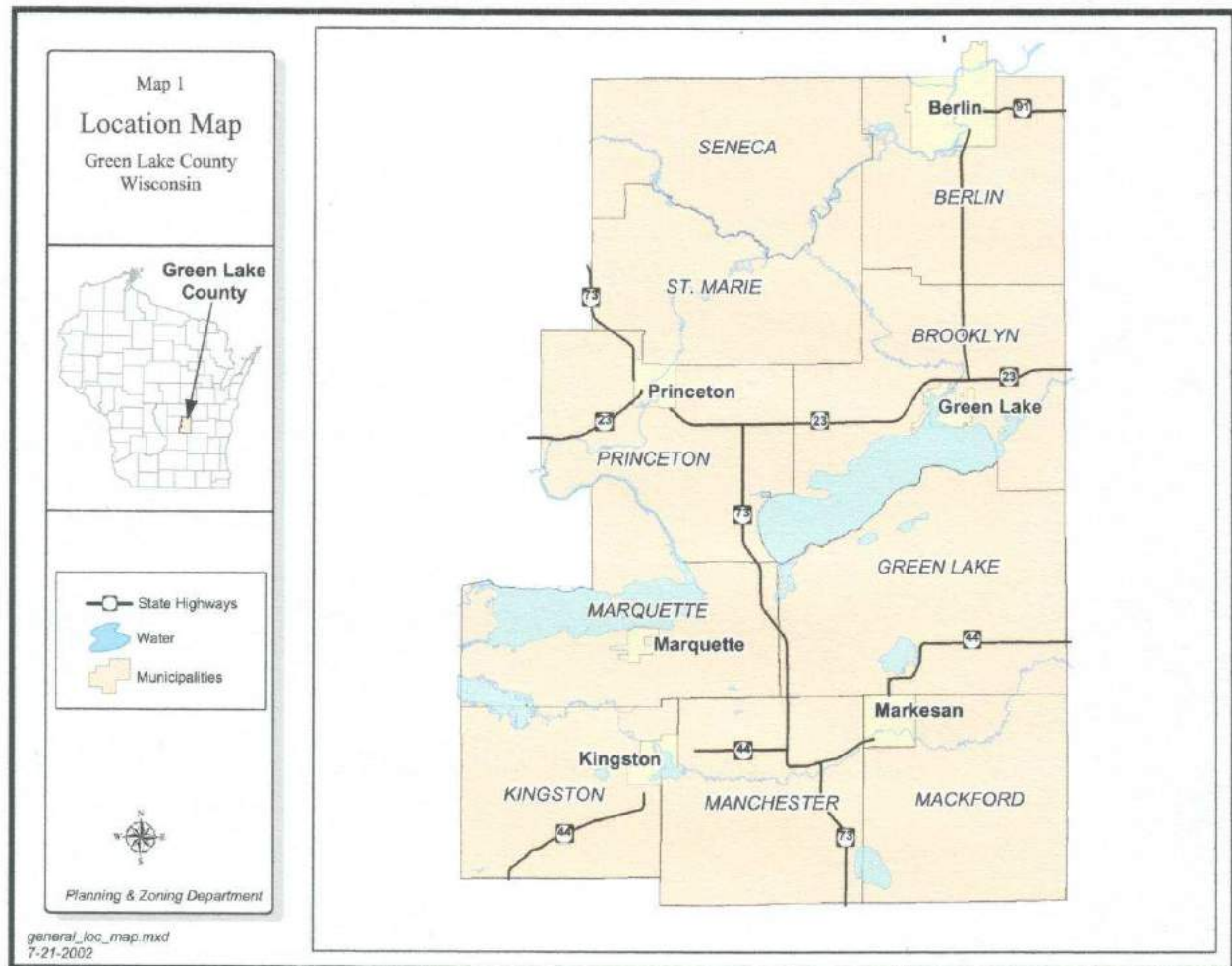
The ‘Smart Growth’ Comprehensive Plan for the County is part of a larger multi-jurisdictional planning effort currently being conducted throughout Green Lake County. Each of the local plans act as individual cog of a much larger effort, an effort that has involved the cities, villages and the towns with the County. When laced together the local plans form the groundwork for the Countywide plan.

In 1999 Green Lake County conducted a visioning process including a household survey. With the assistance of residents and landowners the County was able to conduct a household survey that included specific responses to conditions at the local level as well as being important for long range planning at the County level. These opinions extrapolated from the County survey are used as an introduction to many of the critical elements of this plan. As a method of strengthening positions and recommendations in the plan the opinions gathered from the survey were matched with facts about the County. As part of the multi-jurisdictional effort this combination of strong public input along with statistical analysis assures the County that strategies and recommendations in the plan will not only be good for the County but will also be supported by the neighboring communities. The following is a summary of some opinions gathered from the County’s people as part of the Countywide household survey.

- 93% ‘Agreed’ or ‘Strongly Agreed’ that protecting and preserving the natural resources, such as the soil, water and wetlands, was important to them.
- 93% ‘Agreed’ or ‘Strongly Agreed’ that preserving the open spaces (woods, meadows and scenic vistas) was important to them.
- 87% ‘Agreed’ or ‘Strongly Agreed’ that protecting the agricultural land was important to them.

C. Introduction to the County

Green Lake County is a small County located in east central Wisconsin. With an area of 355 square miles it ranks 65th in size out of 72 Wisconsin counties. The County is bordered on the north by Waushara County, on the west by Marquette County, on the south by both Columbia and Dodge Counties, and from the east by Fon du Lac and Winnebago Counties. Within the County there are two villages, four cities and 10 towns.



II. LAND USE VISION & GOALS

A. Community Vision

What's the Vision?

Information collected from the Countywide survey & visioning process has provided the baseline of information used to build the Vision Statement. A vision is a positive, preferred future – one that people aspire to achieve. People were asked to describe the community they would like to see in 20 years. The following summarizes their responses.

VISION FOR THE COUNTY

"In the last 20 years, we have found a way to balance economic growth with the conservation of our natural resources. Our communities have thrived, and proper planning has allowed for commercial and economic growth around our cities, while focusing new residential development in designated areas. This strong economy supports our hard working citizens with well paying jobs. Throughout Green Lake County, a visitor can still enjoy the open space and landscapes the way they appeared 20 years ago. The family farm is still in existence and we have preserved our productive agricultural land. Our beautiful lake has been well managed and preserved, and the County's water resources have remained relatively uncontaminated. Our communities remain safe, and have maintained that rural, small town feel and high quality of life."

The County recognizes that many elements of growth need to be dealt with fairly and consistently. Some of these elements are:

- The need to protect the lakes, natural resources, scenic beauty, and the community's rural identity.
- The right of property owners not to be unduly harmed by nearby land uses.
- The right of property owners to develop their land.
- The need to ensure development occurs in a way that is cost-effective for future County and local services.

The County seeks to address these principles through an open, public, and collaborative process that is part of the comprehensive planning and implementation process. The County will cooperate with the local communities, and take proactive steps to serve as good stewards of the lands and natural resources.

Emerging Theme

The predominant theme that has emerged from the initial planning activities is that the people value their rural community. The land base is the key to the County's future. The natural features, the farms, and open spaces provide the beauty and economic base. Limited development is important; it will assist in supporting the County's residents. However, it will need to be done in a manner that does not take away from the rural character of the County.

Comparing Survey Responses from Different Groups

The statistics were analyzed to look at how residency status, occupancy status, length of residence, age, employment status, and primary source of household income affect the vision chosen in the questionnaire. The vision question on the questionnaire asked respondents to choose the option that most closely matched their vision of the future.

Survey data indicates some limited variations in response to the vision question based on occupancy, age and employment status. Even with the differences, there was little variation in vision responses based on residency, occupancy, years of residence or age. This provides a base of consensus for the community to work with, one that emphasizes two themes:

- A theme of natural resource protection and preservation.
- To protect the agricultural base.

This general community consensus gives planners a starting point and long-term goals to aim for.

Other Survey Results

Most County residents also want to see other preservation efforts in the County's natural and scenic resources. "Preserving open space (woods, meadows and scenic vistas) is important to me." - a response that further re-enforces the opinions expressed in support of natural resource protection.

B. Land Use Goals

The County established the following long-term goals for land use and development. In order to implement the County's vision for the future: maintain and improve the community's quality of life; promote the comfort, safety, health, prosperity, aesthetics, and general welfare; provide for orderly development; and protect the County's natural resource base, County officials, local officials and citizens of the County will work to:

- **PRESERVE THE RURAL CHARACTER**

Preserve the rural character of the County as embodied in open spaces, such as the farmlands, forests, marshlands, and scenic or historic places.

- **OPEN SPACE PROTECTION**
Assure that any future land use changes will not diminish the existing natural areas. Preserve the distinctive rural character of the County as embodied in open space uses, such as farmland, forests, natural resource areas, and scenic, historic and cultural resources.
- **PROTECT THE NATURAL RESOURCES**
Preserve and protect the surface water in the lakes, rivers, and streams as well as the groundwater used in our wells.
- **FARMLAND PRESERVATION**
Identify, preserve and protect the County's quality farmland.
- **RESIDENTIAL DEVELOPMENT**
Promote residential development in areas that are designated and suitable for residential purposes and are compatible with their neighboring uses.
- **COMMERCIAL AND INDUSTRIAL DEVELOPMENT**
Ensure that these service and employment opportunities, when offered to the local residents, will be compatible with neighboring land uses.
- **TRANSPORTATION**
Establish and maintain a safe, orderly, and efficient transportation system. Balance traffic flow and safety issues with community quality of life and the rural residential character of the County.
- **UTILITIES & FACILITIES**
Provide for the development of planned municipal services, where appropriate, and supporting services for the entire population.
- **COOPERATION**
Work with the local communities, in sharing information about land use plans and future changes.

III. COUNTY HISTORY

In 1655, the French explorers, Radisson and Grosseilliers, ascended the Fox River to become the first Europeans known to have visited the region now known as Green Lake County. During the next twenty years many French explorers and missionaries including Perrot, Jolliet, Marquette, Allouez, and Dablon passed through the area. The French discovered two large lakes and named them Grand Lac Vert and Petite Lac Vert when translated into English gave us the names of Big and Little Green Lakes.

No permanent settlers moved to the County until 1829 when Luther Gleason established a trading post and farm on the site of the present day Marquette. Seven years later Hiram McDonald built a sawmill on the Grand River in the Town of Mackford. In 1840, a group of settlers headed by Anson Dart established the first village in the County at the outlet of Big Green Lake. Other villages were soon platted. The County in its present form was created by an Act of the Wisconsin State Legislature on May 12, 1858.

Water resources played an important part in the development of Green Lake County. The Fox River was readily navigated and served to bring settlers into the region and to take their produce to the markets. The "Badger State", a steamboat, traveled the Fox River from Berlin to Green Bay as early as 1849. The Village of Marquette at the east end of Lake Puckaway was an important shipping center for the entire region. Waterpower played an equally important role in the development. Nearly every modern day city or village grew around a sawmill or gristmill powered by water. Unlike many nearby counties, Green Lake County has long been an important recreational center. In 1867, David Greenway opened a summer resort, Oakwood House that catered to tourists from as far away as Chicago. Even today tourism is a leading factor in the economy within the County.

Source: Surface Water Resources of Green Lake County, WDNR, 1971

IV. PHYSICAL CHARACTERISTICS & NATURAL RESOURCES

A. Introduction

This chapter describes and analyzes the natural resource base of the County. The natural resource base is the appropriate first layer of data and analysis in the comprehensive planning process because the long-term health of the land and water is directly affected by current and future land use decisions.

B. Soils/Suitability for Development

“Soil is a natural, three-dimensional body at the earth’s surface that is capable of supporting plants and has properties resulting from the integrated effect of climate and living matter acting on earthy parent material, as conditioned by relief (varying elevations of the land surface) over periods of time” (Green Lake County Soil Survey 1977). Plant and animal life have a symbiotic relationship with soil. Vegetative cover and organic matter accumulation from living organisms contributes to the formation of soil while the existing soil provides the nutrients and shelter required by organisms living within and on top of the soil. Soils also act as a natural filter for waters infiltrating the surface into the groundwater below. Some soils are not well suited for this filtration process. Soils that are very porous, located on steep slopes or in low-lying areas where the water table is high are at risk for groundwater pollution. For this reason, State and County regulations regarding the placement of septic systems are enforced. Good groundwater supplies are currently abundant. It should be the County’s goal to maintain this supply, as it might become a more vital resource in the future.

According to the Green Lake County Soil Survey (1977) there are six general soil associations (types) found within Green Lake County: Plano-Mendota-St. Charles, Kidder-Rotamer-Grellton, Lapeer-Mecan-Okee, Boyer-Oshtemo-Gotham, Oakville-Brems-Grandby, Adrian-Houghton, and Willette-Poy-Poygan Associations (Map 2).

- Plano-Mendota-St. Charles Association is the most predominant type of soil in the County, located primarily in the southeast corner of the County and is the soil type that makes up the high quality farm lands commonly referred to as the ‘Mackford Prairie’. Plano-Mendota-St. Charles is generally of higher elevation, it is moderately to well drained and ranges from almost level to sloping. This association has a subsoil mainly of silt loam and silty clay loam. Most of the acreage in this soil type can be used for cultivated crops such as corn, small grains or even used for canning crops such as sweet corn and peas. There are very few limitations for using sites in these areas for housing, sanitary leach fields, roads or landfills.

- The second soil type is Kidder-Rotamer-Grellton, located in an irregular band running from the northeast to the southwest corners of the County. It is found within and around the City of Berlin, along the north shore of Big Green Lake and is the predominant soil type in the Towns of Kingston and the western half of the Manchester. This soil type is moderately to well drained and ranges from nearly level to steeply sloping. It has a subsoil that consists of mainly loam, clay loam, and sandy clay loam. This soil is generally suitable for row crops with some concern for erosion. It is similar to Plano-Mendota-St. Charles in that there are few limitations for man-made developments.
- The Lapeer-Mecan-Okee Association can be found throughout the County. Most commonly it is found adjacent to the Kidder-Rotamer-Grellton Association. It is described as ranging from well drained to excessively well drained, gently sloping to steeply sloping. It has a subsoil of sandy loam underlain by gravelly sandy loam. This Association has no serious limitations for use as sites for housing, septic absorption fields, roads and streets or sanitary landfills.
- The Boyer-Oshtemo-Gotham Association is the least common soil type in the County. Generally located 'down-hill' from the previous associations it can be described as generally well drained and ranges from nearly level to steep slopes. This association has a subsoil mainly of loamy fine sand, sandy loam and loamy sand underlain by sand or stratified sand and gravel. It is similar to Kidder-Rotamer-Grellton in that there are few limitations for man-made developments. However, it has severe limitations for use as sanitary landfills.
- The Oakville-Brems-Grandby soil type, can most commonly be found on each side of the Fox & White Rivers as well as Lake Puckaway. Large portions of the northwestern corner of the County are made up of this soil type. This soil type ranges from moderately to well drained to poorly drained and from nearly level to steep slopes. It has subsoils of fine sand underlain by fine and medium sand. Where the land is relatively flat this soil type can have slight limitations for buildings, roads and streets.
- The Adrian-Houghton Association, like the Oakville-Brems-Grandby soil type, is most commonly found adjacent to the Fox & White Rivers and Lake Puckaway. This soil is very poorly drained and it is nearly level with organic soils underlain by sandy, loamy, or clayey material.
- Willette-Poy-Poygan Association is a lowland/wetland soil type. The largest concentration of this soil type can be found along the Puchyan River and within the White River Marsh area. This soil type is described as ranging from poorly drained to very poorly drained, nearly level organic soils and can have a subsoil of silty clay. Unless drained, groundwater is usually at or near the surface most of the year. Generally this soil type has severe limitations for use as sites for housing, septic tank absorption fields, roads and landfills. The areas with this soil type are also generally referred to as 'marsh', wetlands and floodplains.

It must be noted that the above general soil associations are just that, “general”. There are often several other minor soil series that exist within these associations that may or may not be suitable for development. To obtain detailed soil maps and descriptions for a specific area to ensure proper land uses, refer to the *Soil Survey of Green Lake County, Wisconsin, 1977* (On file at with NRCS, Green Lake County office).

Lands within Green Lake County that contain steep slopes (lands potentially having high erosion problems) or are susceptible to wetness due to flooding and ponding are considered to be Environmentally Sensitive Areas (ESA). Although certain land use practices and development are not restricted on these soils, individuals must view these areas as potential problem areas where further investigation and action must be taken to prevent improper land uses. These areas are identified within the Environmentally Sensitive Areas section and shown on the Natural Resources Map.

C. Wetlands/Surface Water

Wetlands contain some of the most unique and important ecosystems found on the planet. According to the State of Wisconsin, “the term ‘wetlands’ means an area where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation and which has soils indicative of wet conditions” (Wisconsin Stats 23.32(1)). Wetlands generally include swamps, marshes, bogs, sedge meadows, and similar areas. According to the Department of Natural Resources (DNR) land cover records Green Lake County contains approximately **51,778 acres of wetlands** (*approximately 23% of the entire County*) It is necessary to note that the United States Department of Agriculture’s Natural Resource Conservation Service’s identification of wetlands located within farmed areas is not included within this approximate acreage. The NRCS wetland acreage is not included in the total approximate acreage because the WDNR did not inventory lands utilized for agriculture. NRCS Wetland Inventory Maps can be obtained at the local NRCS office.

The majority of the wetland acreage located in the County is in the west and northwest portions of the County and associated either directly or indirectly with the Fox River. These wetlands have water tables that are located at or just below the soil surface and are dependant on the water level of the lake. The high water tables along with surface water runoff from the surrounding landscape keep the wetland soils saturated or inundated throughout most of the year. These soils then allow growth of wetland vegetation in these areas. Green Lake County also contains several wetlands associated with small streams and rivers. All of these wetlands are often referred to as “floodplain” wetlands. Many other small wetlands, typically less than two acres in size, are also scattered throughout the County.

Wetlands, especially floodplain wetlands and large wetland areas, have great value. Among many important functions, they filter pollutants out of the water, control flooding during significant precipitation events and spring runoff, offer habitat for a variety of plant and animal life, and recharge groundwater systems. The mixed forested & marsh/scrub-shrub wetland communities found in and around Green Lake is a good example of a wetland complex designed by nature to carry out important ecological functions. Wetlands are designated by the state and federal governments as environmentally sensitive areas that should be protected from development.

The largest surface water within the County is Big Green Lake. Along with several smaller lakes and lesser streams and rivers these surface waters not only serve the purpose of draining watersheds in which they exist, but also provide links to adjacent wetlands. In spring, these wetlands provide additional water storage capacity needed during spring runoff to prevent flooding. They also assist in filtering excess nutrients and debris out of the surface waters to improve the water quality of the receiving streams and rivers. Good water quality throughout the area is important to the fisheries in the lakes and streams, especially as the streams connect and grow larger downstream, as there are many species that use the rivers and its tributaries for spawning.

In an effort to protect the public welfare, a number of regulatory constraints have been placed on development activities occurring within, and sometimes, adjacent to wetlands and streams. From a planning perspective, it can be assumed that any activities involving earth moving within wetlands or within and adjacent to the lakes will require approvals from the U.S. Army Corps of Engineers (USACE), Wisconsin Department of Natural Resources (WDNR), as well as County and local governments.

D. Topography & Drainage Patterns

The topography of the land in Green Lake County determines the movement and drainage of water towards the community's, streams, rivers, lakes and lowlands. An area's watersheds, drainage basins and drainage corridors guide water movement.

What's a Watershed? Why is it Important to Protect?

A watershed is an area of land that collects and concentrates precipitation and other water, and delivers it to a common outflow. This same process of collection and concentration applies to the sediment and contaminants carried by water. Therefore, maintaining the health and integrity of the watershed by limiting sediment and contaminants becomes critical. Land use and development decisions made every day can have an impact on watershed health.

Drainage Basins and Corridors

Within each watershed are smaller “sub-sheds” called drainage basins. Basin drainage corridors are low channels that function to convey surface waters from watershed basins to surface waters as perpetual streams or as intermittent drainage ways and creeks. Levels of sedimentation and pollution in these drainage corridors, particularly during significant rainfalls, greatly affect the health of local surface water resources. Major drainage corridors should be protected from development. As development is proposed, it is also important that sufficient easements should be provided in order to ensure maximum flow through major drainage corridors. Watershed studies have documented a number of impacts related to human activities within drainage basins:

1. **Agricultural run-off**, livestock use can result in increased water sediment, nutrients and temperature.
2. **Channelization** resulting in decreased stream length, severe loss of habitat, and associated riparian vegetation.
3. **Diversion and Groundwater Extraction** including well irrigation and domestic use, diversion ditches, direct pumping from a stream, or other water uses. This activity can reduce groundwater flow, decrease base flow, reduce habitat availability, and decrease water quality.
4. **Transportation & Utility Corridors** including use of riparian corridors for roads and utilities. These activities can increase sediment, nutrient and contaminant inputs, and reduce habitat quality.
5. **Recreational & Public Use Activities** resulting in trampling, soil compaction, soil erosion, and other disturbances leading to increased sedimentation and nutrient inputs. Such activities are often linked with increased hard surface areas, such as roads and parking lots.
6. **Residential, Commercial, and Retail Development** results in construction activity, increases impervious surfaces, increased stormwater runoff, point source and non-point source pollution, sedimentation, surface water drainage, nutrient inputs, and loss of water loving or water dependent vegetation.

Therefore, land use and development planning and implementation needs to minimize such development activities, or minimize their impacts, within drainage basins in order to improve or maintain water quality.

E. Vegetative Cover

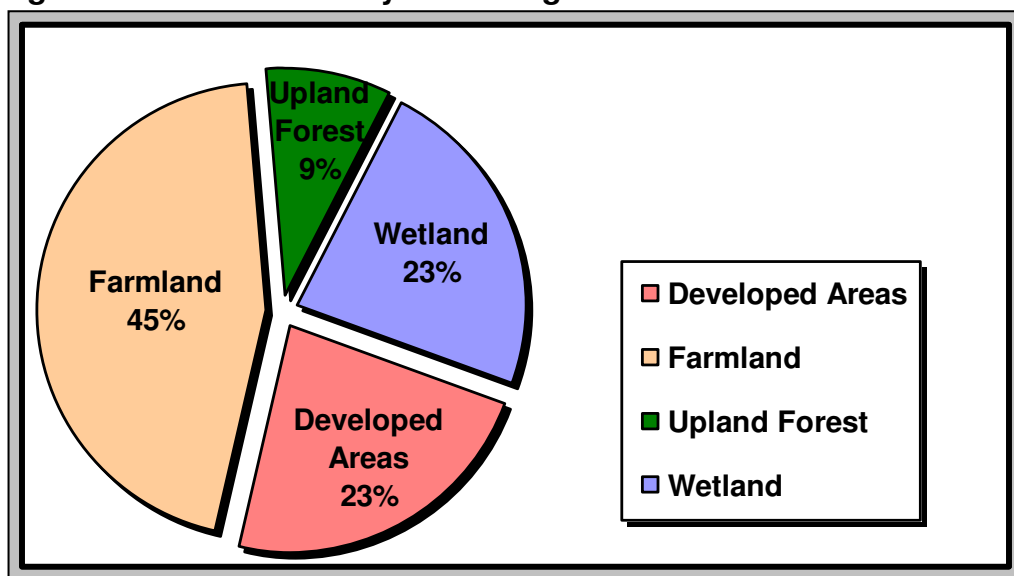
The vegetative cover within Green Lake County is composed of a diverse mixture of wetlands, grasslands, agricultural crops and forests. The following table provides a simple breakdown of the percents of coverage by each land cover category. Agricultural crops composed primarily of corn, small grains (i.e., oats), and alfalfa cover approximately 45% of the total land area.

The County also contains a variety of wetland communities equaling 23% of the total land area. Many of the wetlands are concentrated in areas along the lakes, rivers, and streams; however, there are also many small wetland communities interspersed among the agricultural croplands and forests within the County.

Upland forests within the County comprise approximately 9% of the total land area and are scattered around the County. These forests are composed of several cover types with the broad-leaved deciduous mixed forests comprising the largest percentage.

The mosaic of vegetative covers found throughout the County offers excellent habitat for a variety of wildlife. The presence of wildlife and other natural resource features provide an enjoyable setting for the year-round residents and recreational opportunities that attract a variety of people to the area. The loss of these resources would impact wildlife habitat availability and potentially diminish the quality of life the County currently enjoys.

Figure 1. Land Classes By Percentage of Total Land Area



F. Environmentally Sensitive Areas

The designation and protection of environmentally sensitive areas is important for soil and water quality and as wildlife habitat. (Map 3) Areas identified as “Environmentally Sensitive Areas” in Wisconsin are described as natural features and sensitive environmental areas protected from development impacts {WI Admin. Code NR 121.05(1)(g)2c}. Environmental corridors are designated in order to:

- Protect general public health, safety and welfare;
- Protect surface and groundwater quality;
- Reduce damage from flooding and stormwater runoff;
- Maintain important wildlife habitats and outdoor recreational areas (with the support of local government units); and
- Reduce public utility costs and environmental damages.

For the purposes of this study, “environmentally sensitive areas” include identified wetlands, shoreland areas along navigable waters with a County designated 75 foot buffer, adjacent areas with steep slopes greater than 12.5%, conservancy and floodplain districts, as discussed in the shoreland zoning ordinances of Green Lake County and the State of Wisconsin, publicly owned areas, and critical drainage corridors. These areas should be protected from development. Although not an official component of the ESA definition, hydric soils must also be addressed as an area of concern. This could most easily be done when the area is transitioning from one use to another, usually from agriculture to another proposed use.

According to the U.S. Army Corps of Engineers (1987), hydric soils are “soils that are saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions that favor the growth and regeneration of hydrophilic (wetland) vegetation”. In other words, hydric soils are wet soils that are frequently associated with seasonal high water tables, ponded water, or flooding. Areas of mapped hydric soils have not specifically been included as a component of the ESAs because they may include a variety of land use types that do not, in and of themselves, constitute an ESA (e.g., active agricultural lands). However, areas of mapped hydric soils likely contain wetlands that, in some cases, have not been mapped by the WDNR wetland inventory because they are in active agricultural use or are smaller than the two-acre minimum mapped by the WDNR. In addition to regulatory issues associated with the wetlands that may occur in areas of hydric soils, they pose potential problems for development (e.g., poor suitability for conventional septic systems, poor drainage, flooding, etc.). As a result, areas shown on the General Soils Association Map, which would contain these hydric soils, should be examined closely when new uses or developments are proposed.

G. Conservation and management

The natural resource base of the County is an important aspect of its identity. With 23% of its total land area consisting of wetlands, most of which is directly linked to the lakes, natural resource management cannot be overlooked. The County has identified three main goals that are directly linked to natural resource protection. It is the County's intent to preserve the rural character of the County, protect its open spaces and protect the natural resources. Specifically the natural resources will be protected by ensuring that the lakes, rivers, streams and wetlands, are preserved in their natural condition and protected from development pressures. The County intends on accomplishing this by:

- Uniformly enforcing lake and river setback requirements throughout the County.
- Encouraging all landowners to maintain and enhance natural buffers along the waterways and wetlands.
- Work with anyone proposing a new development to identify and preserve important natural resource areas.

Sources:

Environmental Laboratory – Department of the Army. Corps of Engineers Wetlands Delineation Manual. 1987. United States Army Corps of Engineers Waterways Experiment Station. Vicksburg, Mississippi. Tech. Report Y-87-1.

Roberts, D.C, J.E. Campbell, and T.L. Kroll. 1988. Soil Survey of Green Lake County, Wisconsin. United States Department of Agriculture Natural Resource Conservation Service and the Research Division of the College of Agricultural and Life Sciences, University of Wisconsin.

Schultz, G. 1986. Wisconsin's Foundations – A Review of the State's Geology and Its Influence on Geography and Human Activity. Cooperative Extension Service University of Wisconsin. Kendall/Hunt Publishing Company, Dubuque, Iowa.

Wisconsin Department of Natural Resources Bureau of Water Regulation and Zoning. 1992. Wisconsin Wetland Inventory Map.

V. AGRICULTURE

A. Characteristics & Trends

Agriculture plays an important role in the economic, cultural and social framework of Green Lake County. Once agricultural land is developed or replaced by another use it cannot easily be returned to agricultural production. As was noted in the previous section (Figure 1) 45% of the County is still classified as agriculture.

Due to the soil composition, natural topography and the prominent nature of the wetlands protecting the streams and rivers most of the agricultural lands in the County do not cause significant environmental concerns, such as problems with erosion or excessive nutrient or sediment loading to these waterways. While sediment and nutrient loading has been documented in the some of the lakes, the area farmers have been working with the County Agricultural Agent to implement 'Best Management Practices' along many of the critical waterways.

The preservation of agricultural land in the County is important in many aspects. As a predominant feature of the landscape it is what the County's people identify with as a large part of the reason they live in the County. While agriculture is responsible for only 6.6% of the employment base its preservation was important to most of the population. According to the Vision Document and Household Survey completed by the County in 2001 the following opinions were gathered from the County's people.

- 87% agreed that protection and preserving agricultural land was important.
- 93% felt that preserving the natural resources, such as the soil, water and wetlands were important.
- 93% wanted open spaces (woods, meadows, and scenic vistas) preserved.

There are many issues facing the farmer and the local farm economy. Two of the most predominant changes in the recent past have been the growth in the non-farming population and the uncertain future of the farm economy throughout Wisconsin.

While the County has experienced approximately 13% growth over the past 30 years this growth trend is not expected to continue. According to the Department of Administration's population projections the County's population is expected to remain relatively steady over the next 20 years (Figure 7). Another variable harder to predict is the seasonal visitors. Currently 14.5% of the housing units are used for seasonal purposes. The transition of these visitors into year-round residents could greatly impact the County in the future and should be closely monitored. Some commercial growth and development can be expected immediately adjacent to the Cities and the major highways but most of the County is expected to be able to maintain its rural character.

While additional housing has been built for non-farming residents the number of family farms has been decreasing. The combination of a struggling agricultural environment throughout much of Wisconsin as well as new areas of employment being available to farm families has dramatically altered the 'traditional' farm. Many of the farms still in operation are much larger than they were 10 years ago. The 'economies of scale' have encouraged local farmer to produce more milk and till more acres in order to pay bills.

In the past 10 years the State of Wisconsin has lost nearly 15,000 dairy farms. That equals approximately 4 dairy farms each day. The concern over the loss of farms exists throughout the country. Due to these concerns the federal government has recently enacted a new farm bill to assist the agricultural community throughout the country. The new farm bill is meant to assist all farmers equally. The farm bill is intended to:

- Establish a new price support program that pays out to all dairy farmers equally, no matter what part of the country the farm is located in.
- Pay out equally no matter what the milk is used for.
- Benefit smaller farmers. Dairies will only qualify for subsidy on the first 2.4 million pounds of milk produced each year. That's approximately equivalent to a 133-cow dairy.

There are mixed opinions on the ramifications of this new farm bill. The future of farming in Green Lake County as well as throughout the State is a topic that poses to many questions to be properly discussed in a comprehensive plan. The following section is a summary of alternate methods that some farm families are trying throughout the state in an effort to stay financially sound without having to loose the nature of the 'family farm'.

B. Alternative Methods

There are two alternatives to what has become typical farming methods and they do not require a farm to 'get big' in order to be financial feasible. These two strategies already in practice in Wisconsin are Intensive Rotational Grazing and Organic Dairying. These two methods can be used together or separately. Although they are not mainstream strategies nor are they supported by governmental subsidies they have proven to be successful. While many farmers are making a successful living with their conventional farms it is important to consider alternative methods - methods that may help encourage young families to continue farming. This could make a significant difference in the future considering the average age of a farmer in Wisconsin is 54 years old.

The following is a summary of Intensive Rotational Grazing and Organic Dairying methods, how they work and their economic possibilities.

Intensive Rotational Grazing

The concept behind Intensive Rotational Grazing is that the cows are kept on pasture and not in a barn. The dairy cows are brought in for regular milking but are then sent back out to pasture, not into a barn to feed. Their feed is only supplemented and they are not given regular full feedings, since they can forage for food. Supplement feeding is important mainly in winter when the pasture grass has a lower protein content.

Rotationally grazed cows are moved from paddock to paddock every 3 of 4 days in order to enable them to eat fresh grass, to give the grass a chance to recover, and to minimize parasites. Through this process the cows distribute their manure over the entire pasture area, so that only occasional cleanup is needed near the bunkers.

By practicing this method the cows are for the most part feeding themselves thus eliminating much of the haying and silage demands. Another important consideration is that land that may be too steep to farm, or highly erodable, once grown up in pasture can be used for grazing. Combining this with having less manure to pick up and spread decreases the amount of time and labor needed, as well as buildings and building space, equipment, machinery repairs, fuel and electricity.

Organic Dairying

There are already many farmers in Wisconsin who have converted to organic dairying. In order to qualify as an organic dairy there are a number of criteria needing to be met.

- An organic farm does not use chemical fertilizers, only manure and compost.
- Organic milk comes from cows that have not been given hormones (rBGH), antibiotics or pesticides. The cows are fed a diet of 100% organic certified feed. This feed comes from fields that have been chemical-free for at least 3 years.

Many of the farmers engaged in organic farming are members of the Organic Valley Cooperative. The Organic Valley Cooperative, the largest organic cooperative in the United States began here in Wisconsin with 7 farmers and now has 420 farmers located in 17 states. An impressive statistic when the number of conventional farms and the demand for their products is declining. The number of organic farmers has increased as well as the demand for their products. Another added benefit is that as a member of this cooperative, the farmer/member has a voice in the milk price and it is set at one rate for the entire year.

With demand exceeding supply the prices for organic milk are generally higher than conventional milk. The following is a comparison of organic milk with 'regular' milk prices based on recent prices per hundredweight.

	<u>Base Price</u>	<u>Premium Rate</u>
Organic Milk	\$17.90	\$18.74
'Regular' Milk	\$ 9.15	\$17.98

Another added benefit to the price per hundredweight is that rotationally grazed milk cows are generally healthier. Where the average age of an rBGH dairy cow is only 18 months and the average conventional dairy cow is 3 years, Organic Valley farmers average cow age is over 5 years old, with some as old as 15 years old. With the cows being more active and healthier vet bills are also lower. The payoff is that cows produce less milk. Organic Valley farmers accept 50 pounds of milk as opposed to 70 pounds per day. However by demanding less production these cows are less stressed which also adds to their longevity.

Although the farms where dairy cows are rotationally grazed are less productive they are still economically competitive with other dairy farms. Since their base prices are comparable to premiums of 'regular' milk and are set for the year there is a greater comfort level and security in annual investments. These farms require less inputs in time, labor and overhead and can therefore equal conventional farm incomes with a smaller herd and less work.

Other Benefits to Alternate Methods

With agriculture accounting for 45% of the land base of the County and dairy farming accounting for 50% of the agricultural economy of Wisconsin the secondary effects of this 'industry' are a growing concern. With the growing awareness of environmental pollutants, potential gas shortages and the effects of overuse of antibiotics on both humans and animals the organic market has grown in popularity. Nationwide, the sales of organic products has been increasing 20% each year. Part of their market approach is that their products are better for the environment, the animals, use less resources during production, and are better for the consumer.

In addition to the added economic benefits and the healthier, longer life the animals are provided, other benefits can be shown also. Some of these benefits are:

- Converting cropland to grassland, such as the Conservation Reserve Program (CRP) can reduce carbon monoxide emissions up to 13% of the total emissions from fertilization.
- Commercial fertilizers do not add organic matter to the soil, increasing its porosity, diminishing its ability to hold water and increasing erosion. Pastures are the best 'crop' for reducing runoff, erosion and phosphorus pollution. It is the best filter for preserving water quality in the streams and rivers.
- Estimates from the Department of Energy show that 5 pounds of nitrogen fertilizer have the energy equivalent of 1 gallon of diesel fuel. Pesticides are also made from petroleum and depending on the type, they can require the equivalent of 1 gallon of diesel fuel to make 1 pound of active ingredients of pesticides. Since organic standards prohibit the use of chemical fertilizers and pesticides they are less vulnerable to rising prices and the availability of petroleum.

- With organic farming and rotational grazing being based more on natural management it requires the animals to feed themselves and results in less demand for manure management. This also reduces petroleum dependency and the expense of additional diesel fueled equipment.
- 50 million pounds of antibiotics are produced in the U.S. each year. 20 million pounds of which are given to animals. Of this 20 million pounds 80% is used on livestock to promote more rapid growth. The remaining 20% is used to fight diseases in livestock, such as intestinal diseases, mastitis, metritis, orthostasis, and pneumonia. There is growing concern that bacteria is becoming immune to antibiotics and will cause diseases to be resistant to antibiotic treatment. The concern over these facts as well as portions of the population being allergic to antibiotics are helping the organic market grow since antibiotics are prohibited in cows over 1 year of age and only allowed in younger cows if the disease is life threatening.

This summary of rotational grazing and organic farming is not meant to discourage any farmer currently involved in conventional farming practices. Most of the farms throughout Green Lake County are healthy viable enterprises. This outline and the facts related to alternate farming practices is meant to raise attention to practices which may not be common knowledge and to offer something different to the farm family looking for alternatives.

Farmland Preservation

With the residents identifying farmland preservation as one of the most important items to be accomplished, the County has established a goal of identifying, preserving, and protecting the County's quality farmland. This will be accomplished by:

- Support farmland preservation programs at the County and State levels.
- Supporting the existing agricultural operations and encouraging the establishment of new family farms.

Sources:

Organic Valley Cooperative www.organicvalley.com

Grazing in Dairyland: The use and Performance of Management Intensive Rotational Grazing Among Wisconsin Dairy Farms, by: Douglas Jackson-Smith, Bradford Barham, Monica Nevius, Rick Klemme, November, 1996

Environmental Benefits of Improved Grazing Management by: Robert Hendershot, Resource Conservationist for the Natural Resource Conservation Service (NRCS)

Manure Management in Wisconsin: Results of the 1995 Wisconsin Farmer Poll by: Douglas Jackson-Smith, Bradford Barham, Monica Nevius, Rick Klemme, www.wisc.edu/pats/absmanure.htm

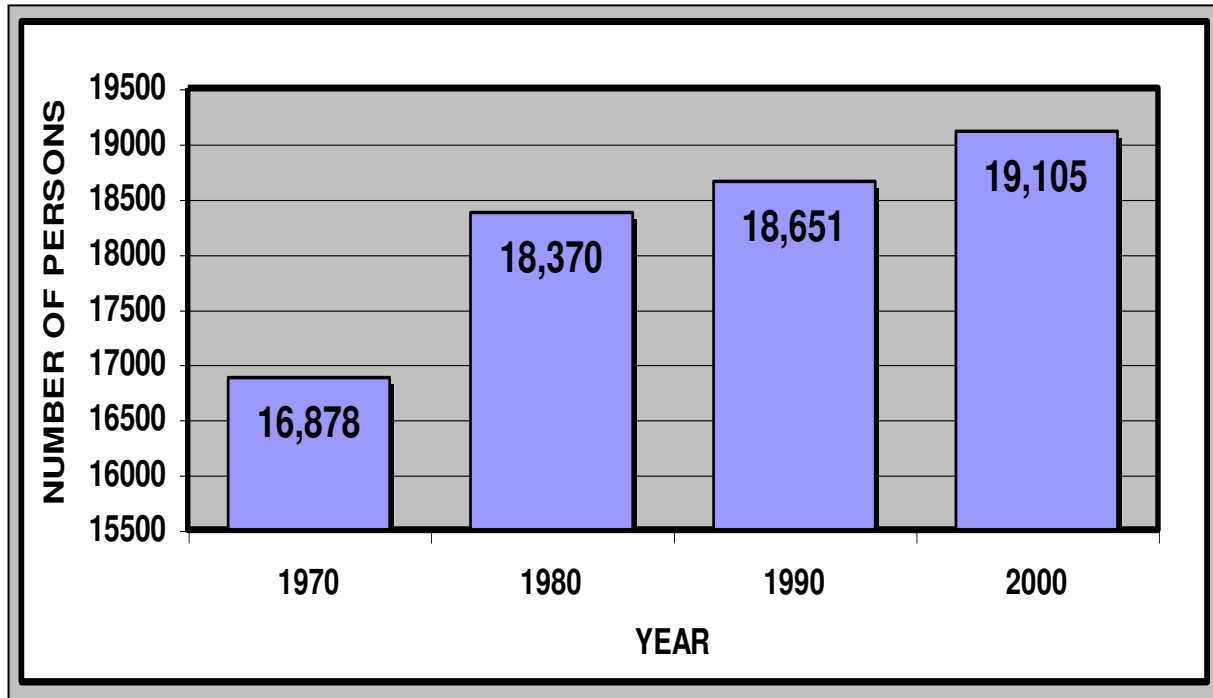
US Environmental Protection Agency: Index of Watershed indicator

VI. POPULATION CHARACTERISTICS & PROJECTIONS

A. Characteristics & Trends

The population data used in this document describes permanent residents only.

Figure 2. Population Trends, 1970-2000



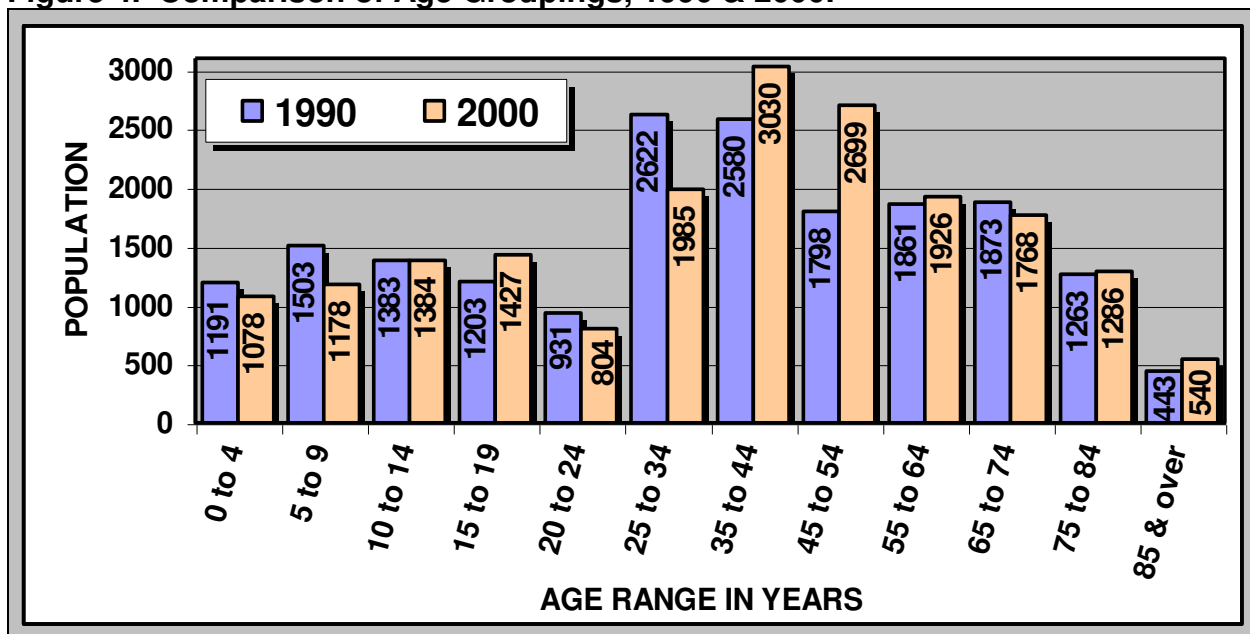
SOURCE: U.S. Census: 1970 – 2000

Looking at the above Figure 2, the population of Green Lake County, has increased steadily in population over the past 30 years. It has grown by more than 13% since 1970. The growth in the population is due to the growth in the rural areas. The Towns within the County have grown by almost 30% in the past 30 years while the villages and the cities have grown very little. The County's population growth is also lower than that of the State.

Figure 3. Percent Change in Population, By Decade.

<u>YEAR</u>	Towns	Villages	Cities	Green Lake County	State of Wisconsin
1970-1980	14.9%	5.6%	4.2%	8.8%	6.5%
1980-1990	5.8%	-0.8%	-2.1%	1.5%	4.0%
1990-2000	6.3%	-0.8%	-1.1%	2.4%	9.6%
1970-2000	29.3%	4.0%	0.9%	13.2%	21.4%

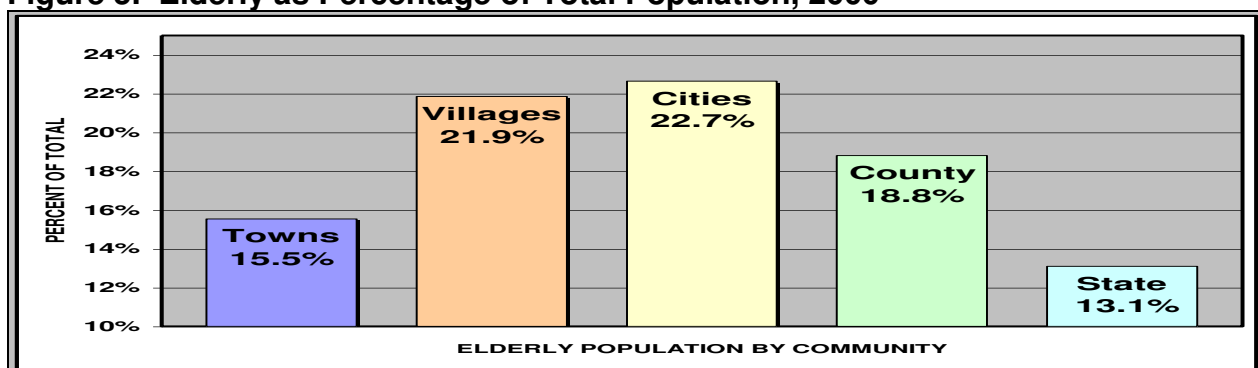
Figure 4. Comparison of Age Groupings, 1990 & 2000.



SOURCE: U.S. Census

Figure 4 shows the break down of the population by age with the largest segments being attributable to the 'baby-boomer' population. Also notable is the number of people that are 55 and older. Having an older population is, of course, a community asset. Retired people play a pivotal role in creating and maintaining the community's quality of life. But increases in elderly populations can create special needs for the County, such as healthcare and affordable housing.

Figure 5. Elderly as Percentage of Total Population, 2000



SOURCE: U.S. Census.

The elderly component of the resident population is likely to increase as the Baby Boomers, those born between 1946 and 1964, age and become part of the retirement crowd and as seasonal visitors approaching retirement age make the decision to live in the County year-round. Figure 4 shows that currently a large portion of the population is between the ages of 35-54. Over the next 20 years this population will be moving into and expanding the 55 and over category, changing the demands and pressures that the County may experience.

Population Characteristics

These statistics show the range of educational levels among the residents of Green Lake County. There are some interesting facts about the County residents that can be drawn from this data. They are:

- The educational attainment of the towns' residents is comparable to that of the cities' residents.
- While not uncommon in a rural area the percentage of people in the County who have an associate or bachelor degree is lower than the state levels.

Figure 6. Educational Levels for Residents Age 25 & Older, By Percentage.

<u>EDUCATION LEVEL</u>	Towns	Villages	Cities	Green Lake County	State of Wisconsin
Less than High School Degree	19.3%	20.5%	17.8%	18.1%	15.0%
High School Graduate	45.4%	44.3%	39.8%	41.9%	34.6%
Some College, No Degree	17.4%	24.4%	22.0%	19.6%	20.6%
Associate or Bachelor's Degree	18.0%	10.9%	20.4%	20.4%	30.0%

SOURCE: US. Census

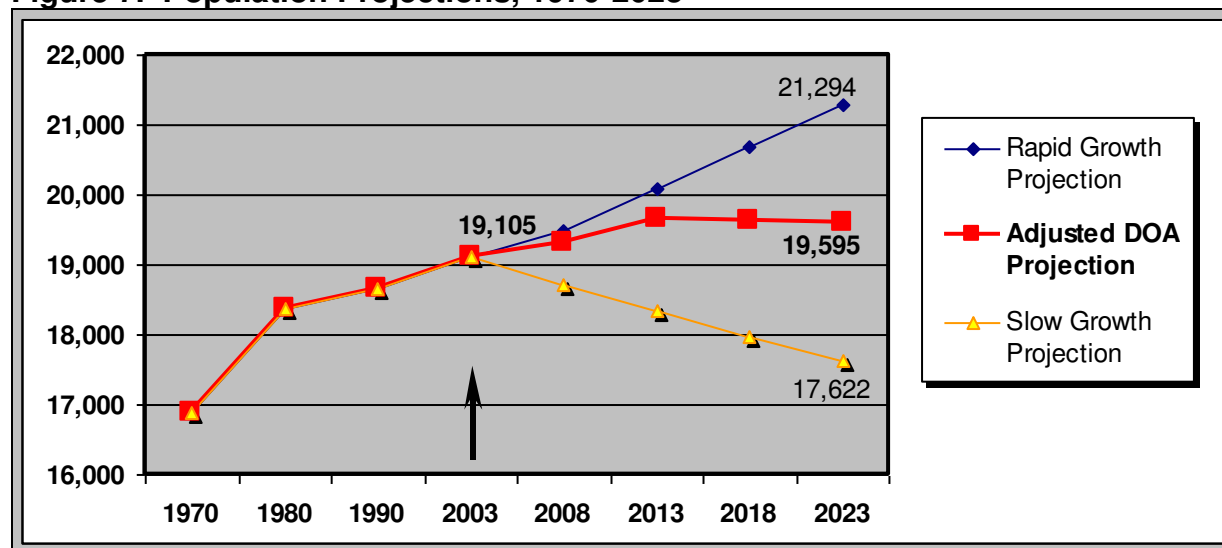
Other Population Characteristics

- Households headed by married couples
59% Green Lake County
53% State of Wisconsin
 - Households headed by married couples with children under 18 years old.
24% Green Lake County
24% State of Wisconsin
- One-person (non-family) households
31% Green Lake County
34% State of Wisconsin
 - One-person (non-family) households 65 years and older
14% Green Lake County
10% State of Wisconsin

B. Population Projections

As can be seen below the adjusted Department of Administration (DOA) scenario is the projection chosen for Green Lake County. This scenario was determined by taking into consideration the historic population growth of the County, the population growth of the local communities from 1970 to the present, and projections using Wisconsin Department of Administration (DOA) figures, estimated to the year 2023. The 'Rapid Growth Projection' is based a scenario that would mirror the growth the County saw in the past when many of the lake front properties were developing. The Slow Growth scenario is what could be seen in a long-term recession. With the County's geographic location and population history it is most likely that the County's population has leveled off and will remain relatively steady over the next 20 years.

Figure 7. Population Projections, 1970-2023



SOURCE: US. Census, DOA Projections

In order to understand and shape land development patterns, it is necessary to express estimated changes in terms of the number of new households. With families being smaller than they were traditionally the demand for housing can increase even though the population remains constant.

Figure 8. Projected Population, Number of Households & Density, 1980-2023

YEAR	Number of Persons	Percent Change	Number of Households	Percent Change	Household Density
1980	18,370				
1990	18,651	1.5%	7,189		2.59
2003	19,105	2.4%	7,703	7.1%	2.48
2008	19,321	1.1%	7,886	2.4%	2.45
2013	19,666	1.8%	8,093	2.6%	2.43
2018	19,630	-0.2%	8,213	1.5%	2.39
2023	19,595	-0.2%	8,338	1.5%	2.35

County trends in the aging of the population are expected to match State and national trends in that the age groups of 45 to 64, 65 to 84, and 85+ will grow both in proportion to the total population and in absolute numbers. Notice both the red and blue lines (Figure 9) illustrating the '55-64' & '65 & over' population. By the year 2023, almost 40% of the County's population will be over 55 years of age. In contrast, the younger age groups will tend to decrease in both percentage and absolute terms.

Figure 9. County Projections by Age Groups, 2003-2023

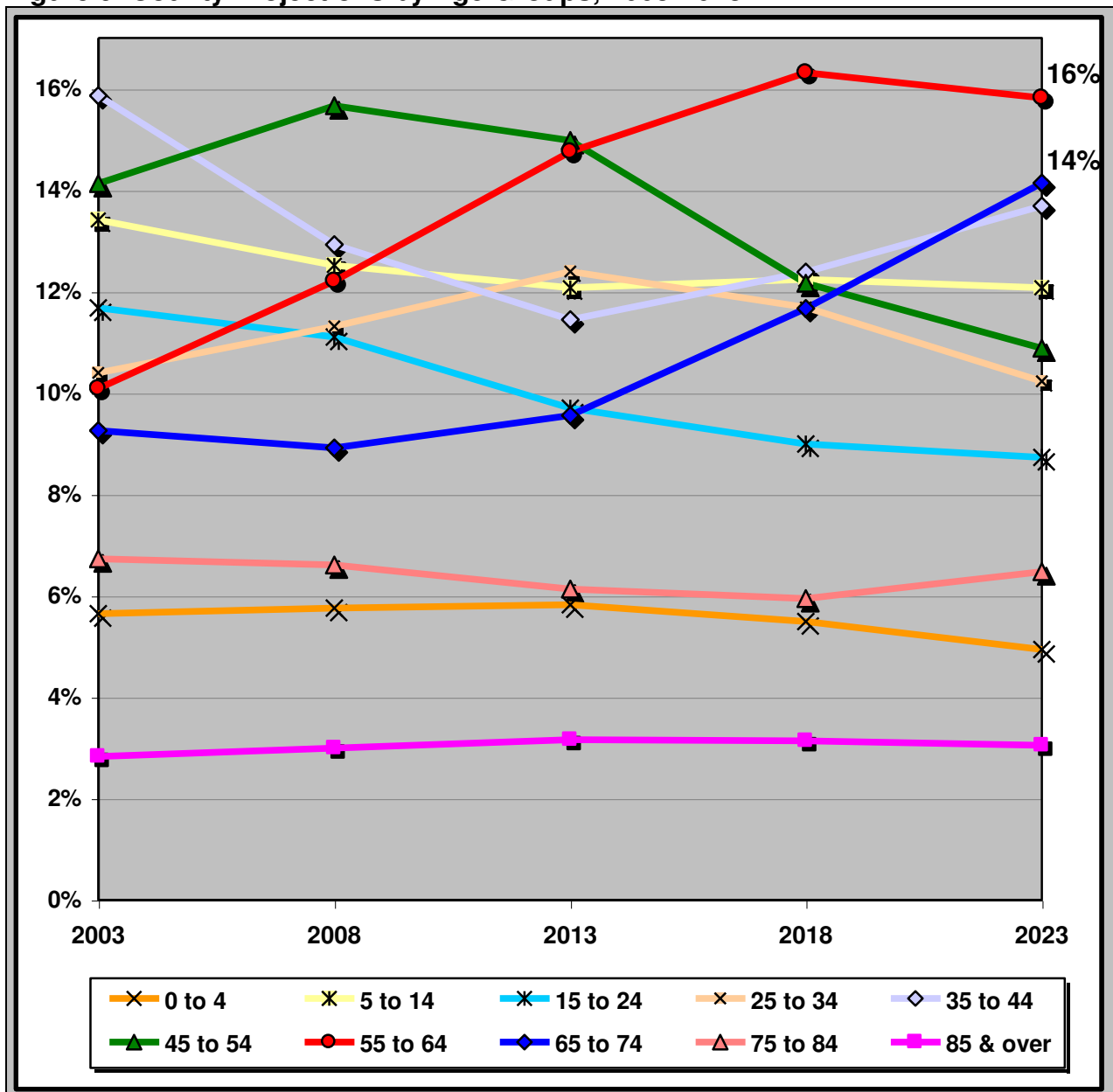


Figure 10. County Population Projections, Ages 0-24, 2003-2023

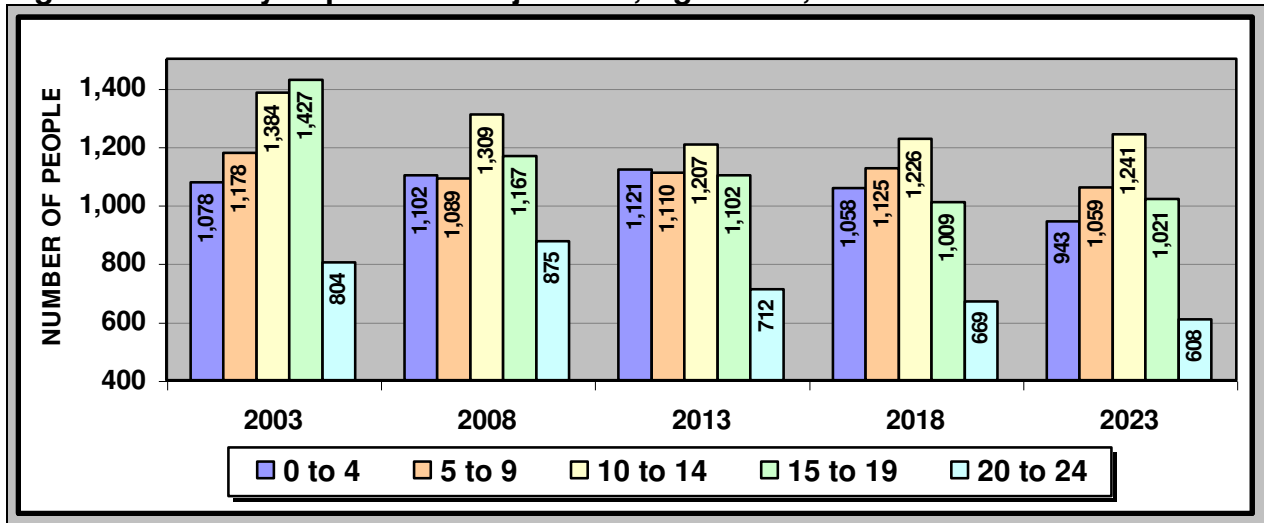


Figure 11. County Population Projections, Ages 25-54, 2003-2023

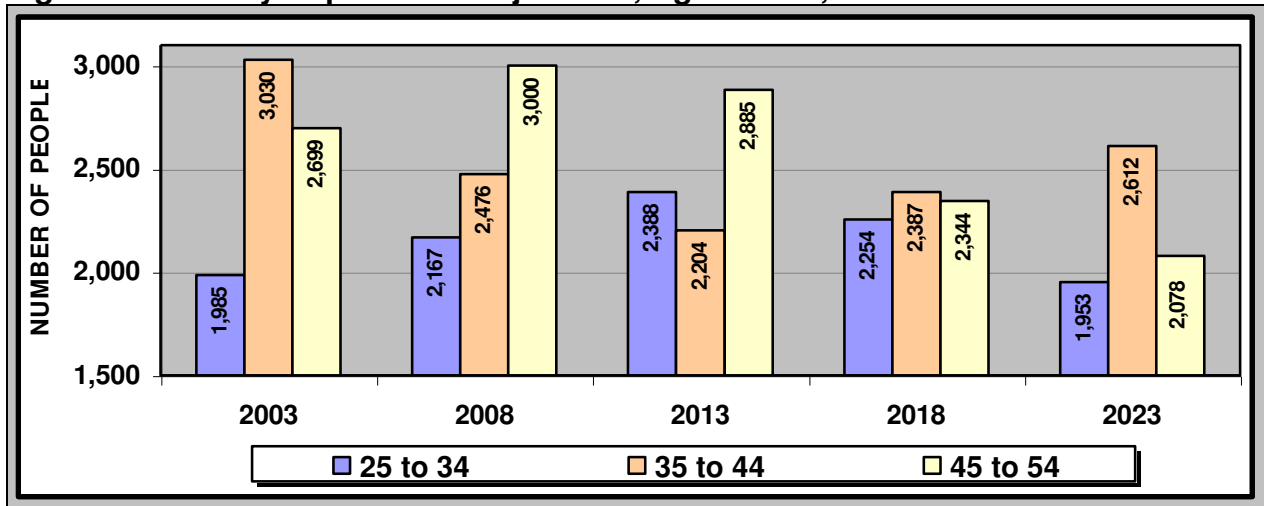
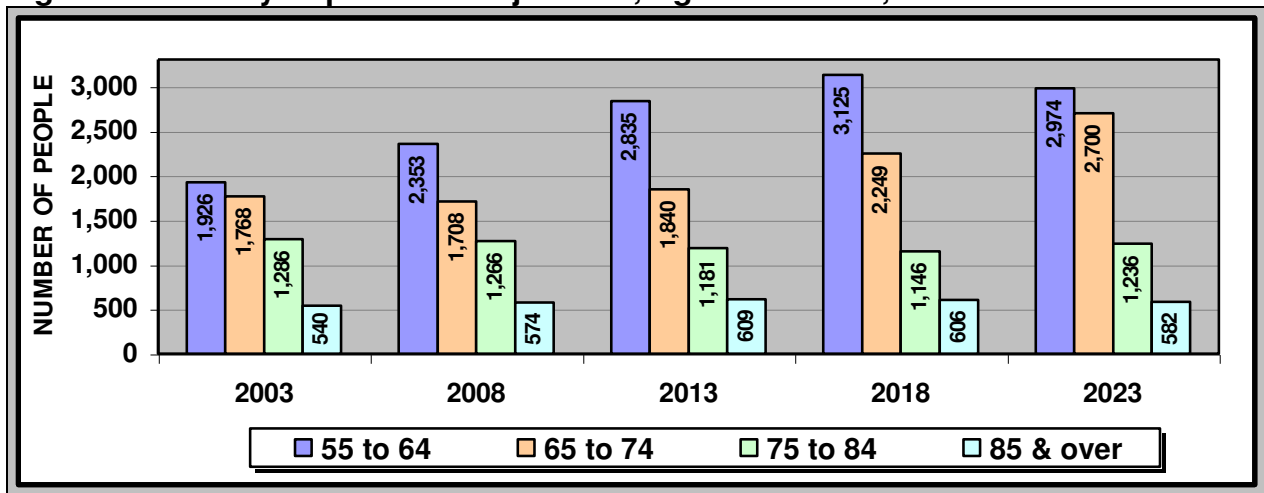


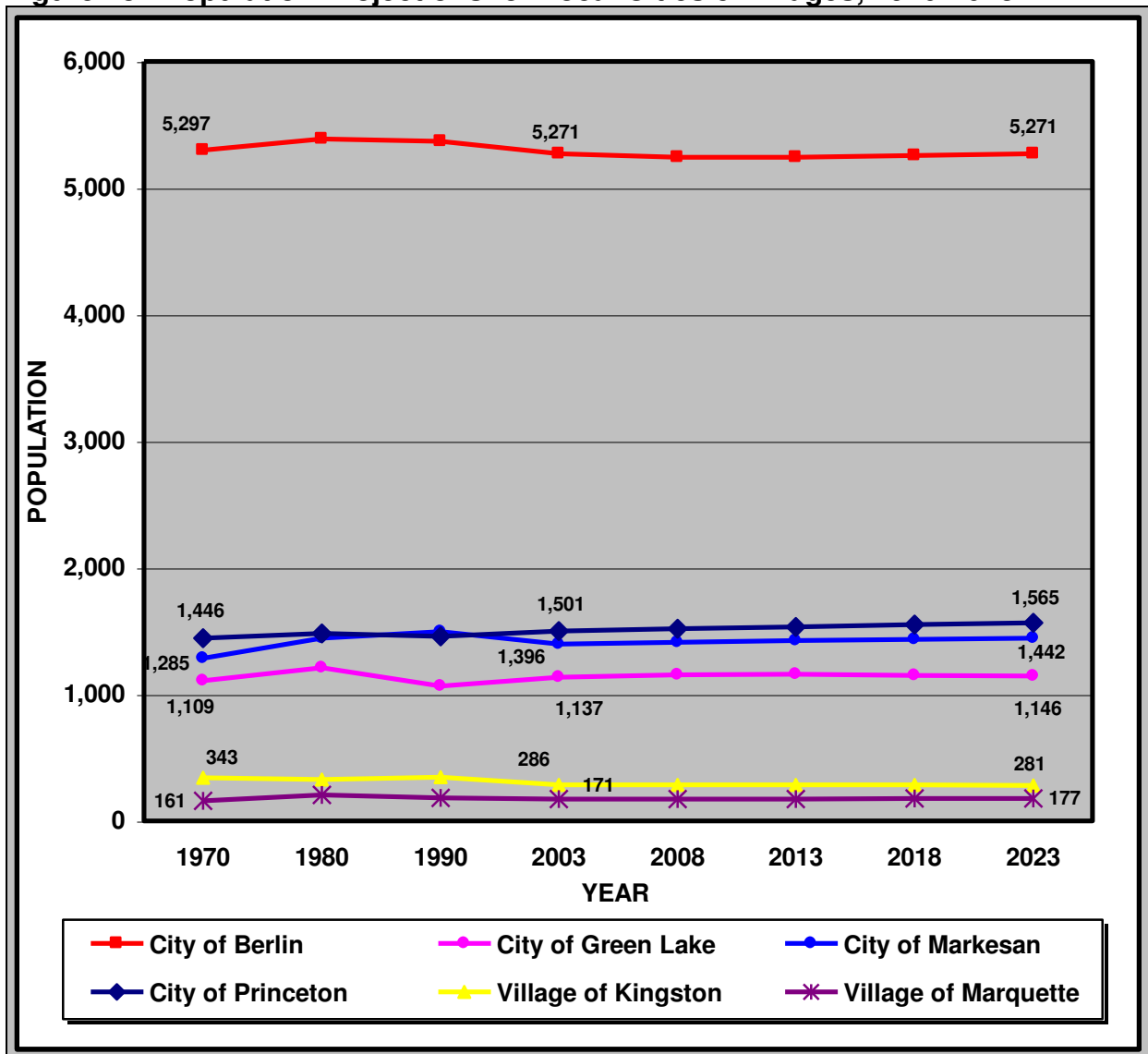
Figure 12. County Population Projections, Ages 55 & over, 2003-2023



SOURCE: US. Census – 2000, DOA Projections

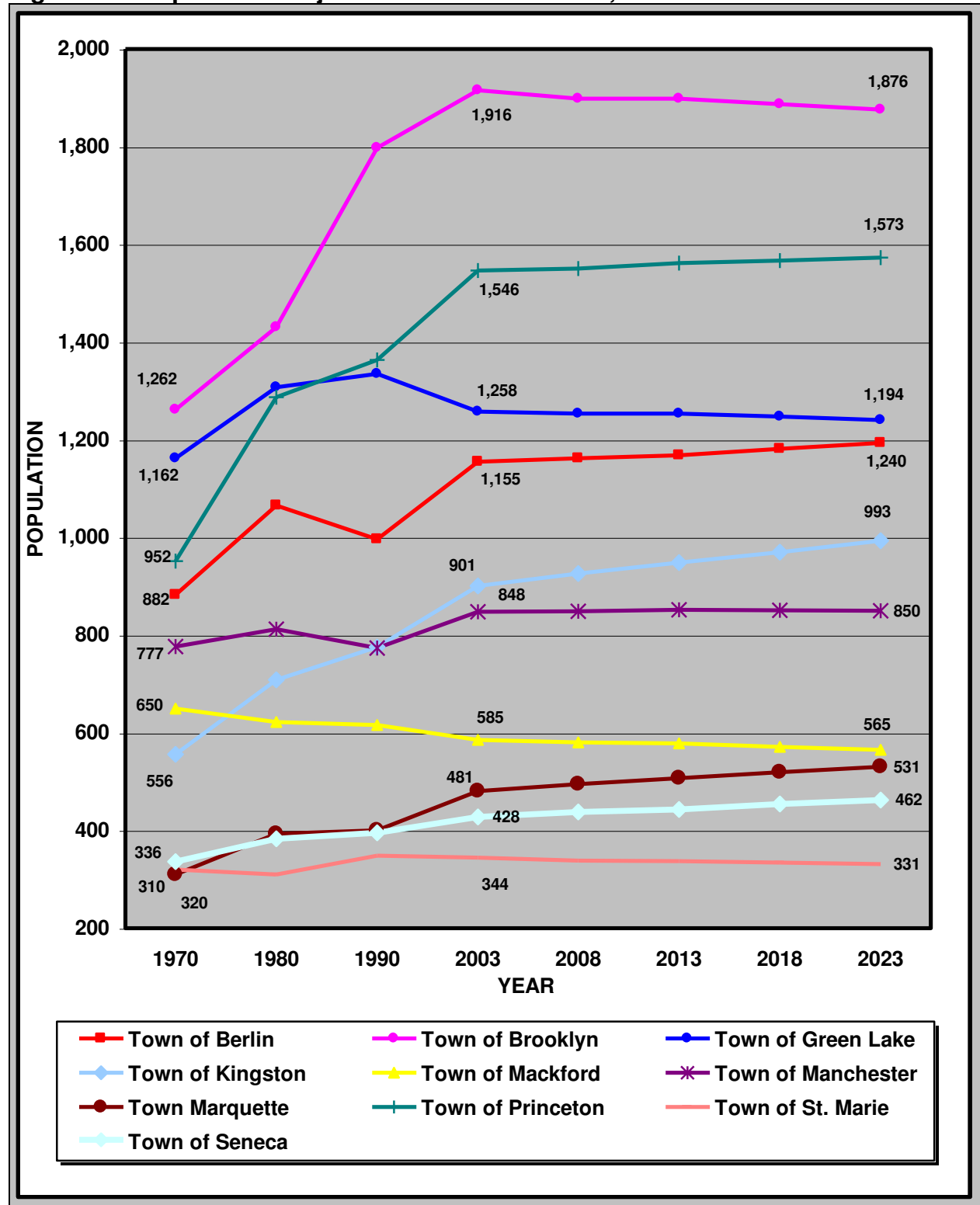
Along with the changes in the countywide population make-up, it is important to consider changes occurring within the local communities within Green Lake County (Figures 13 & 14). According to the DOA predictions Green Lake County and all of its local communities' populations are expected to remain relatively constant over the next 20 years. The Town of Kingston is expected to grow the most over the next 20 years, increasing its populations by 10% by the year 2023. Due to the fact that much of the lakeshore property is already developed in the County and the expectations for a relatively stable population in all of the surrounding counties, the projections being made by DOA is the projection being used the County.

Figure 13. Population Projections for Local Cities & Villages, 1970-2023



SOURCE: US Census – 2000 / WI-DOA Official Population Estimates & Projections.

Figure 14. Population Projections for Local Towns, 1970-2023



VII. HOUSING CHARACTERISTICS & TRENDS

A. Housing Inventory

The 1990 and 2000 US Census data shows increases in housing units for both year-round residents and in total housing units but a decline in the number of seasonal units (Figure 15). Another predominant change in types of housing is the increase in number of vacant housing units. Other interesting changes have taken place over the past decade. The County has experienced:

- In the past decade the total year-round population has increased by only 2.4% while the number of year-round residential living units increased by 7.1%.
- While the total number of vacant units has increased by 230 units the number of 'recreational, seasonal, & occasional' units has decreased by 115 units.

Figure 15. Number of Housing Units, 1990 & 2000.

YEAR	Year-Round Residence	Percent Change	Vacant Units	Percent Change	Recreation Seasonal & Occasional	Percent Change	Seasonal as a Percent of Total	Total Housing	Percent Change
1990	7,189	---	476	---	1,537	---	16.7%	9,202	---
2000	7,703	---	706	---	1,422	---	14.5%	9,831	---
Numeric Change	+514	+7.1%	+230	+48.3%	-115	-7.5%	-2.2%	+629	+6.8%

Source: U.S. Census – 1990, 2000

Figure 16 shows the breakdown by percent of the type of housing being provided, either as owner occupied or rental units. The percentage of both owner-occupied and rental properties in the County has remained relatively constant over the past decade. Combining the fact that over the past 10 years homes continue to be built in the County while the number of vacant units also continues to increase (48%) it can be concluded that the older housing units are left vacant while new housing units are being constructed.

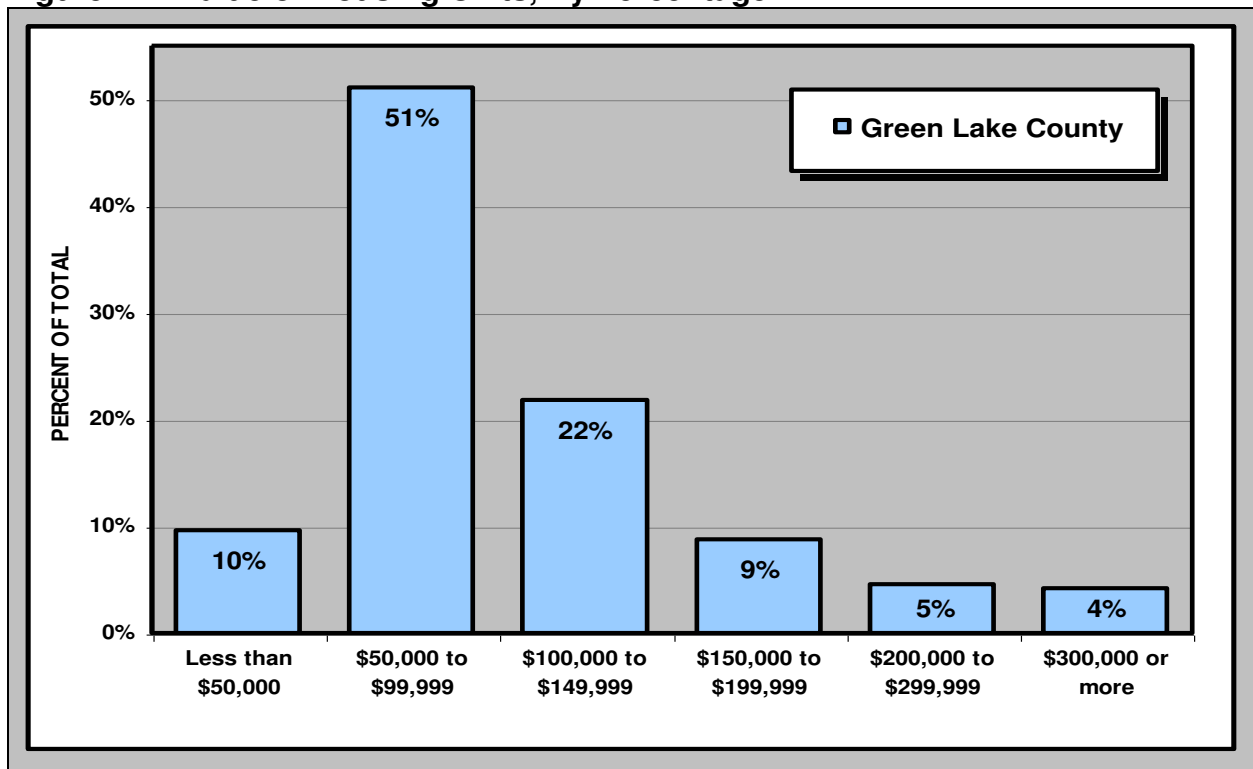
Figure 16. Owner or Renter Occupied Housing, By Percent, 1990 & 2000.

Community	Owner-Occupied		Renter Occupied		Homeowner Vacancy Rate		Rental Vacancy Rate	
	1990	2000	1990	2000	1990	2000	1990	2000
Green Lake County	75.1%	77.2%	24.9%	22.8%	2.2%	2.2%	3.6%	9.5%

Source: U.S. Census – 1990, 2000

Figure 17 shows the value of housing units in Green Lake County. The chart shows us that there is one price range, which covers the value of most of the County's housing. 51% are in the \$50,000-\$99,999 price range with the next closest range only containing 22% of the total. The 4% of the housing units that are valued at \$300,000 or more is a unique characteristic of the County, due largely to the influence of the lake front properties.

Figure 17: Value of Housing Units, By Percentage



SOURCE: 2000 U.S. Census

Comparing the County's home prices to that of the State's housing value we see that the County has a median home value that is, and has historically has been, lower than that of the State.

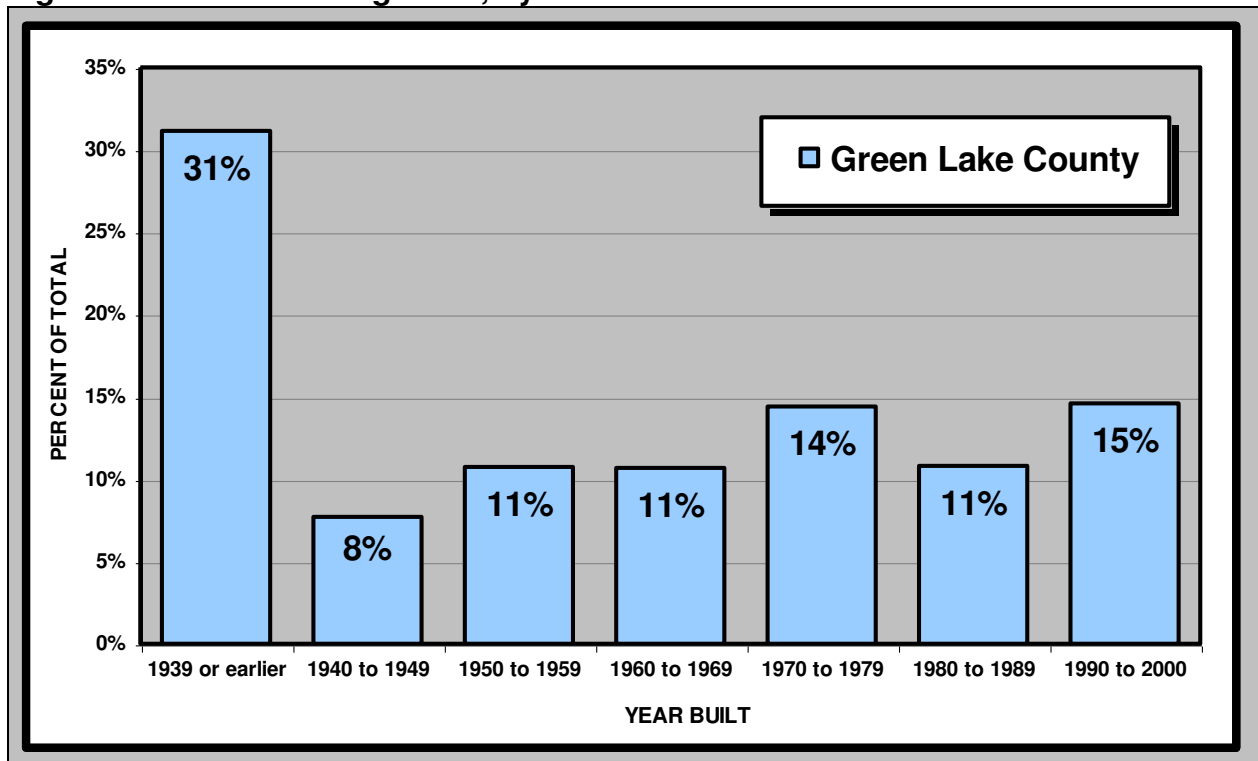
Figure 18. Median Value of Owner Occupied Housing Units, 1990 & 2000.

		<i>Green Lake County</i>	State of Wisconsin
MEDIAN VALUE	1990	\$49,800	\$62,100
	2000	\$90,100	\$112,200
PERCENT INCREASE		81%	81%

B. Housing Stock

Another important characteristic of the County is the age of its housing stock. The County is known to have both an agricultural and recreational base. This fact is reflected in housing construction. Almost one-third of the homes were built prior to 1939, a time when the County, like most of the State was developing agriculturally. In recent history (1940-1970) the amount of residential building in the County was relatively low. Obviously the Great Depression and World War II played a part during this period when few homes were built. After World War II up until 1970 the agricultural base, already having been established, required few new homes to be built and the recreation/tourism market had not yet started its growth-spurt. The next housing boom was not until the 1970's and again in the 1990's when the recreational/tourism market was emerging in the County.

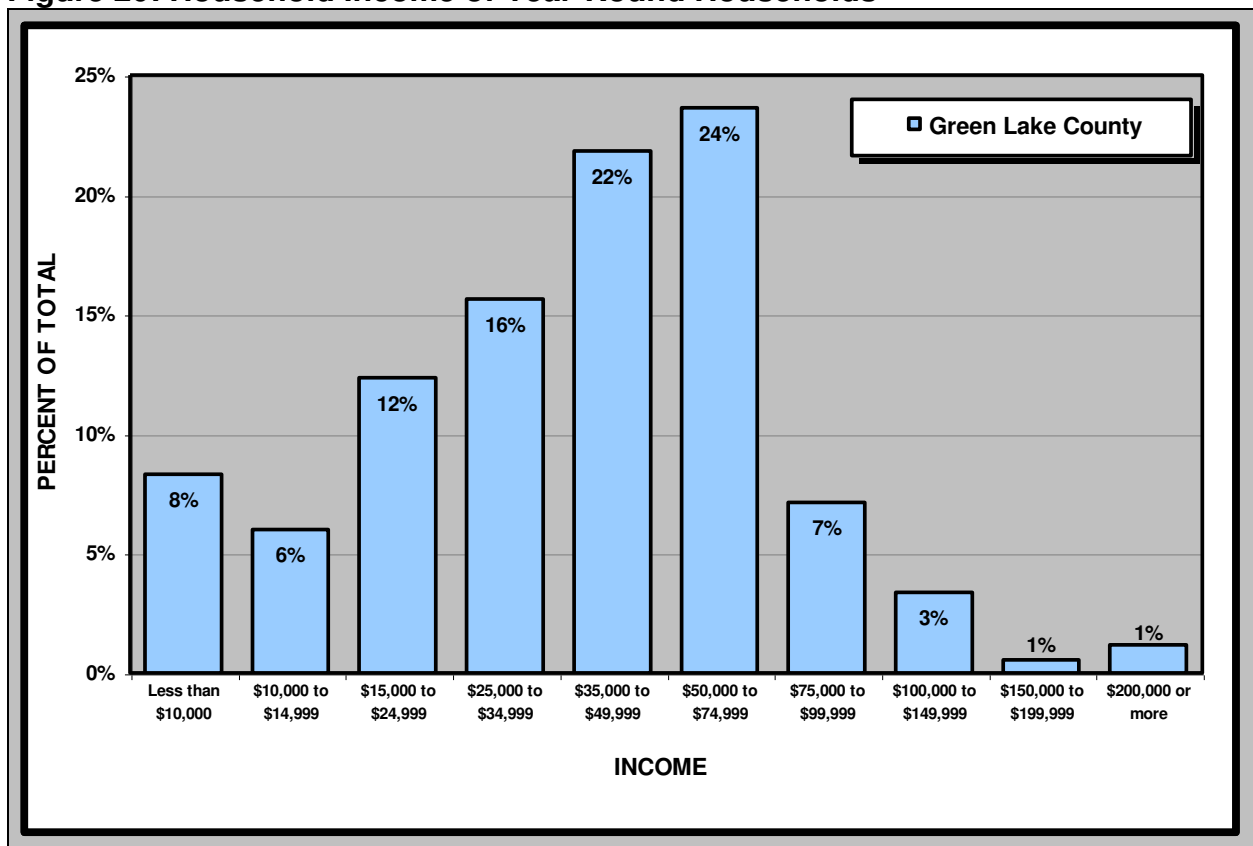
Figure 19: Total Housing Units, by Year Built



SOURCE: U.S. Census 1990 & 2000

C. Household Income Statistics

Figure 20: Household Income of Year-Round Households



SOURCE: 2000 U.S. Census of Population and Housing

Median Household Income

City of Berlin	\$36,896	City of Green Lake	\$35,435
City of Markesan	\$38,472	City of Princeton	\$32,679
Village of Kingston	\$36,250	Village of Marquette	\$36,667
Town of Berlin	\$44,659	Town of Brooklyn	\$51,250
Town of Green Lake	\$42,574	Town of Kingston	\$39,345
Town of Mackford	\$44,688	Town of Manchester	\$42,375
Town of Marquette	\$39,018	Town of Princeton	\$37,340
Town of St. Marie	\$40,417	Town of Seneca	\$48,594
Green Lake County	\$39,462	State of Wisconsin	\$43,791

Data from the U.S. Census shows the income levels of households within the County. While it appears that there is a significant amount of the population making a comfortable living it is also important to note the significance of those with incomes below the average. Approximately 42% of the household population makes less than \$35,000 per year (Figure 20). Comparing all of the housing data discussed in the previous pages the following conclusions can be made.

- Many of the homes in the County are older (31% were built prior to 1939).
- The median prices of the homes in Green Lake County are more affordable than the State's average.
- The median income throughout the County is comparable to the State average.

D. Housing Needs & Affordability

Local Housing Demand

One gauge of affordability for the purchase of local housing is to compare household income with the value of the housing units for a specified time period. The rule of thumb used in financing home purchases is to use a household's income, times 3, which will indicate the price that the household can afford. When comparing 1990 to 2000 statistics we see that a lot has changed in the County over the last 10 years. The US Census shows the following facts:

- In **1990** the **median income** was **\$26,427**.
- In **2000** the **median income** was **\$39,462**. *(a 49% increase)*
- In **1990** the **median value** of a house was **\$49,800**.
- In **2000** the **median value** of a house was **\$90,100**. *(a 81% increase)*

Using the formula described above the following conclusions can be drawn about the change over the past 10 years.

In 1990, a local family achieving the median household income of \$26,427 should, theoretically, be able to afford a home selling for \$79,281. This was a good sign when the median value of a home was \$49,800. In other words the average family would need to commit approximately \$400 a month for the average home, when the bank would allow up to \$700 per month, or a 75% margin of difference.

In 2000, the same local family achieving the median household income now earning \$39,462 would be able to afford the median home selling for \$118,386. However now the median home is \$90,100. The median family would need to commit approximately \$900 a month in order to purchase the average home. This dollar amount represents almost the maximum amount a bank would lend, which would be \$1,000 per month.

There are additional areas of concerns. One of the areas of concern is in regard to the elderly population. Currently almost 19% of the population is elderly (65 or older). It is expected that nearly 24% of the County's population will be 65 or older by the year 2023. As of the 2000 Census almost 34% of the population was on Social Security. This statistic shows a common trait of the retired population; that they live on a fixed income. While the current statistics show that housing is still affordable, this could easily change as the retirees' income stays relatively constant and the cost of housing continues to increase.

Green Lake County has the goal of promoting residential development in areas that are designated and suitable for residential purposes and are compatible with their neighboring uses. In order to accomplish this goal the County has made it its policy to:

- Continue to work with the Cities to provide locations for housing that can be serviced by adequate utilities and community facilities.
- Work with the local communities to ensure that alternate housing sites (ie: apartments or duplexes, etc.) are available in locations that can be served by utilities and community facilities.
- Provide opportunities for other types of housing in suitable areas of the County that will accommodate housing for the elderly.

VIII. ECONOMIC CHARACTERISTICS & TRENDS

A. County Economic Base

Green Lake County is a semi-agriculturally dependent community. While agriculture is the predominant land use in the County, agriculture as an industry of employment is responsible for only 6.6% of the employment base, according to the U.S. Census. The largest industry of employed persons, at 26%, is manufacturing. This is common in many rural communities where the primary industry has been transitioning out of agriculture into manufacturing. The growing industry of Health Care is reflected in the 'Education, Health, and Social Services' category, being the three industry of employed persons for the County. The growing influence of health care and the needs of an aging population are beginning to show an influence in the County's employment market.

B. Labor Force Characteristics & Trends

The difference in employment characteristics and the amount of land dedicated to a particular use can be very deceiving. Agricultural uses take up a lot of land but do not employ a proportionate number of people. With the County *'looking'* like an agricultural community it is important to note that manufacturing employment is the primary industry for the County residents. The County generally *'appears'* to be made up of mainly agricultural uses with a strong tourism influence (ie: tourism = retail employment). When examining the statistics it is obvious that 'Manufacturing' and 'Education, Health, & Social Services', play an important role throughout the County.

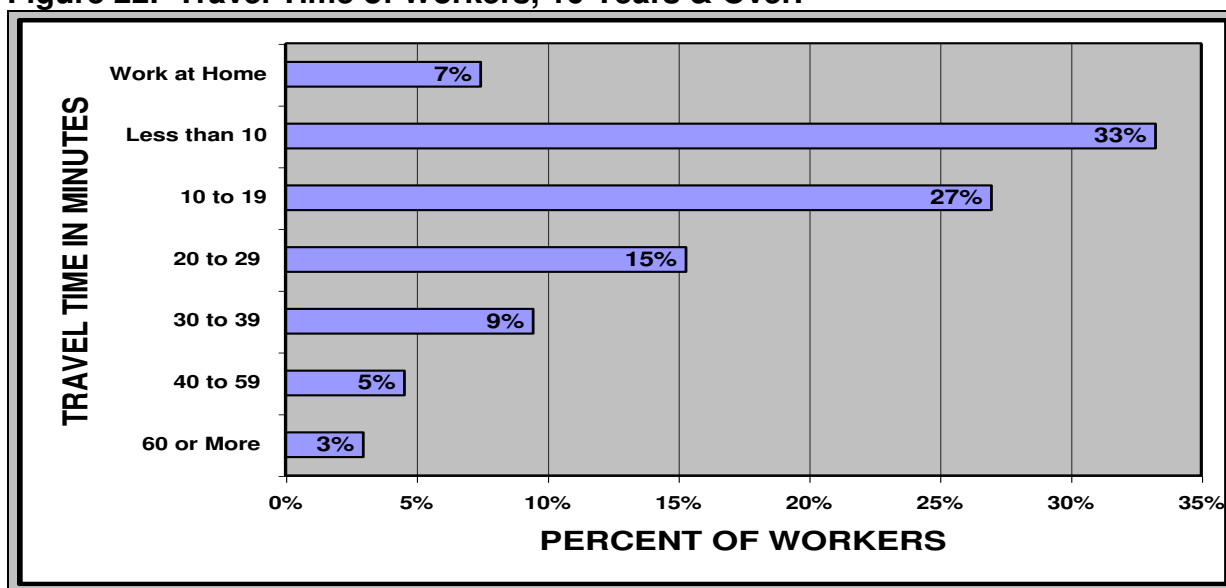
Figure 21. Industry of Employed Persons 16 Years & Over

INDUSTRY	1990 Percent	2000 Percent
Manufacturing	31%	26%
Education, health & social services	13%	16%
Retail	16%	11%
Construction	7%	8%
Arts, entertainment, recreation, accommodation & food service	1%	7%
Ag., mining, forestry & fisheries	10%	7%
Public administration	2%	5%
Finance, insurance, real estate	4%	5%
Transportation, warehousing & util.	5%	4%
Professional, scientific, management administrative & waste management	4%	4%
Other service	5%	4%
Wholesale	3%	3%
Information	0%	2%
TOTAL	100%	100%

SOURCE: US Census, 1990, 2000.

The combined influence of manufacturing, health care and retail as employment leaders in the County begins to shed light on established market trends that will continue to influence the County in the future. Historically having been an agricultural community fewer people had to leave the area to go to work. However, that has changed. Approximately 36% of the households have what the U.S. Census Bureau terms as “farm self-employment income”. In other words 64% of the working population of the County now leave their homes to go to work.

Figure 22. Travel Time of Workers, 16 Years & Over.



SOURCE: 1990, 2000 U.S. Census

Data from Figure 22 shows that 7% of the County's residents work at home. Since 33% of the working population travels less than 10 minutes to work this statistic would indicate that the largest single commuting population in the County is probably working within the County limits. Other employment opportunities, when commuting a short distance out of the county would most likely be found in the City of Ripon.

The second largest commuting group (27%) is traveling 10-19 minutes, still a rather short drive by modern standards. This group of commuters represents a large portion of residents working within the County limits. Smaller number of commuters, those traveling 20-29 minutes (15%) or more than 30 minutes (17%), indicates the portion of the population that could be employed in areas as far away as the City of Oshkosh, the Fox Cities, Waupun, or the City of Portage.

Other Employment/Commuting Characteristics

- When commuting to work:
 - 75% drive alone
 - 13% carpooled
 - 6% walked
- The mean travel time to work is 22 minutes.

Local Businesses and Employment Opportunities

There are several aspects of the County that would make it desirable to businesses. Such things as:

- State Highway 91 & 44 provides easy access for trucking to the City of Oshkosh & Interstate 41.
- There are four cities within the County that each have room available for commercial / industrial expansion.
- The County has a large recreational/tourism population.

While these features are positive aspects of the County there are also some negative factors that would limit the possibilities of attracting businesses to the County. Such things as:

- There is land available for commercial and industrial uses, which is located closer to the Fox Cities and the Interstate system.
- The County does not have a large population base to provide a customer base for a large commercial venture.
- The Cities of Oshkosh, Ripon, Waupun, and Portage can provide full municipal services and are already established retail centers.

Future commercial and development in the County is primarily targeted lands within the four cities. It is important to note that it has been the policy of the cities to annex commercial properties into the City that require municipal services (ie: sewer and water). For these reasons the County has established a goal of ensuring that services and employment opportunities, when offered to the local residents, will be compatible with neighboring land uses. The local economy and economic development in the area will be supported by the County in the following ways. The County will:

- Work with area residents to sustain the long-term viability of local farms.
- In continued cooperation with the cities the County will support quality commercial development within and adjoining the cities.
- Support the local entrepreneurs with home based businesses scattered throughout the County.

IX. TRANSPORTATION FACILITIES & NEEDS

A. Transportation Facilities, Road Inventory & Traffic Trends

Green Lake County has a series of both local and County roads that transverse the County in a common rural semi-grid pattern. Having a series of roads that interconnect and provide access to the regional roads the County has a quality road network that provides for easy traffic flow.

There are five State Highways within the County (91, 49, 23, 44, & 73). These highways serve an important role for local residents, the County and the regional traffic flow. Over the next several years the State has planned some major improvements to these highways. These improvements will not only improve the quality of the roads but will also make the highways safer and will ease traffic congestion.

The following is a summary of the major State highway improvements planned throughout the County. The following excerpts are from the State DOT Project Report (*italicized text*) with additional comments being derived from the transportation section of the local municipalities comprehensive plan to which they apply:

City of Berlin

Current traffic volumes on Huron St. (STH 49) are at 16,000 ADT (average daily trips) and the existing roadway is an urban cross section with parallel parking on each side. The City of Berlin is a "main street" type community, which relies heavily on the downtown commercial business district and associated parallel parking. This segment of roadway warrants the existing Fox River bridge to be replaced (2004) and future capacity and safety improvements to maintain acceptable levels of service. In lieu of capacity expansion on existing alignment that would include the replacement of the Fox River bridge with a 4-lane structure and ultimate removal of parallel parking, the Department in cooperation with area stakeholders have agreed to pursue an alternative option.

The alternative option is to construct a secondary Fox River Bridge crossing & approaches, which could ultimately be converted into STH 49 one-way pair systems utilizing the local street system currently in place. Preferred alignment of the secondary Fox River Bridge crossing is from Franklin Street to Ceresco Street.

This project is expected to begin in 2003 and has a construction cost estimate of \$1,000,000 with the City being responsible for 25% of the cost. The follow up to this project would be to replace the existing bridge in 2004 at a cost of \$811,000.

While this project is crucial for safe travel between the east and west sides of the Fox River it will be important for the City to manage land use changes along the new crossing. The future land use map shows the intention of the City to allow mixed-use development along this new route, allowing the downtown to grow.

City of Princeton

The State of Wisconsin, Department of Transportation (DOT) has several road improvement projects planned within the City beginning in 2002 and finishing in 2008. All four of the projects entail improving STH 23 & 73. The following is a summary, in chronological order, of the improvement plans for the State Highways.

- 1. The first improvement plan designated by the State is for a section of STH 73 starting at the intersection of CTH J on the west side of the City and improving the highway from that point to CTH E just south of the City of Neshkoro. The plan calls for resurfacing the highway, improving side road intersections, and repairing/replacing culvert crossings as necessary. Any real estate acquisition is expected to take place this year (2002) with the entire project being completed in 2004. The total project length is 8.6 miles and is expected to cost \$2,159,000.*
- 2. Beginning in 2004 the State plans on continuing its improvement efforts along STH 73. This improvement project is 0.4 miles long beginning at the intersection of Main and 2nd Street and ending at the intersection of Main and CTH J (Harris St.). The plan calls for reconstructing this segment of road from a rural cross section (open ditches) to an urban cross section (curb and gutter). Other improvements include storm sewers, sidewalks and overhead lighting. In conjunction with these improvements the City plans on improving the sanitary sewers and water mains through this corridor. All improvements for this project are expected to take place in 2004, with a total cost of \$1,475,000.*
- 3. The third phase of the State's improvement plans for STH 23/73 will begin at the intersection of South Fulton and Old Green Lake Road and end at the intersection of Main and 2nd Street, at the point where phase two began. This project includes all of South Fulton Street and Main Street between the two points described above, for a total length of 1.34 miles. Similar to phase 2 this project will also result in an urban reconstruction including storm sewer, pavement, curb and gutter, sidewalks and overhead lighting. Since this section of road goes through the center of the City the plan also recommends special design features such as traffic calming methods, and pedestrian and bicycle accommodations. This project is planned to begin in 2004 and be completed in 2006 with a total project cost of \$3,550,000.*
- 4. With only a small portion of the fourth phase being located in the City the DOT plans to resurface and reconstruct STH 23 from Old Green Lake Road to CTH A, just north of the City of Green Lake. Even though only a small portion of this reconstruction is within the City it is important to the City since this segment of road is one of the primary entrances into the City. The project is a total of 8.19 miles and has an estimated total project cost of \$8,900,000. It is expected to begin in 2005 and be completed in 2008.*

The City is centrally located in these State projects. Lasting eight years the total project cost is estimated at \$16,084,000. It will be important for the City to stay actively involved with all four of these highway improvement plans. With the State Highways traveling through the center of the City their reconstruction will greatly influence the 'look and feel' of the City.

Town of St. Marie

A section of STH 73 starting at the intersection of CTH J on the west side of the City and improving the highway from that point to CTH E just south of the City of Neshkoro. The plan calls for resurfacing the highway, improving side road intersections, and repairing/replacing culvert crossings as necessary. Any real estate acquisition is expected to take place this year (2002) with the entire project being completed in 2004. The total project length is 8.6 miles and is expected to cost \$2,159,000.

Equally important for the Town will be the care and maintenance of their local road system. As the plans are prepared for the State Highways the Town will need to ensure that the local road system will complement these regional roads.

Towns of Brooklyn & Princeton

While neither of these communities are involved with this multi-jurisdictional planning effort it is important to take note of the State's Highway improvement plans through these communities. The following is the excerpt from the State's Project Report for the portions of STH 23/73, from the City of Green Lake to the City of Princeton, that are targeted for improvement. The State's definitions and description of this project includes a justification that states that the roadway has rutting and general deterioration as well as lateral and transverse cracking. This highway corridor also has steep ditches with large trees in the clear zone creating unsafe conditions when a vehicle leaves the road. The States proposed improvements are:

The project will include a combination of different work types (resurface and reconstruct) on this segment of highway. The reconstruct portion of the project should incorporate intersection modifications as warranted per FDM standards and includes sub grade treatments, culvert replacement as warranted, and the incorporation of passing lanes as warranted. The reconstruction will start at the intersection of Old Green Lake Road in the City of Princeton and end 0.25 miles west of CTH T. The resurface will begin 0.25 miles west of CTH T and end at CTH A. The intent of the resurface is to extend the life of the pavement.

Beginning in 2005 with real estate acquisition this project is expected to take three years. The cost of real estate acquisition is estimated at \$1 million dollars and the construction cost is estimated at \$7,900,000.

Town of Manchester

In 2008 the Wisconsin Department of Transportation has plans of reconditioning and resurfacing Hwy. 44 from Kingston to Hwy. 73 in the Town of Manchester. While this is a necessary project in order to keep the roadway in a safe well maintained manner, these types of projects should be closely tracked. If traffic volumes were to increase along Hwy. 44 the Wisconsin Department of Transportation could at some point determine that the Highway will need to be widened. Secondary impacts of increased tourism and a growing local population could eventually change this now rural highway into a 'regional' highway that could require such things as limited access or turning lanes. The Town should closely track any such proposals. While an improvement of this magnitude may be a long way off, this type of change would have a significant impact on the 'look and feel' of the Town.

Village & Town of Kingston

The following is a summary, in chronological order, of the improvement plans for the State Highways, within the Town, beginning in 2006 and finishing in 2008

- 1 *The first improvement plan designated by the State is for a section of STH 44 (South Street) through the Village of Kingston, from Vine Street to the Grand River Bridge. The plan calls for an urban reconstruction on this segment of roadway including storm sewer, pavement, curb and gutter, sidewalk, and overhead lighting replacement. The plan also calls for 'context sensitive design features', which includes such things as traffic calming, pedestrian and bicycle accommodations and enhancements. The project will also include the resurfacing of the roadway from the Grand River Bridge to the north junction of CTH B. The total project length is almost ½ mile in length and is expected to cost \$909,000.*
- 2 *Beginning with real estate acquisition in 2005 and beginning construction in 2006 the State plans on continuing its improvement efforts along STH 44. This improvement project is 2.51 miles long beginning at the intersection of Vine Street and continues south along Highway 44 to the intersection of CTH H. The plan calls for reconditioning of this length of roadway due to rutting and general deterioration. The project will result in 11-12 foot lanes and 6 foot wide paved shoulders for bicycles and Amish buggies. The State's plans recommend that grading will be needed to improve the ditches and the ditch bottom should be located to minimize right-of-way impacts. Culverts should be replaced or rehabilitated as warranted and cattle passes should be eliminated. The intent of the project is to improve and extend the service life of the existing highway. Real estate acquisition cost is estimated at \$760,000 and construction is estimated at \$2,000,000.*

- 3 *The third phase of the State's improvement plans for STH 44 will begin at the intersection of CTH H and end at the County Line. The total project length for this phase is 3.64 miles. Similar to phase 2 this project will be a reconditioning of the highway with 11-12 foot travel lanes and paved shoulders to accommodate bicycles and Amish buggies. The State has also noted that there are drainage problems at the railroad bridge in Dalton, which needs to be addressed. This project is planned to begin with real estate acquisition in 2005 at a cost of \$760,000. Construction is to begin in 2007 and has an estimated cost of \$2,800,000.*
- 4 *The final phase of highway improvements in the area will be similar to the previous 2 phases. This project will also be a reconditioning of STH 44 with the project beginning at the intersection of CTH B and extending east to STH 73 with a total project length of 3.74 miles. Recommendations for this project include similar standards as the previous phases including 11-12 foot travel lanes and 6 foot paved shoulders for bicycles and Amish buggies. The State's plans recommend access modifications to improve safety, eliminating cattle crossings and replacing culverts as needed. Real estate acquisition is to begin in 2006 and has an estimated cost of \$460,000. Construction is slated to begin in 2008 and is estimated to cost \$3,080,000.*

The Town and the Village are both centrally located in these State projects. Lasting six years the total project cost is estimated at \$10,769,000. It will be important for the Town and the Village to stay actively involved with all four of these highway improvement plans. With the State Highways traveling through the center of both communities their reconstruction will greatly influence the 'look and feel' of the area.

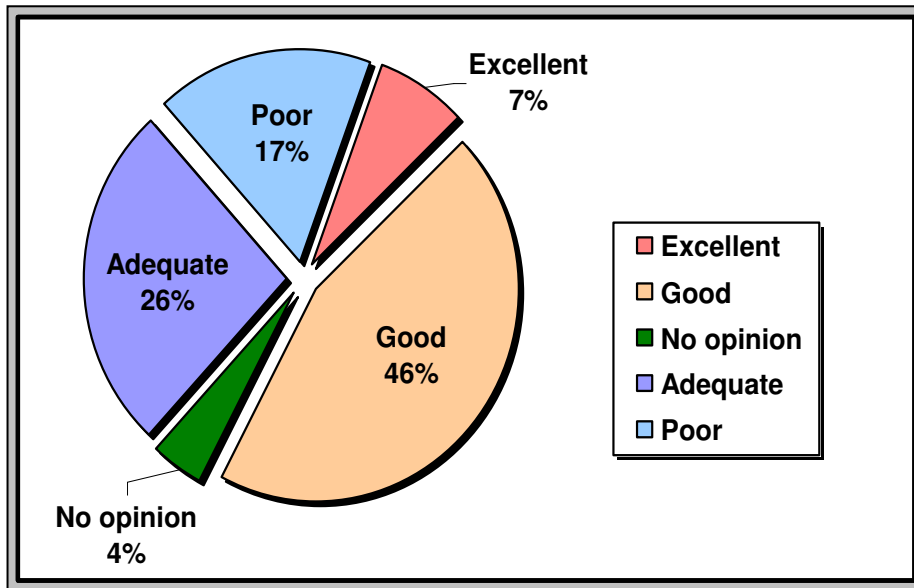
Equally important for the County will be the care and maintenance of the County road system. As the plans are prepared for the State Highways the County as well as the local municipalities will need to ensure that the local road system will complement these regional roads. Information gathered from the Household Survey shows that the residents of the County are currently satisfied with both the road quality and maintenance of the local road network.

B. Road Quality & Maintenance

Within Green Lake County there are a series of local and County roads that provide access throughout the County and serve as connectors to the state highways. While these roads serve a vital function they have much lower traffic counts and are therefore often overlooked. It is important that care be taken with improvements to these roads. The care and maintenance of these roads is not only a safety factor, it is important to consider the role they play in preserving the rural character of the area.

The residents of the County have a favorable outlook on the quality and maintenance of the County roads. As can be seen from the household survey results, 53% agreed that the quality was good to excellent, while another 26% felt that quality was adequate.

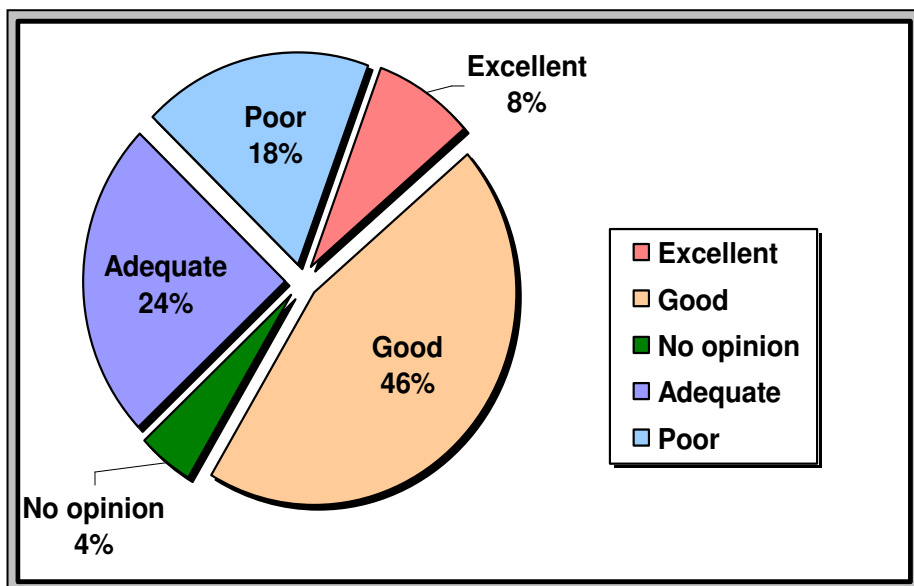
Figure 23. Opinion Survey Results for County Road Quality



Source: Green Lake County Household Survey, 2000

While existing quality is important, it is also important to consider the maintenance aspect. During the survey process when residents were asked to rate the quality of the County road they lived on, 78% felt that maintenance ranged from adequate to strongly agreeing that it was well maintained.

Figure 24. Opinion Survey Results for County Road Maintenance



Source: Green Lake County Household Survey, 2000

C. Transportation Needs

The County's population is expected to remain relatively constant. Seasonal residential development in the area may increase around the lakes and have the potential of creating traffic problems. Trends show that people are continuing to drive more often and are willing to commute farther than ever before. These changes within the local population will also affect traffic flows by increasing the number of daily trips by residents who are regularly commuting to work or shopping in another city. Changes in land use will also increase traffic on the community's rural roads and County highways. The greatest transportation related challenge for the County will be accommodating these increases while minimizing traffic problems and 'bottlenecks' in those areas where residential development has become more dense. These conditions can eventually create the need for more roads and wider roads in residential areas.

The County should continue to track State proposed improvements to the State highways within the County. State improvements are often large multi-million dollar improvements that can have a significant impact on the 'look and feel' of the County.

Green Lake County has the goal of maintaining a safe, orderly and efficient transportation system. This will be accomplished in part by balancing traffic flow and safety issues with community quality of life and the rural residential character of much of the County. In order to accomplish this the County will:

- Work with the local cities to assure that development along the major entryways into the cities is compatible with the road network.
- Work with the towns and villages to assure that County highway improvements are compatible with the local road network and adjoining land uses.
- Continue to maintain, and where necessary, improve the existing County road network.

X. PUBLIC FACILITIES

A. Utilities and Community Facilities

With Green Lake County being primarily a rural county the public facilities and publicly owned properties are widely scattered throughout the County. Without the demands of a large urban population the existing public facilities are adequately serving the needs of the population and are expected to continue to do so throughout the planning period covered in this document.

Police

The County Sheriff's Department provides police protection for the villages and the unincorporated towns. The Department headquarters is located in the City of Green Lake and regular dispatches throughout the area providing adequate protection. It is expected that this will be sufficient for the local communities within the County now and into the foreseeable future. With each of the Cities having their own police service the police protection for the urban areas is also sufficiently covered.

Fire & Rescue

Volunteer departments provide fire protection throughout the County. The local communities are provided full service protection that is provided quickly and easily. Other than continued training and standard upgrades to equipment, no other changes are needed or recommended for these services.

Parks

Since the majority of the County's population is located in and around the incorporated areas these population centers also provide the majority of the park and recreational facilities. The school districts, associated with each of the cities also assist in providing the community with recreational facilities.

With the combination of local lakes and large tracts of natural areas owned by the State of Wisconsin, the passive recreational needs of the County's residents and visitors are satisfied. The State lands located in the western half of the County are primarily along the Fox River corridor. Primarily wetlands, these areas were acquired for the protection of the waterways but also provide large areas for hunting, hiking and other passive recreational opportunities. With the County's population expected to remain relatively constant over the next 20 years the local recreational facilities are expected to meet the areas needs.

Cemeteries

There are multiple community cemeteries located throughout the County. They range from those established by the early farm families to current sites still in use. Being locally managed either privately or by a local unit of government these existing sites are expected to serve the needs of the County for the duration of the planning period outlined in this plan.

Health Care Facilities

Clinics and health care facilities are also located in the city centers as well as the Cities of Ripon, Waupun, and Portage supporting the local residents medical needs. With the widely scattered rural population the current health care coverage in the County is expected to continue, into the foreseeable future, to provided sufficient services.

Libraries

Library service is also provided in the incorporated areas and is expected to be able to meet all community demand into the future.

Schools

The four area school districts are headquartered in the cities. With recent upgrades to the different school systems they are in good shape to provide quality education to the communities children.

Land Fill & Solid Waste Disposal

The landfill located in the Town of Berlin is the largest local landfill; it is open to the public, and used by Waste Management for large disposals. Being sufficiently sized to meet the demands of the area for an estimated 22 years this site will meet the needs of the County through the planning period outlined in this document.

Stormwater Management

Stormwater management within the County is limited to rural ditches and natural drainage ways. With development generally being widely disbursed the current system is capable of handling any development into the foreseeable future.

Water Supply

With all of the homes in the rural portions of the County being serviced by private wells the demand for a central water supply will be associated with the cities and their sanitary sewer service area. An ample supply of water is available to the County residents and is capable of being provided by private wells into the foreseeable future. Those areas currently serviced by municipal water expect their systems to be sufficiently sized for any foreseeable demand.

Sanitary Sewer

There are six sanitary systems in the County. Each of the Cities and the Village of Kingston has their own independent systems. The two systems outside of the incorporated cities are associated with Big and Little Green Lake. Little Green Lake's system is an extension of the City of Markesan's system. Big Green Lake's system is the only independent sanitary district in the County and serves the southern and western residence of the Lake. With either recent upgrades or planned upgrades all of the sanitary systems are capable of handling current and future needs.

B. Policies and Programs

Currently community services are largely provided to the County residents by the cities. Services include such things as park and recreational facilities, education and senior facilities. At this point and through the life of this plan it is expected that the demands of the community can continue to be met in this fashion. If this situation should change it is the intent of the County to provide for the development of planned community and municipal services, where and if appropriate. Since that demand is not expected to arise soon the County will continue to support the City's efforts in providing these amenities to the area. The County will also:

- Continue to work with the cities in educating the residents throughout the County about available community activities and facilities in the area.
- Direct new development toward the existing sanitary districts in order to be adequately served by necessary public utilities.
- Develop a Capital Improvement Program and budget to ensure that County resources are consistent with the goals and objectives of this plan and to maximize the County's return on their investments.

XI. LAND USE PATTERNS & TRENDS

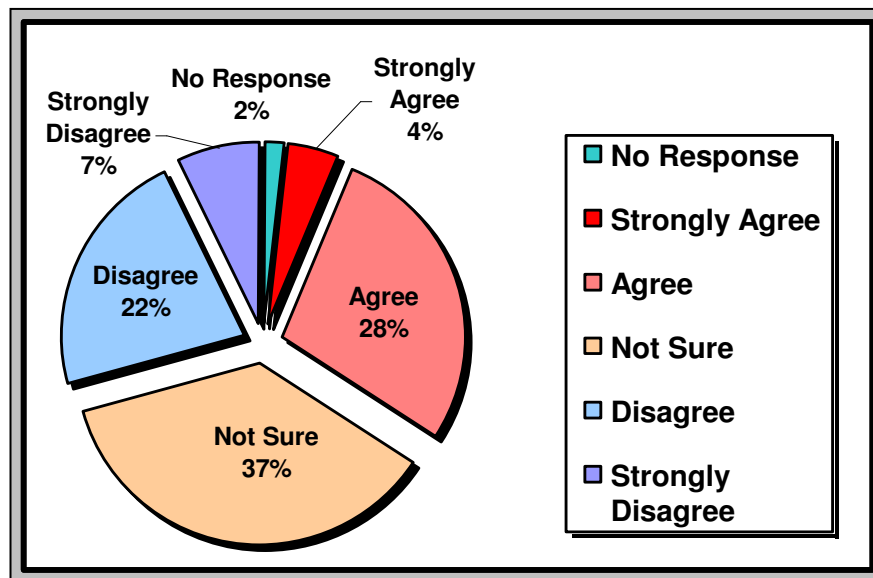
A. Current Land Use Patterns

The majority of the land use in Green Lake County is in agricultural use with residential developments primarily clustered within the incorporated areas and around the lakes. However, the percentage of the County's residents in the agricultural industry is declining. According to the 2000 Census data only 641 people, or 6.6% of the employed persons in the County, were in the agriculture, forestry or mining industries. Census data from 1990 shows that this is as a 3% drop in that industry. Current land use data identifies 78% of the County land to be in farmland. Even though farms are getting larger it can be expected that, in the long run, as the number of farmers declines the amount of land in agricultural use will also decline.

B. Summary of Community Survey Results

While the population of the County has not shown significant change over the past 30 years (13.2% increase) there are many changes occurring throughout the landscape of the County. The most predominant changes can be seen in the decline of agriculture as a major employer while the number of lakeshore residents has been increasing. The County's people see these facts and their opinions in the County wide household survey illustrate their concerns about the future. Important statistics from the survey show that the County's people are unsure about the changes around them, and whether they are positive changes.

Figure 25. Opinion Survey Results – ‘The Land Use Changes I See Are Positive’.



Source: Green Lake County Household Survey, 2000

As can be seen above, the opinions of the County's people is almost evenly divided when asked if they thought the land use changes they see are positive, with the largest single category of people being 'Not Sure'.

Areas adjoining the lakes have seen the most changes and have the greatest possibility of growing more rapidly. Development brings benefits and costs, and an increase in population creates additional demands for services and impacts the local infrastructure and natural resources. While not expecting great change it is important to plan for the future and try to identify the types, sizes, and locations for future uses before they grow into a greater concern or cause conflicts with existing uses.

C. Community Growth and Change

Currently there is mainly scattered commercial development throughout the rural portions of Green Lake County. The majority of local businesses are located within the incorporated municipalities. Additionally, there are a number of home-based businesses in the County; these are categorized for land use analysis purposes as residential.

D. Land Needed By Type of Development

Development in the County's future will depend on the health and growth of the region's economy, the success of area tourism initiatives and increases in local population. The simplest way to model such growth is to look at the way County population projections drive the local residential demand for land. The model projects a demand for 1,199 acres over the next 20 years.

Figure 26. Total Housing Unit & Acreage Projections

YEAR	Population Projection	Household Density	Total Number of Housing Units	Additional Housing Units	Minimum Lot Size	Demand (In Acres)	Cummulative Demand (In Acres)
1980	18,370						
1990	18,651	2.59	7,189				
2003	19,105	2.48	7,703		1.5		
2008	19,321	2.45	7,886	183	1.5	275	275
2013	19,666	2.43	8,093	207	1.5	310	585
2018	19,630	2.39	8,213	120	1.5	181	766
2023	19,595	2.35	8,338	125	1.5	187	953
New Housing units over the next 20 years =				635			

With the County being relatively small and not containing or being located too closely to a large urban population the County's population is expected to remain relatively stable, as is common with other rural communities of its size. The density of the County can be defined as taking the total acreage, minus surface water, divided by the total population. This formula can most clearly be defined in four ways: by a countywide average, by city, village, and unincorporated town.

Having a population of 19,105 people and the County consisting of 242,103 acres, the density equates to approximately 1 person per 12.7 acres. With the current number of housing units equaling 7,703 units the number of houses per acre of County equals 1 house per 31.4 acres. Using this formula and the projections from Figure 26, density is not expected to greatly change by the year 2023. Per person density is expected to remain consistent with density equaling 1 person per 12.4 acres with the number of housing units increasing slightly to 1 housing unit per 29 acres.

Greater differences can be found when comparing the incorporated cities and villages with the unincorporated rural towns.

Cities		Villages	
Population	= 9,343	Population	= 526
Land area	= 6,975 Acres	Land Area	= 1,244 Acres
Housing Units	= 4,347	Housing Units	= 284

City Population Density Averages	2003 = 1 Person per 0.75 Acres 2023 = 1 Person per 0.74 Acres
Housing Density Averages	2003 = 1 Housing Unit per 1.60 Acres 2023 = 1 Housing Unit per 1.44 Acres
Village Population Density Averages	2003 = 1 Person per 2.36 Acres 2023 = 1 Person per 2.36 Acres
Housing Density Averages	2003 = 1 Housing Unit per 4.38 Acres 2023 = 1 Housing Unit per 3.97 Acres
Town Population Density Averages	2003 = 1 Person per 25.32 Acres 2023 = 1 Person per 24.25 Acres
Housing Density Averages	2003 = 1 Housing Unit per 76.21 Acres 2023 = 1 Housing Unit per 73.43 Acres

As discussed in the local plans, throughout Green Lake County future growth projections are expected to follow historic patterns, with population centers remaining within the incorporated areas and the towns to remain largely rural. With the assemblage of the local plans into the countywide plan it becomes evident that with the expectation of a relatively stable population over the next 20 years the population densities throughout the County will also remain constant.

E. Criteria for Future Land Use

Criteria that take into consideration local, County, and State roles, values, and interests in land use decisions should generally guide the location of future development. These criteria refer to basic quality of life concerns that all communities share, so it is not surprising that the guidelines at each level of jurisdiction reinforce criteria identified at other levels. Combined with the County's land use vision and goals, these criteria should frame development discussions at the local level and influence County decisions on land use.

The State of Wisconsin has adopted numerous laws, ordinances and rules that provide parameters for localities engaged in the physical planning of their community. The "Smart Growth" Comprehensive Planning legislation, adopted in 1999, provides a definition and guidelines for local comprehensive planning. This law, known as Act 9, greatly expanded state-level expectations for local and County planning.

Broadly speaking, State criteria now include:

- The preservation of productive forest and agricultural lands;
- Adequate sewer and water facilities to serve existing and future growth and minimize impacts on ground and surface water, and on soil;
- The development of economic and business resources in order to provide local jobs, create income and profit, and stimulate local economic and tax activity.
- Preserve environmentally sensitive areas as defined by N.R. 121.
- Beginning on January 1, 2010, any regulation, program or action of a local governmental unit that affects land use shall be consistent with the local comprehensive plan.

Green Lake County, through its land use planning process, has identified the following criteria:

- Maximize the protection of environmentally sensitive areas and drainage corridors. This will minimize the loss of soil and degradation to surface water.
- Minimize the co-location or adjacent location of incompatible land uses.
- Minimize the loss of natural shoreland and open space around the rivers, streams and lakes.

- Maximize the use of “infill” in areas already primarily residential and minimize the distance between existing and future development so as to:
 - Minimize the loss of open space.
 - Minimize the loss of large tracts of productive agricultural lands.

Criteria for the location of commercial development:

- Locate development adjacent to other compatible uses, adjacent to the existing commercial developments and whenever possible utilize existing public facilities.
- Direct future commercial growth away from environmentally sensitive areas.

Criteria for the location of municipal development:

- Additional municipal development should build on or near the location of existing municipal facilities.
- Future County park locations should be scenic location with vehicular and pedestrian access. Residential and commercial development areas should be buffered from park activities by natural vegetation or open space.

F. Recommended Future Land Use Patterns

The above criteria outline where future land use development should take place. Based on population projections and on various limits of development, this plan recommends that future commercial and retail development continues to follow current patterns. To enhance the quality of growth that occurs, it is vital for the County to work closely with the Cities, Villages, Towns and other partners to develop regulatory tools and design standards that will work to preserve open space and minimize natural resource impacts.

Future Residential Development.

The largest part of the County’s future growth in terms of buildings and acreage will be invested in single-family housing. In order to minimize open space impacts, the County should seek to guide housing development close to existing residential areas and when possible adjacent to future commercial areas. Given age group projections, and a potential demand for elderly housing options, attention should be given to locating additional elderly/multi-family housing projects so as to reduce walking and driving distance for these populations. Working with private sector partners to create such resources should be seen as a way to meet the housing needs of local citizens.

Future Commercial, Retail, and Industrial Development.

As recommended above for residential growth, business development should be located close to existing ‘commercial’ areas of County. The majority of new commercial developments should be focused on the incorporated communities in the County. These two core areas will maximize public access and minimize the costs and loss of

open space. Industrial development is also expected to occur primarily within the cities in designated industrial park.

Special Study Areas

The Future Land Use Map (Map 7) designates three main locations in the County as a 'Special Study Area'. They are located 1) in and around the City of Green Lake, 2) in the City of Princeton, and 3) in the Town of Green Lake. The Special Study areas located within the cities' municipal limits will be regulated by the city in which it is located. The Town of Green Lake and the County will both be involved in future land use decisions within these Special Study Areas. No specific future land use is designated for these areas. Because of location it was the opinion of the local municipalities that these areas are most likely to see the heaviest development pressure over the next 20 years.

These areas have very distinguishable features that strongly represent the character of the community in which they are located. With most of the lands in these areas still being farmed and/or vacant they provide open spaces that allow very scenic views of the area. The land in these areas epitomizes the descriptions that many survey respondents gave when asked what was most important to them in the area. They enjoyed the rural character, open spaces, scenic vistas, and wanted to see agricultural lands preserved. Within this plan the preservation of the rural character of the County is one of the primary objectives. In an effort to accomplish this task open space is specifically defined as a part of that objective. **Open space* - which includes environmentally sensitive areas, is defined as any parcel or area of land:

- *Devoted to the preservation of natural resources, such as, critical plant and animal habitats; recharge areas for groundwater basins; waters important to fisheries management; and lake/pond shorelines, river banks, etc.*
- *Devoted to the managed production of resources, such as, forest lands;*
- *Designated for recreational, scenic, historic and cultural use or value; or*
- *Preserved for public health and safety.*

Identifying and preserving these secondary conservation areas, allow residents and property owners to:

- *Create awareness of those aspects of the landscape that give the community its own unique character and contribute to the community's quality of life; and*
- *Create a template for residential and commercial development that allows development to occur, but through zoning, design criteria and standards, creates opportunities to preserve designated open space areas.*

Future Development Patterns

A comparison of current and future land uses (Maps 5 & 7, respectively) shows that development areas will generally be agricultural lands that transition into some other use, mainly residential uses, with commercial uses being located primarily within the cities. As was discussed in the agricultural section (Chapter 5) the farm economy is struggling. While there are still many successful farms throughout the County the combination of low prices for crops and rising production costs have made it more difficult to run an economically viable farm.

Another important factor to consider is that while new tax laws have made it easier for the farmer pay taxes, the value of the farmland has continued to increase. The following data was collected using County assessment records.

- **In 1990 agricultural land values averaged \$633/acre.**
(Prices ranged from \$100 for swampland to \$2,000 for a building site)
- **In 2002 agricultural land values averaged \$1,829/acre.**
(Prices ranged from \$725 for swampland to \$5,500 for a building site)

The average value of agricultural land has increased by 189% in the past 12 years. The average value of land for an agricultural building site has increased by 203%.

As has happened to communities closer to urban areas farmland, when sold, is most likely to transition into a residential use. Within Green Lake County future land uses are expected to follow current development patterns. Urban type densities will be encouraged in areas within the incorporated municipalities and the existing sanitary districts with other development in the County being very limited. With the County being largely rural, development projects are expected to be new construction, since there are no urbanized areas to redevelop. It will be very important for the County to track land use changes in order to protect the rural identity of the County.

Green Lake County, wishing to keep its rural identity is planning on protecting its natural resources, maintaining open spaces, and preserving its productive agricultural lands. It will do this by continuing to work with the local municipalities to encourage development in appropriate locations.

XII. INTERGOVERNMENTAL COOPERATION

A. Multi-jurisdictional Planning Efforts

Multi-jurisdictional planning efforts are being conducted throughout Green Lake County. This planning effort began in 1999 with a visioning process. This process was organized by Green Lake County Planning & Zoning Department and was headed by an ad hoc committee consisting of individuals representing the interests of County and city government, lake associations, farming, as well as many other special interest areas.

A series of workshops were conducted throughout the County in order to gather input from as broad a population as possible. Meetings were held at different times and places, including a Saturday morning meeting in June in order to get the input of seasonal residents. As part of the public participation planning process these visioning meetings created the vision statement and identified the residents "preferred future". This was however only the first step. The next key step to this multi-jurisdictional public participation planning process was a household survey.

Using tax parcel information a household survey was sent to every seasonal and permanent household in the County. The survey was designed to allow respondents to freely express their opinions about planning and development. It was also designed in such a fashion that the responses of residents, by individual community, could be extrapolated from the countywide report. By designing the process in this fashion each community was able to start its planning process with strong public input. This common format assures that not only do the individual communities have a strong local voice in customizing their plans but also assures a seamless process when looking at the bigger picture of merging these independent but multi-jurisdictional plans.

B. Intergovernmental Cooperation

The current planning process began in the spring of 2001. With the assistance of the State's 'Smart Growth' funding a multi-jurisdictional planning grant was received. Green Lake County sponsored the grant and provided the matching funds for the Towns to begin their planning, with the Cities contributing their own match. By assembling a grant that is funding plans for most of the communities in the County a cooperative process was begun.

By beginning and conducting the planning process on one common timeline all of the communities involved will have completed the planning process by the end of 2003. With this being the first ever planning process for most of the communities Green Lake County Planning & Zoning Department agreed to take care of the mapping needs. With one unified mapping effort being conducted throughout the County all municipalities will have maps that will be compatible in content, technological specifications and will be capable of being updated 'in-house'. With the use of visual aids being one of the

strongest ways of presenting plans, this unified mapping approach further strengthens the cooperative nature of this comprehensive planning effort well after the planning process is completed.

C. Planning with the Local Communities

The four cities in Green Lake County (Berlin, Green Lake, Markesan, and Princeton) were the first to begin planning. The towns surrounding these cities were invited to become involved in the planning process. Not only are the towns producing their own plans, they are involved with the discussions at the city level also. Since most of the development in a rural community occurs in those areas surrounding a city this was an opportunity to discuss planning issues before they became areas of conflict or proposed uses could conflict with the adjoining municipalities long range plans.

Many of the land use decisions, important to the towns have been discussed in cooperation with their adjoining cities. The future land use maps for the cities, towns and the County will be identical due to these cooperative planning efforts.

As mentioned in the introduction, this plan is one of a series being completed throughout Green Lake County. As part of this multi-jurisdictional planning effort all of the communities involved have adopted their own plan, which formed the basis for the countywide plan. An important component of this process will be the discussion of services that are not limited to an individual community. This will include, but not be limited to, discussions about school districts, police protection, local and Countywide community services, and any other local, County, regional or state programs that are deemed important. This 'macro' approach of identifying strategies for improving these services in the County plan will assure that the best possible method of providing these services is developed throughout the region.

It is the County's intention to continue to work with the cities, villages, and towns in the County as these planning efforts continue. The County's involvement will assure continuity in planning efforts and improved efficiencies for providing public facilities and services.

D. Timeline for Green Lake County's Joint Planning Efforts

The current multi-jurisdictional planning efforts began at the County level with the formation of the County Community Planning Committee. This committee was a group of individuals representing the interests of town and city government, lake organizations, farmers, and as well as many other groups. In October of 1999 this group began the first step of the planning process, which was the visioning process. In the following 9 months, there were a series public workshops held in the Cities of Berlin, Green Lake, and Markesan.

In the workshops the local participants were asked to envision the future of Green Lake County and how they saw their community looking in the future. The County adopted the results of the visioning process in January 2001.

In March of 1999 the State of Wisconsin awarded a grant to the County, which provided the funding to the County to begin work on the second part of the public input portion of the countywide planning efforts.

In August 2000 tax parcel information was used to mail a household opinion survey to every landowner in the County. A total of 5,197 responses were received. The results of this household survey analyzed, inventoried and compared to the visioning process results that had been gathered by the Community Planning Committee. The results of both of these studies became the report entitled “A Vision – Green Lake County”, and was adopted by the County in January, 2001.

The County’s Planning & Zoning Office successfully wrote a Smart Growth Grant that provided State funding for the third and final step of the planning process – creating the planning document. The grant was applied for in the fall of 2000 with the award being announced in January 2001. Funds became available in May of 2001. This funding was used to create comprehensive plans for: 4 cities, 2 villages, 8 towns, and the County plan.

With all of the local communities that participated, having completed and adopted their local plans, the final step of this planning process was the melding together of these local plans to create the County Comprehensive Plan. The County’s plan respects the direction and interest of each of the communities by matching similar goals, objectives and future land use recommendations.

Summary Timeline of Events

March 1999	Received State funding for Household Survey
October 1999	Formed Community Planning Committee
October 1999 – July 2000	Conducted Visioning Sessions & Public Workshops
August 2000	Mailed Household Survey to all landowners in County
November 2000	Submitted grant request to the State for Smart Growth Planning Grant.
January 2001	Adopted Visioning report including results of Household Survey.
January 2001	Received notice of successful award of Smart Growth Grant funding.
May 2001 –April 2003	Completed Comprehensive Land Use Plans for all of the local participating communities.
September 2003	Green Lake County Planning & Zoning Committee recommended approval of County Plan.

Comprehensive Planning Meetings held as part of planning process.

58 City meetings
12 Village meetings
53 Town meetings
16 County meetings

TOTAL 139 public meetings conducted between May 2001 and August 2003

XIII. IMPLEMENTATION & RECOMMENDATIONS

A. The Vision

Overall the Vision of the community in 2023 is that Green Lake County is still a rural County in which the community's small County feel is maintained. Natural resources – water, soils, and air – are protected, farming is still common throughout the County and the natural beauty and open space of this agricultural County are preserved. Positive aspects of life in Green Lake that people appreciate today – scenic vistas, friendly neighbors, wildlife, and quiet country roads – are still present and highly valued.

New homes and small businesses, wherever practicable, are clustered in village-like settings around existing developments and adjacent to the urban areas. Home-based businesses are valued as viable economic options for local residents. The County has also preserved its family farming way of life, while supporting development and conservation options for those who no longer desire to farm.

B. Guidance from Community Survey Results

The results of the County wide household survey, adopted in 2000, provides the direction to the County and for this plan. The response rate to the survey was very strong, with 30% of households returning the questionnaires. Recommendations in this plan are based on the responses from this survey.

The survey showed that Green Lake County residents like living in the County because of farming, neighbors, safety, and most importantly the small town feel. The majority of the respondents felt strongly or very strongly about the following issues.

- 93% agreed that the County's natural resources should be protected.
- 93% felt that preserving open spaces is important.
- 87% are in-favor of protecting & preserving the agricultural land.

Full results of the household survey were compiled in a report entitled 'A Vision' – Green Lake County'. The report was prepared by Green Lake County Planning & Zoning Department.

From these survey results its citizens have given Green Lake County a clear direction. The County will:

- Work with the local communities to assure that zoning and subdivision regulations are protecting and preserving prime agricultural lands, open spaces, and the natural resources in the County.
- Encourage development in areas adjoining the cities and urbanized areas, where municipal services can easily and affordably be provided.

C. Goals & Objectives

The County's planning goals and related strategies, outlined below, are designed to move the community closer to its vision for the future.

PRESERVE THE RURAL CHARACTER OF THE COUNTY

Goal: Preserve the rural character of the County as embodied in open spaces, such as the farmlands, forests, marshlands, and scenic or historic places.

Objective 1: Identify, prioritize and preserve "open space"* values by completing Secondary Conservation Analysis and an Implementation Plan.

**Open space* - which includes environmentally sensitive areas, is defined as any parcel or area of land:

- Devoted to the preservation of natural resources, such as, critical plant and animal habitats; recharge areas for groundwater basins; waters important to fisheries management; and lake/pond shorelines, river banks, etc.
- devoted to the managed production of resources, such as, forest lands;
- designated for recreational, scenic, historic and cultural use or value; or
- preserved for public health and safety.

Identifying and preserving these secondary conservation areas allow residents and property owners to:

- Create awareness of those aspects of the landscape that give each community its own unique character and, as such, contribute to the community's quality of life; and
- Create a template for residential and commercial development that allows development to occur, but through zoning, design criteria and standards, creates opportunities to preserve designated open space areas.

Public input and suggestions from local officials and citizens are needed to identify and prioritize secondary conservation areas in the County.

Objective #2: Improve the quality and effectiveness of planning implementation by enhancing and updating County Zoning and Subdivision Ordinances, overlays and other local and County regulations and standards. Examples of these codes and standards that local and County officials should consider improving or creating:

- Siting of wireless communications & antenna arrays.
- Mobile home regulations.
- Adopt and/or improve driveway construction standards and design.
- Continue to improve the Zoning Ordinance
- Improve the Subdivision Ordinance.

It is recommended that local officials work closely with Green Lake County staff and neighboring communities to evaluate opportunities for collaboration on the development, interpretation and enforcement of new or revised regulations.

OPEN SPACE PROTECTION

Goal: Assure that any future land use changes will not diminish the quality of the natural areas around the lakes, rivers, and streams. Preserve the distinctive rural character of the County as embodied in open space uses, such as farmland, forests, natural resource areas, and scenic, historic and cultural resources.

Objective #1: Work with the local residents and town officials to map prime agricultural and environmental corridors. Use the mapped areas to identify areas not suited for development.

Objective #2: Consider mapping/designating a 'Conservation Corridor' along the lakes as well as other major natural resource areas, streams, and rivers. This multi-purpose, open space corridor would be done with the support of the landowners in order to protect the natural resources, Environmentally Sensitive Areas and improve wildlife habitat.

PROTECT THE NATURAL RESOURCES

Goal: Ensure that the natural resources of the County, specifically the lakes, rivers, streams, wetlands, and marshes, are preserved in their natural condition and protected from development pressures.

Objective #1: Work with the town officials to review and update the County's Stormwater Ordinance. Determine feasibility of additional stormwater management plans pursuing grant monies from such sources as:

- WI Department of Agriculture Watershed Programs
- WDNR Stream Protection Grants
- Other Sources

To fund completion of a stormwater management plan, with particular attention to the areas adjoining development. The plan should also identify priority protection areas that are vital for the protection of the County's groundwater.

Objective #2: Encourage a range of local activities and practices to manage and preserve local watersheds:

- Work with the town officials to enforce existing ordinances to prevent improper farming practices that cause excessive runoff and nutrient loading in the waterways.
- Agricultural “Best Management Practices” are generally sufficient to prevent nutrient overloads. Farmers near feeder creeks, swamps, and ponds should be encouraged to examine nutrient management practices.
- Farm practices along waterways should focus on preventing shoreline erosion.
- Residential development standards should be put in place to reduce erosion and eutrophication of rivers and wetlands.
- Make sure all septic systems are in good working order and give citations to residents that are not up to code.

Objective #3: Apply for the DNR Streams and River Grant Protections program in order to conduct any additional studies and create a plan for preserving the quality of the waterways within the County.

FARMLAND PRESERVATION

Goal: Identify, preserve and protect the County’s quality farmland.

Objective #1 Manage agricultural area rezonings. With the use of a prime agricultural soils map identify and work to preserve prime soils through the use of Exclusive Agricultural Zoning.

Objective #2 Partner with land preservation organizations. The County should establish a dialogue with and invite educational offerings from organizations that work with private landowners to protect natural resources and preserve open space, such as land trusts and conservancy organizations.

RESIDENTIAL DEVELOPMENT

Goal: Promote residential development in areas that are designated and suitable for residential purposes and are compatible with neighboring uses. *(Implementation of this goal is closely linked to implementing the open space goal above.)*

Objective #1: For economic efficiency, and to minimize open space and natural resource impacts, residential growth should be directed towards undeveloped areas adjoining existing residential areas, especially within the urbanized areas and the sanitary district boundaries.

- Create area development plans for infill areas.
- Find ways to limit regulatory obstacles; for example, establish small lot zoning in areas designated for infill.

Objective #2: Collaborate with the local communities, specifically the cities, to ensure that alternate housing options are provided as new development occurs. Ensure that these developments (ie: apartments, duplexes, elderly housing, etc.) are developed in areas served by adequate utilities and community facilities.

Objective #3: Review/update the County Zoning and Subdivision Ordinances to include planned units development (PUD's), overlay zoning and any other land use controls that will assure future residential development occurs in the County in a way that is in-line with the County's long range plans.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Goal: Ensure that these service and employment opportunities, when offered to the local residents, will be compatible with neighboring land uses.

Objective #1: Review/Update the County Zoning ordinances to assure home-based businesses are not allowed to cause negative impacts to surrounding neighbors. Establish and enforce operational standards for these micro-enterprises with regulations that clearly define acceptable traffic, noise, odor and other "bads" that are a nuisances to the surrounding neighbors and community.

Objective #2: Encourage commercial and retail establishments to locate in the designated areas adjoining the City of Markesan.

TRANSPORTATION

Goal: Establish and maintain a safe, orderly and efficient transportation system. Balance traffic flow and safety issues with community quality of life and the rural residential character of the County.

Objective #1: In cooperation with the cities complete a transportation corridor study of the local highways to identify possible land use conflicts and future traffic problems, recommending traffic calming strategies and to minimize impacts on the adjoining land.

Objective #2: When it becomes available from the State utilize the PASER rating information and diagnostic tools in order to develop a 5-year capital improvement program for the County highways.

UTILITIES & FACILITIES

Goal: Provide for the development of planned municipal services, where appropriate, and supporting services for the entire population.

Objective #1: Become actively involved with the cities in terms of current infrastructure capabilities and future sewer service areas in order to stay informed on any municipal services that may extend out of the incorporated areas and into the adjoining towns.

Objective #2: Schedule regular meetings with the Little Green Lake Protection and Rehabilitation District in order to stay apprised of any changes or expansion plans.

COOPERATION

Goal: Work with the local communities, in sharing information about land use plans and future changes.

Objective #1: Within one month of the adoption of this plan, establish dates, times and places for quarterly meetings with the local municipalities. UW-EX Community Resource Development Program can provide educational support for these meetings. The purpose of the meetings will be to discuss current initiatives and shared goals in the areas of land use, conservation and development.

Objective #2: Annually request updated land use and zoning maps from the cities in order to stay up to date on land use changes.

D. Implementation and Action Planning

The implementation of the plan is when the real work begins. This plan is a compilation of opinions of the residents with facts about the community and its environment. The previous section reviewed the goals, which are formalized statements that outline the opinions of the people into specific categories. By adding objectives it will assist in developing the preferred future outlined above in the Vision Statement.

Since this plan is a culmination of local plans it is the County's intention to continue to work with the cities, villages and towns as these planning efforts continue. The County's involvement will assure continuity in planning efforts and improved efficiencies for providing public facilities and services. Since most land use controls are in the hands of the cities and the County, they will be discussed and recommendations for updates will be made as part of the County plan. With land uses being heavily influenced by adjoining uses addressing the land use controls with the broader perspective of the countywide plan will assure a more unified, holistic answer to all land use issues.

Integrating Elements

The goals and objectives relate to each of the elements outlined in this plan. For example both the natural resources section and the housing chapter of this plan have compatible goals and objectives. The analysis within the plan, as well as the objectives, are closely related. Similar objectives under different sections will assure that implementation of one item will support multiple goals in different elements. Following the recommendation of a regularly scheduled review will guarantee that goals are still valid and that objectives are compatible with the goals of other elements.

Measuring Progress

With the County's plan being one part of the larger multi-jurisdictional effort progress is closely tied to the County's local communities and the broader countywide effort. After adoption of this plan objectives should be prioritized. This process will allow the County to set specific timelines for accomplishing them. As a part of this action the involvement of the local communities will also assure that their planning objectives

mesh with the County's. With the assistance of the UW-Extension Agent and Green Lake County Planning and Zoning Department Staff as facilitators the prioritized objectives supporting common goals of three levels of government will be set. The timelines associated with these objectives will assure all of the communities that an action plan, which identifies the 'who, what, when', will set the mechanism in place that will measure the process of implementation.

Updating the Plan

The State of Wisconsin's 'Smart Growth' law requires that each community update its plan at least once every 10 years. With the amount of changes that can take place in any community it is recommended that the plan be reviewed and updated regularly, as often as necessary. As part of the Action planning session discussed above implementation items will be prioritized and accomplished accordingly. As these items are accomplished the resulting action will also necessitate the review of the plan in order to assure it is achieving the associated goal or goals as applicable.

The following strategies that will be used to implement the plan are outlined below. They are to be used as specific methods for accomplishing the goals and objectives outlined in this plan. By reviewing at least annually, it will allow the County to check off those strategies that have been accomplished, begin pursuing the next strategy, adding additional priorities as they present themselves, re-organize existing strategies and re-prioritizing as applicable. Prioritizing will be important not only for accomplishing the most important tasks first but also to identify tasks that are dependent on other strategies. For example, “*Conducting an environmental audit to determine areas needing protection*” will take 2 years and will need to be completed prior to the 6 month task of “*Re-writing of the Zoning Ordinance...to protect environmentally sensitive areas...*”.

The strategies are further clarified by adding ‘Committees & Organizations’ that would serve as the leaders for initiating the tasks. They would also be responsible for notifying other interested parties and identifying additional resources that may be needed. It is assumed that each of the tasks will also involve appropriate County staff. An estimated allotment of time is also provided. Once a task is initiated it should be completed within the defined amount of time. This will assure completion of tasks and allow the County to move on to the next item. When the estimated time states ‘On Going’ this will be a task, that once initiated becomes a regular function of the County.

COMMITTEES & ORGANIZATIONS

TIME
(IN MONTHS)

Strategy for Preserving and Protecting the County’s Natural Resources

- ❑ *Conduct an environmental/ecological audit to determine which areas need to be protected/preserved.*

 - **County Staff, P & Z Committee** **2 yrs.**
- ❑ *Re-write portions of the zoning ordinance to protect environmentally sensitive areas by restricting development and to allow development elsewhere.*

 - **County Staff, P & Z Committee** **6 mo.**
- ❑ *Review and revise as necessary the Zoning Ordinance to ensure that development adjacent to environmentally sensitive areas is appropriate. Control development with zoning tools such as conditional uses.*

 - **County Staff, P & Z Committee** **6 mo.**
- ❑ *Update the subdivision ordinance to include protection of environmental corridors including rivers, streams, wetlands, drainageways, and floodplains as well as other environmental resources.*

- **County Staff, P & Z Committee** **2 yrs.**
- *In conjunction with the County pass a view protection ordinance to protect scenic corridors and the beauty of the lakes, rivers, and marshes in and around the County.*
 - **City & Co. Staff, County P & Z Committee** **3 yrs.**
Local Plan Commissions
- *Inventory the views that are particularly beautiful or important to the character of the County. Seek to protect these views with both City and countywide zoning ordinances.*
 - **City & Co. Staff, P & Z Committee** **3 yrs.**
Local Plan Commissions, Berlin-ETZA

Strategies to Preserve, Protect & Enhance the Quality of Housing in the City

- *Use the powers of a Community Development Authority (CDA) to finance or act as a conduit for financing private development of elderly multi-family housing.*
 - **County Staff, P & Z Committee, CDA** **Ongoing**
- *Apply for Department of Administration's (DOA) Community Development Block Grant (CDBG) money for site acquisition, preparation and public service costs for low and moderate income housing.*
 - **County Staff, P & Z Committee, CDA** **Ongoing**
- *Develop criteria and standards for new housing and distribute through Requests For Proposals (RFPs) to property owners and developers in the area.*
 - **County Staff, P & Z Committee** **2 yrs.**
- *Survey residents to determine need and interest in alternate types of housing developments and rehabilitation programs.*
 - **County Staff** **9 mo.**
- *Survey existing housing stock for residences which may be eligible for historic designation and possible grant money for preservation/restoration efforts.*
 - **County Staff, P & Z Committee, Local Historic Societies** **6 mo.**
- *Review/update the existing zoning ordinance assuring the availability of community based residential facilities (CBRFs) for disabled and elderly people throughout the City.*
 - **County Staff, P & Z Committee** **6 mo.**
- *Survey church and civic groups to see if any are interested in helping low income and elderly householders with regular maintenance and repairs. If so, establish lists of volunteers and people that need assistance.*
 - **County Staff, Commission on Aging** **6 mo.**

- ❑ *Inform seniors and low-income residents, who are having trouble paying their property taxes, of the deferment program run by the Wisconsin Housing and Economic Development Authority.*

 - **County Staff** **6 mo.**
- ❑ *Explore the advantages and disadvantages of establishing a countywide housing authority.*

 - **City & Co. Staff** **1 yr.**
- ❑ *Using the zoning and subdivision ordinances, require buffers or screening between residential areas and adjoining inappropriate uses.*

 - **County Staff, P & Z Committee** **6 mo.**
- ❑ *Review and revise, if necessary, the zoning ordinance in order to restrict inappropriate uses from developing adjacent to residential areas.*

 - **County Staff, P & Z Committee** **6 mo.**
- ❑ *Use government sponsored funding sources to help the elderly, low income, and handicapped residents to improve their homes and to make them more accessible.*

 - **County Staff, CDA** **Ongoing**
- ❑ *Develop a neighborhood plan for each residential section of the community. Include capital improvements planning for each section.*

 - **County Staff, P & Z Committee** **3 yrs.**
- ❑ *Create Area Development Plans for the undeveloped areas in and around the cities. Use these plans to encourage future development that will be compatible with the existing urban design of the City.*

 - **City & Co. Staff, P & Z Committee** **4 yrs.**

Co. Plan & Zoning Committee, ETZA

Strategies for ensuring the maintenance of a strong local economy.

- ❑ *Establish an urban service boundary. Work with the towns, villages, and the cities to limit development beyond that point.*

 - **City & Co. Staff, P & Z Committee** **1 yr.**

Co. Plan & Zoning Committee, ETZA
- ❑ *Use development incentives to encourage business location and expansion in developed areas.*

 - **County Staff, P & Z Committee, CDA** **1 yr.**

Chamber of Commerce

- *Work with the towns to discourage scattered commercial development.*
 ○ **County Staff, P & Z Committee, ETZA** **Ongoing**
- *Use Tax Increment Funding Districts (TIF) to encourage economic development within the cities.*
 ○ **County Staff, P & Z Committee, CDA** **Ongoing**
- *In conjunction with the local Chambers of Commerce establish an incubator for both commercial and industrial entrepreneurs.*
 ○ **County Staff, P & Z Committee** **Ongoing**
 Chambers of Commerce
- *Develop a business mentoring program where more experienced business owners and managers help less experienced owners and managers to start a business, avoid pitfalls and become profitable.*
 ○ **County Staff, P & Z Committee** **Ongoing**
 Chamber of Commerce

Strategies for encouraging quality commercial areas in the cities.

- *Adopt development standards and requirements for the major entryways into the cities. Work with the local communities to guarantee the same standards outside of the city limits.*
 ○ **City & Co. Staff, P & Z Committee** **1 yr.**
 Co. Plan & Zoning Committee, ETZA
- *Conduct feasibility/best use analysis for development of vacant/underutilized properties.*
 ○ **County Staff, P & Z Committee, ETZA** **1 yr.**
- *Offer governmental assistance to encourage redevelopment and infill of vacant/underutilized properties, especially focusing on buildings of historic significance.*
 ○ **County Staff, P & Z Committee, CDA** **Ongoing**
 Historic Society, Chamber of Commerce
- *Create a landscape/screening ordinance that will require new businesses or a new use to landscape the property, especially screening dumpsters and lot lines adjoining residential properties.*
 ○ **County Staff, P & Z Committee** **6 mo.**

Strategies for preserving and improving local downtowns, 'mainstreets', and central businesses districts

- *Review zoning ordinance language and district boundaries to assure that 'highway commercial' does not detract from the historic nature of the local downtown.*
 - **County Staff, P & Z Committee** **6 mo.**
- *Work with the Chamber of Commerce and the local businesses to develop a design plan that will encourage visual continuity and identify the historic elements which need to be protected and improved.*
 - **Local & County Staff, Local Plan Committees** **1 ½ yrs.**
Chamber of Commerce

Strategies for improving the County's industrial base

- *Develop a master plan for industrial space development. Include plans for adequate sewer, water, drainage, transportation links, and design standards.*
 - **City & County Staff, P & Z Committee, CDA** **1 yr.**
- *Work with the cities and Green Lake County Economic Development Corporations to determine types of businesses that are most appropriate for the cities.*
 - **City & Co. Staff, P & Z Committee** **1 yr.**
Co. Plan & Zoning Committee, ETZA
- *Develop marketing materials for targeted industries.*
 - **County Staff, Chamber of Commerce** **Ongoing**
- *Target appropriate businesses through phone calls, mass mailings, brochures and personal contacts.*
 - **Chamber of Commerce** **Ongoing**

Strategies for improving the local transportation systems

- *Conduct a detailed study including a capital improvement plan that would identify the need for additional bike paths.*
 - **County Staff** **Ongoing**
- *Determine the feasibility of a regional bike route that would connect the Cities throughout the County specifically focusing on the recreational areas around Green Lake County.*
 - **City & Co. Staff, P & Z Committee** **6 mo.**
Park & Rec. Commission, ETZA
Co. Plan & Zoning Committee

Strategies for improving cooperation with neighboring communities

- ❑ *Establish quarterly meetings between governmental staff and elected officials throughout Green Lake County.*
 - **City & Co. Staff, Local Plan Committees** **Ongoing**
Co. Plan & Zone Committee, ETZA
City Councils, County Board
- ❑ *Hold informal quarterly meetings to share information between municipal representatives and area business leaders.*
 - **City & Co. Staff, Local Plan Committees,** **Ongoing**
Co. Plan & Zone Committee, ETZA
City Councils, County Board, Chamber
- ❑ *When updating the County's Comprehensive Plan notify the local towns, villages, and cities of the changes.*
 - **Co. Staff, P & Z Committee** **Ongoing**
- ❑ *Annually request updated land use and zoning maps from the adjoining counties in order to stay up to date on land use outside of the County lines.*
 - **Co. Staff, P & Z Committee** **Ongoing**

Strategies for improving the local Utilities and Public Facilities

- ❑ *Conduct a Stormwater Management Plan. Pursue grant monies from such sources as: Wisconsin Department of Agriculture Watershed Programs, WDNR Lake Protection Grants or any other sources available.*
 - **County Staff, P & Z Committee** **2 yrs.**
- ❑ *Complete and adopt a countywide Park, Recreation and Open Space Plan.*
 - **County Staff, P & Z Committee** **6 mo.**

Strategies for assuring appropriate land uses and land use controls

- ❑ *Review and update the Comprehensive Plan once a year.*
 - **County Staff, P & Z Committee** **Ongoing**
- ❑ *Establish a joint-comprehensive planning committee comprised of the cities, the towns, and village representatives. Schedule meetings quarterly.*
 - **City & Co. Staff, P & Z Committee** **Ongoing**
Local Plan Committees

- ❑ *Compare current zoning to the recommended future land use map and where appropriate, rezone properties within the County that are in contradiction to the Comprehensive Plan.*

 - **County Staff, P & Z Committee** **6 mo.**
- ❑ *In order to track land use changes, develop a computerized countywide parcel map with existing and future land use categories, using the latest Geographical Information Systems (GIS) technology.*

 - **County Staff, P & Z Committee** **1½ yrs.**
- ❑ *Work cooperatively with the local towns to discourage scattered commercial developments.*

 - **City & Co. Staff, P & Z Committee** **Ongoing**
Co. Plan & Zoning Committee, ETZA
- ❑ *Revise the County's subdivision ordinance. Require an area development plan for entire acreage of parcels proposed for development including all future additions within the property.*

 - **County Staff, P & Z Committee** **2 yrs.**
- ❑ *Consider creating an ordinance requiring developers to pay impact fees for infrastructure improvements, parks and possibly school system improvements.*

 - **County Staff, P & Z Committee** **1 yr.**
- ❑ *Rewrite portions of the zoning ordinance, as applicable, in order to encourage infill development.*

 - **County Staff, P & Z Committee** **6 mo.**
- ❑ *Develop economic development incentives to encourage business location and expansion within the incorporated areas.*

 - **County Staff, CDA, Chamber of Commerce** **1 yr.**
- ❑ *Establish urban service area boundaries and limit development beyond that point.*

 - **County Staff, P & Z Committee, ETZA** **9 mo.**
- ❑ *Create area development plans for infill areas.*

 - **County Staff, P & Z Committee, CDA** **6 mo.**
Chamber of Commerce

Strategies that will encourage historic preservation

- ❑ *Create governmental assistance programs to encourage redevelopment and reuse of historic properties.*
 - **County Staff, P & Z Committee** **Ongoing**
Chamber of Commerce, Historic Society
- ❑ *Revise the zoning ordinance and add development standards requiring that a new development next to an historic structure will be constructed in a style that is complementary to the adjoining historic structure.*
 - **County Staff, P & Z Committee, Historic Society** **9 mo.**
Chamber of Commerce
- ❑ *Market historic storefronts to antique dealers, craft makers, artists, Amish furniture makers and other specialty retailers with a historic link.*
 - **County Staff, Chamber of Commerce** **1½yrs.**
- ❑ *Review and update the Architectural/Historical Survey report.*
 - **County Staff, Historic Society** **1½yrs.**
- ❑ *Do an inventory of historic buildings that are most in need of maintenance, repair or on the verge of being classified as blighted.*
 - **County Staff, P & Z Committee** **1½yrs.**
- ❑ *Revise, the zoning ordinance, as applicable to allow creative zoning tools, such as conditional use permits, to be used on historic buildings, when modern zoning would create a hardship or diminish the integrity of an historic building.*
 - **County Staff, P & Z Committee** **6 mo.**

Intent

As part of the multi-jurisdictional planning efforts being conducted throughout Green Lake County a series of both formal and informal meetings will assure the broadest cross-section of opinions and participation throughout the life of the current planning process.

These efforts are intended to not only satisfy State requirements but to unify the County in its land use planning efforts. This approach assures each participating municipality that their independent plan will reflect the voice of their constituents. By merging opinions previously discussed at the municipal level the County's public participation efforts will be strengthened. This 'grass-roots' approach will assure the Countywide plan of success by folding in the opinions gathered at the local level.

Purpose

In order for the Comprehensive Plan to operate effectively, according to the law, and to address the needs of the citizens of the County, the residents must be kept informed and provided an opportunity to participate in the planning process. Further, public participation is used to collect data and opinions that can be obtained in no other way. Written comments from the residents included on the survey will be shared throughout the planning process with local citizens and elected officials alike. The information received will be used in conjunction with data gathered during the planning process to assist with determining the needs of the County and developing community goals.

As a multi-jurisdictional planning effort public participation will be solicited at the County, City, Village, and Town level.

Public Participation Efforts

1. County-wide Visioning Process
2. County-wide Household Survey
3. Receive and record written survey responses
4. Meeting notices in public places and legally posted
5. County, City, Village, and Town level public presentations/workshops
6. County, City, Village, and Town level planning meetings detailing progress.
7. County, City, Village, and Town level Public Hearings

Methodology

- Conduct a Countywide visioning process in order to get overall opinions of a diverse cross section of the population. Hold meetings at different times, places and hours in order to gather as diverse a cross section as possible.
- Conduct a Countywide household survey using tax parcel information in order to collect data from seasonal as well as year-round residents. The survey will collect data and opinions from the residents concerning direction and type of growth, residency, and concern over specific issues such as natural resources protections and the loss of agricultural lands.
- Share household survey results with each community that is specific to that community.
- When conducting planning efforts within the specific communities hold planning meetings on a regular basis at meetings that are open to the public and invite their participation.
- Invite local towns to be involved with planning efforts at the City level and encourage their involvement.
- Inform the Cities of the planning efforts at the County level and encourage their involvement.
- Hold at least one public hearing at the conclusion of the planning process, prior to adoption of the plan.

The following is a brief summary of each of the local plans that were completed as part of the Countywide planning effort.

Through this Countywide planning process many similarities between the four incorporated cities within the County were discovered. The predominant theme that has emerged from these planning activities is that the people value the 'small town' feel of the cities. The land base is the key to the cities' future. The quaint shops, scenic vistas and natural features, provide the beauty and economic base. Development is important also, it will assist in supporting the cities residents, however it will need to be done in a manner that does not diminish the existing character of the cities. The vision for the four participating cities is summarized below.

In the year 2023 we have accomplished a balance between economic growth and the conservation of our natural, cultural and historic resources. Proper planning has allowed commercial and economic growth in the City while focusing new residential development in designated areas. A strong diversified economy, including a continued healthy tourism market, supports our hard working citizens with well-paying jobs. Surrounding the City, as well as throughout the County, the tourists still enjoy the open spaces and natural areas the way they appeared 20 years ago. Family farms still exist around the City and we have preserved our productive agricultural land. Our water resources, the lakes, the rivers and streams, have been well managed and preserved and have remained uncontaminated. The City has remained safe and has kept a rural, small town feel.

CITY PLANS

The cities have also created goals that it will use to work towards its preferred future. While each community added specific objectives and implementation items the following goals show a similar theme for each of the cities. These goals include the following.

Natural Resources

Conserve, protect and improve the environmental resources of the City and its surrounding area.

Housing

Encourage a high quality living environment in all residential neighborhoods and to assure adequate, decent, safe and affordable housing for all City residents.

Economic Development

Ensure that the City maintains a strong, diverse economy. Work with a range of private and public partners to retain existing businesses and attract new employers providing high quality jobs.

Commercial

Develop and maintain attractive, convenient, and safe business districts that include a full range of goods and services that complements both existing and future residential developments.

Downtown

Help local shop owners run prosperous businesses. Help residents find the goods they need within the city. Keep the downtown area attractive to residents and tourists alike.

Industrial

Attract and maintain industry, which will provide local employment opportunities and contribute to the city tax base without adversely affecting adjoining land uses, the residential character of the community, its tourism potential, or the environment.

Transportation

Develop and maintain a well-integrated and cost-effective transportation system capable of moving people, goods and services to, from, and within the community. Where possible encourage the use of non-automobile forms of transportation. Help people with limited access to transportation to get the assistance they need.

Utilities & Facilities

Maintain and provide community facilities and services to make the City a safe, attractive community in which to live, work, play, visit and raise a family.

Infrastructure

Provide adequate water, sewer and other infrastructure to support the orderly and cost effective development of the community.

Land Use

Develop and maintain effective land use controls to implement the Comprehensive Plan, such as zoning and subdivision ordinances, and other regulations. Consistently administer land use regulations to assure consistent results.

Community Growth and Development

Encourage orderly community growth and development that is sound and attractive, will result in the least possible environmental impact, and will maximize public expenditures and goods and services received.

Historic Preservation

Preserve the older buildings in the City. Determine ways to keep them useful and functional well into the future in order to assure that they are maintained and treasured as links with the past.

Parks, Recreation and Open Space

Provide residents and visitors with enough well-maintained, attractive parks and open spaces for people of all ages, with emphasis on preserving their historic and natural resources.

Cooperation

Establish shared interests and goals for land use and development with surrounding towns, and develop shared plans for action. Explore opportunities provided by Wisconsin's cooperative boundary agreement legislation.

The findings of the planning process for each of the Cities are outlined below. The following are a few of the highlights that summarize the comprehensive plans for each of the cities.

City of Berlin Comprehensive Plan

The City of Berlin is located in the northeast corner of Green Lake County. The east, south, and western borders of the City are adjoined by the Town of Berlin with the northern portions of the City extending into the Town of Aurora in Waushara County. The City of Berlin was first founded in 1846 and has since grown to be the largest City in Green Lake County.

As part of the Countywide multi-jurisdictional planning efforts the City was one of the first communities to began its planning process in August of 2001, and adopted the final plan in January 2003. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *16% of the City is wetlands, much of which is associated with the Fox River and is very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *According to the 2000 U.S. Census the City's population is 5,305. An increase of 0.2% since 1970.*
- *The population is expected to remain stable for the next 20 years.*
- *Currently 18% of the population is elderly (65 or older). That percentage is expected to increase to 21% in the next 20 years.*

Housing

- *37% of all of the homes in the City were built prior to 1940.*
- *The median value of houses in the City has increased by 85% in the last 10 years.*
- *Household income has increased by 64% in the last 10 years.*
- *The average household size is 2.4 people.*

Economics

- *Manufacturing is the primary industry of employment for the City's population (29%).*
- *Only 1% of the workforce earns their income from farming.*
- *65% of the population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department 1/2 of the City's population thought that the road quality ranged from 'Good' to 'Excellent'.*
- *Beginning in 2003 the State, in cooperation with the City, plans on constructing an additional bridge crossing over the Fox River and replacing the existing bridge in 2004.*

Land Use

- *While the population is not expected to grow it is expected that there will be a demand for an additional 274 housing units in the next 20 years.*

City of Green Lake Comprehensive Plan

The City of Green Lake is located in the east-central portion of Green Lake County. The Town of Brooklyn surrounds the City on three sides with the southern border being defined by the lake itself. The City of Green Lake was first settled as the Village of Dartford in 1847 and was originally governed by the Town of Brooklyn.

As part of the Countywide multi-jurisdictional planning efforts the City was one of the first communities to begin its planning process in August of 2001 and adopted the final plan in November 2002. The following are a few of the highlights that summarize the Comprehensive Plan for the City of Green Lake and its findings.

Natural Resources & Agriculture

- *7% of the City is wetlands, much of which is associated with the Puchyan River and very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *The City's population is 1,100. A decline of 0.8% since 1970.*
- *The population is expected to remain stable for the next 20 years.*
- *Currently almost 23% of the population is elderly (65 or older). That percentage is expected to increase to 28% in the next 20 years.*

Housing

- *More than 44% of all of the homes in the City were built in the last 30 years.*
- *The median value of a house in the City of Green Lake has increased by 81% in the last 10 years.*
- *Household income has increased by 36% in the last 10 years.*
- *The average household size is 2.1 people.*

Economics

- *Manufacturing is the primary industry of employment for the City's population (21%).*
- *Only 2% of the workforce is obtaining their income from farming.*
- *74% of the population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department half of the City's population thought that the road quality and maintenance ranged from 'Good' to 'Excellent'.*
- *In 2007 the State plans to do minor reconstruction and resurfacing of STH 23 from Princeton to Green Lake and in 2010 from Green Lake to Ripon.*

Land Use Element

- *While the population is not expected to grow it is expected that there will be a demand for an additional 99 homes in the next 20 years.*

City of Markesan Comprehensive Plan

The City of Markesan is located in southeastern Green Lake County. The Town of Green Lake defines the northern boundary of the City, the Town of Mackford, the east and southern limits, and the Town of Manchester bounds the City on the West. State Trunk Highway 44 runs north and south through most of the City dividing it in half. South of the Grand River Highway 44 turns and exists the City at its southwestern corner. The Grand River is the most predominant feature of the City, running east to west dividing the southern one-third of the City from the northern portion, which includes the downtown and the main highway shopping areas along Hwy. 44.

As part of the Countywide multi-jurisdictional planning efforts the City began its planning process in August of 2001 and adopted the final plan in December 2002. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *8% of the City is wetlands, much of which is associated with the Grand River and very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *The City's population is 1,396. An increase of 8.6% since 1970.*
- *The population is expected to increase to 1,435 in 20 years, a 0.5% increase.*
- *20% of the population is elderly (65 or older). That percentage is expected to increase to over 24% in the next 20 years.*

Housing

- *Almost 30% of all of the homes in the City were built in the last 30 years.*
- *The median value of a home in the City has increased by 78% in the last 10 years.*
- *Household income has increased by 39% in the last 10 years.*
- *The average household size is 2.37 people.*

Economics

- *Manufacturing is the primary industry of employment for the City's population (25%).*
- *Only 5% of the workforce obtains its income directly from farming.*
- *52% of the population drives less than 10 minutes to work.*

Transportation

- *Results from a Countywide household survey showed that 84% of the City's population thought that the road quality of City streets ranged from 'Good' to 'Excellent'.*
- *Traffic along STH 44 (Margaret Street) has increased 68% from 1993 to 1999.*

Land Use Element

- *While the population is not expected to grow dramatically, it is expected that there will be a demand for an additional 45 homes in the next 20 years.*

City of Princeton Comprehensive Plan

The City of Princeton is located in west-central Green Lake County. The City is bounded by the Town of St. Marie to the north and the Town of Princeton to the east, south, and west. The Fox River is not only the City's most predominant natural feature it is also the primary reason that the Town came into existence.

In 1673 Father Jacques Marquette and Louis Joliet exploring down the Fox River journeyed through the area that is now the City of Princeton. "The Legend of the Cross", as told by local Indians to the earliest settlers, relates that Father Marquette erected a wooden cross on the west side of the River, in an area that is now the Town of St. Marie. This site became the center of worship for early settlers and Indians on Catholic feast days. 173 years after Father Marquette's visit the first permanent settlement was established. Two years later, 1848, Royal C. Treat founded Princeton.

As part of the Countywide multi-jurisdictional planning efforts the City began its planning process in August of 2001 and adopted the final plan in December 2002. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *31% of the City is wetlands, most of which is associated with the Fox River and very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *The City's population is 1,504. An increase of 4% since 1970.*
- *The population is expected to increase slightly over the next 20 years.*
- *Currently almost 30% of the population is elderly (65 or older). That percentage is expected to increase to 33% in the next 20 years.*

Housing

- *Almost 50% of all of the homes in the City were built prior to 1939.*
- *The median value of a house in the City has increased by 89% in the last 10 years.*
- *Household income has increased by 85% in the last 10 years.*
- *The average household size is 2.6 people.*

Economics

- *Manufacturing is the primary industry of employment for the City's population (28%).*
- *Only 2% of the workforce is obtaining their income from farming.*
- *53% of the population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning department half of the City's population thought that both the City's road quality was 'Good', while another 41% thought the roads were 'Adequate'.*
- *Over the next 8 years the State plans on spending over \$16 million on Highway improvements in and around the City.*

Land Use Element

- *While the population is not expected to grow dramatically it is expected that there will be a demand for an additional 73 homes in the next 20 years.*

TOWN PLANS

While there are great differences between the towns within Green Lake County, all of the towns participating in this multi-jurisdictional planning effort have developed a common vision statement. With the differences being based on such things as geography, population, and location the people within these communities share common concerns and have the same aspirations for the future.

VISION FOR THE TOWNS

In 2023 the Town is home to people who value a rural place to live and work. The open spaces and natural features of the Town continue to be highly valued. The woods, waterways and natural areas continue to contribute positively to the open space and scenic beauty of the area, they help wildlife flourish, offer a variety of recreational outlets, and help protect the quality of our ground water.

The land continues to be valued as the heart of the Town's economic life - farming forms the base of the economy. The Town continues to support the right of people to use the land for these purposes and people engaging in these pursuits value sustainable land use practices, protecting local ecosystems, and maintaining an attractive landscape.

Commercial and industrial land uses in the Town continue to support employment opportunities within the Town. These land uses are planned carefully to minimize their impact on the ecosystem. Outside of these commercial/business areas activity is primarily home based which will not detract from the area farms, or the rural residential landscape.

In an approach similar to the cities, the towns have also created goals that it will assist it in creating its preferred future. While each community added specific goals the following show a similar theme for each of the towns. These goals include the following.

Preserve the Rural Character

Preserve the rural character of the Town as embodied in open spaces, such as the farmlands, forests, marshlands, and scenic or historic places.

Open Space Protection

Assure that any future land use changes will not diminish the existing natural areas. Preserve the distinctive rural character of the Town as embodied in open space uses, such as farmland, forests, natural resource areas, and scenic, historic and cultural resources.

Protect the Natural Resources

Ensure that the natural resources of the Town, specifically the rivers, streams, wetlands and marshes, are preserved in their natural condition and protected from development pressures.

Farmland Preservation

Identify, preserve and protect the Town's quality farmland.

Residential Development

Promote residential development in areas that are designated and suitable for residential purposes and are compatible with their neighboring uses.

Commercial and Industrial Development

Ensure that these service and employment opportunities, when offered to the local residents, will be compatible with neighboring land uses.

Transportation

Establish and maintain a safe, orderly and efficient transportation system. Balance traffic flow and safety issues with community quality of life and the rural residential character of the Town.

Utilities & Facilities

Provide for the development of planned municipal services, where appropriate, and supporting services for the entire population.

Cooperation

Work with neighboring communities, in sharing information about land use plans and future changes.

The findings of the planning process for each of the towns are outlined below. Historical references provided by John C. Gillespy, 1860

Town of Berlin Comprehensive Plan

The Town of Berlin, Wisconsin is located in the northeast corner of Green Lake County. The City of Berlin is located in the north central portion of the Town with the Fox River entering the Town from the west then turning north as it runs through the City. Within Green Lake County the Town of Brooklyn defines its southern border and the Towns of Seneca and St. Marie adjoin it from the west. The Town shares common northern and eastern limits with Green Lake County. These two borders are bounded by the Town of Aurora in Waushara County on the north and the Town of Nepeuskun in Winnebago County from the east.

As part of the Countywide multi-jurisdictional planning efforts the Town began its planning process in March of 2002 and adopted the final plan in September 2002. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources & Agriculture

- *80% of the Town's land is still classified as Farmland*
- *11% of the Town is wetlands, much of which is associated with the Fox River and very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *The Town's population is 1,145. A 30% increase since 1970.*
- *The population is expected to remain stable for the next 20 years, increasing to 1,194.*
- *Currently 15% of the population is elderly (65 or older). That percentage is expected to increase to 19% in the next 20 years.*

Housing

- *More than half of all of the homes in the Town were built in the last 30 years.*
- *The median value of houses in the Town has increased by 84% in the last 10 years.*
- *Household income has increased by 25% in the last 10 years.*
- *The average household size is 2.71 people.*

Economics

- *Manufacturing is the primary industry of employment for the Towns population.*
- *Only 9% of the workforce is obtaining their income from farming.*
- *64% of the population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning department more than half of the Towns population thought that both the road quality and maintenance ranged from 'Good' to 'Excellent'.*
- *In 2003 the State plans to resurface STH 91.*

Community Facilities

- *The City provides most of the public facilities and community services in the area.*
- *The landfill is a tremendous financial asset to the Town.*

Land Use Element

- *While the population is not expected to grow dramatically it is expected that there will be a demand for an additional 124 homes in the next 20 years.*
- *Future growth and development is targeted for lands adjoining the City of Berlin, with commercial corridors along STH 91 and CTH F.*

Implementation

- *This section takes into consideration all of the findings listed above and forms recommendations for the Town to follow in order for it to achieve its preferred future. Two of the most important objectives for the Town are to; 1) continue working with the City (currently a good relationship has been built through the ETZA) and 2) to work with the County on land use and zoning issues in the Town.*

Town of Green Lake Comprehensive Plan

The Town of Green Lake is an unincorporated Town located in east-central Green Lake County. The Town is bounded on the north mainly by Big Green Lake with a small portion of the northeast corner being bounded by the Town of Brooklyn. The Town shares a common eastern edge with Green Lake County, linking it to Fond du Lac County and the Town of Alto. The southern border of the Town of Green Lake adjoins the Towns of Mackford and Manchester as well as the City of Markesan, with the western edge adjoining the Town of Marquette.

The Town of Green Lake has some major geographic features and natural resource areas that distinguish it from the other towns in the County. The Town has more lakes within or adjoining its borders than any other community in the County. These lakes, especially Big Green Lake will continue to have the greatest influence on the Town

As part of the Countywide multi-jurisdictional planning efforts the Town began its planning process in March of 2002 and adopted the final plan in October 2002.

Natural Resources & Agriculture

- *83% of the Town's land is classified as Farmland.*
- *3% of the Town is wetlands, much of which is associated with the lakes and very important for maintaining water quality.*

Population Breakdown

- *The Town's population is 1,258. An 8% increase since 1970.*
- *The population is expected to decline over the next 20 years, decreasing to 1,240 people.*
- *Currently 24% of the population is elderly (65 or older). The County average is 18.8%.*

Housing

- *22% of all of the homes in the Town were built prior to 1939.*
- *The median value of a house in the Town has increased by 71% in the last 10 years.*
- *Household income has increased by 40% in the last 10 years.*
- *The average household size is 2.34 people.*

Economics

- *Manufacturing is the primary industry of employment for the Town's population (22%).*
- *Only 15% of the workforce is obtaining their income from agricultural or quarrying jobs.*
- *63% of the population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning department 62% of the Town's population thought that the road quality ranged from 'Good' to 'Excellent'.*

Community Facilities

- *The Cities of Green Lake and Markesan provide most of the public facilities and community services in the area.*

Land Use Element

- *While the population is not expected to grow it is expected that there will be a demand for an additional 52 year-round residents in the next 20 years.*
- *The greatest demand for future growth and development is expected in the areas that surround Big and Little Green Lakes.*

Town of Kingston Comprehensive Plan

The Town of Kingston is located in southwestern Green Lake County. The Town of Marquette defines the northern border and the Town of Manchester defining the eastern border, with the Village of Kingston being located in the northeast corner of the Town. The southern and western borders of the Town are also the County limits. From the south the Town adjoins the Town of Scott in Columbia County and from the west the Town of Buffalo in Marquette County. Historically the Town was originally created with the Town of Marquette in 1849, but was separated into its own Town jurisdiction in 1850.

As part of the Countywide multi-jurisdictional planning effort the Town began its planning process in October of 2002 and adopted the final plan in February 2003.

Natural Resources

- *26% of the Town is wetlands, much of which is associated with the Grand River and is very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *According to the 2000 U.S. Census the Town's population is 900. An increase of 62% since 1970.*
- *The population is not expected to continue to grow as rapidly over the next 20 years.*
- *Currently 13% of the population is elderly (65 or older). That percentage is expected to increase to 17% in the next 20 years.*

Housing

- *38% of all of the homes in the Town were built prior to 1940.*
- *The median value of a house in the Town has increased by 117% in the last 10 years.*
- *Household income has increased by 54% in the last 10 years.*
- *The average household size is 3.14 people.*

Economics

- *Manufacturing is the primary industry of employment for the Town's population (26%).*
- *Only 16% of the workforce is obtaining their income from farming.*
- *27% of the working population drives 30 minutes or more to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department 40% of the Town's population thought that the road quality ranged from 'Good' to 'Excellent'.*
- *From 2006 until 2008 the DOT (WI Department of Transportation) plans on improving State Highway 44, through the Town and Village of Kingston. The total project length is more than 10 miles and is expected to cost \$10,769,000.*

Land Use Element

- *While the population is not expected to grow as rapidly as it has in the past, it is expected that there will be a demand for an additional 35 housing units in the next 20 years.*

Town of Mackford Comprehensive Plan

The Town of Mackford is located in the southeastern corner of the County. The Town is bounded on the north by the Town of Green Lake and on the west by the Town of Manchester. The City of Markesan is located in the northwest corner of the Town. The eastern and southern borders of the Town are common with that of the County's. On the east the Town adjoins the Town of Alto in Fond du Lac and the southern border adjoins the Town of Fox Lake in Dodge County. The first sawmill built in the County, was erected in Mackford in 1843, by Mr. H. McDonald Messrs, who also built the first house in 1836. The Town derives its name from the first part of McDonald's name, Mac., and a crossing place over the river.

History by: John C. Gillespy, 1860

As part of the Countywide multi-jurisdictional planning effort the Town began its planning process in April of 2002 and adopted the final plan in September 2002.

Natural Resources & Agriculture

- *82% of the Town's land is classified as Farmland.*
- *6% of the Town is wetlands, much of which is associated with the Grand River and very important for maintaining water quality.*

Population Breakdown

- *The Town's population is 585. A 10% decline since 1970.*
- *The population is expected to slightly decline the next 20 years, decreasing to 565 people.*
- *Currently 9.7% of the population is elderly (65 or older), this is the lowest in the County. The County average is 18.8%.*

Housing

- *65% of all of the homes in the Town were built prior to 1939.*
- *The median value of a house in the Town has increased by 113% in the last 10 years.*
- *Household income has increased by 44% in the last 10 years.*
- *The average household size is 2.79 people.*

Economics

- *Agriculture is the primary industry of employment for the Towns population.*
- *24% of the workforce is obtaining their income from manufacturing jobs.*
- *46% of the population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning department more than half of the Towns population thought that both the road quality and maintenance ranged from 'Good' to 'Excellent'.*

Community Facilities

- *The City provides most of the public facilities and community services in the area.*

Land Use Element

- *While the population is not expected to grow it is expected that there will be a demand for an additional 69 homes in the next 20 years.*
- *Future growth and development is targeted for lands adjoining the City of Markesan.*

Town of Manchester Comprehensive Plan

The Town of Manchester is an unincorporated Town located in south-central Green Lake County. The Towns of Kingston, Marquette, Green Lake, and Mackford, all in Green Lake County, adjoin the Town. Its southern border being common with Green Lake County is shared with the Town of Randolph in Columbia County.

As part of the Countywide multi-jurisdictional planning effort the Town began its planning process in February of 2002 and adopted the final plan in September 2002. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources & Agriculture

- *87% of the Town's land is classified as Farmland.*
- *4% of the Town is wetlands, much of which is associated with the Grand River and Grand Lake.*

Population Breakdown

- *The Town's population is 848. A 9% increase since 1970.*
- *The population is expected to remain constant over the next 20 years.*
- *Currently almost 12% of the population is elderly (65 or older).*

Housing

- *58% of all of the homes in the Town were built prior to 1939.*
- *The median value of a house in the Town has increased by 108% in the last 10 years.*
- *Household income has increased by 82% in the last 10 years.*
- *The average household size is 2.92 people.*

Economics

- *Manufacturing is the primary industry of employment for the Town's population.*
- *17% of the workforce is obtaining their income from agriculturally related jobs.*
- *59% of the population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning department 35% of the Town's population thought that both the road quality and maintenance ranged from 'Good' to 'Excellent'.*

Community Facilities

- *The City of Markesan and the Village of Kingston provides most of the public facilities and community services for the Town's people.*

Land Use Element

- *While the population is not expected to grow it is expected that there will be a demand for an additional 42 homes in the next 20 years.*
- *Future growth and development is targeted for lands adjoining the City of Markesan.*

Town of Marquette Comprehensive Plan

The Town of Marquette is located in southwestern Green Lake County with Puckaway Lake defining much of the northern border. Town was first organized 1849 by H. A. Butterfield, J. Conley and J. Boyle, Supervisors; D. W. Akin, Clerk. First election - forty votes. Population consists of Yankees, with the exception of a settlement of Norwegians, in north-west part of the Town--about twenty families. Number of school districts, three. The population of the town, including the village, is about 800.

As part of the Countywide multi-jurisdictional planning efforts the Town began its planning process in November of 2002 and adopt the final plan in March 2003. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *35% of the Town is wetlands, much of which is associated with Lake Puckaway and the Fox River, and is very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *According to the 2000 Census the Town's population is 481. An increase of 55% since 1970.*
- *The population is not expected to continue to grow as rapidly over the next 20 years.*
- *Currently 17% of the population is elderly (65 or older). That percentage is expected to increase to 23% in the next 20 years.*

Housing

- *19% of all of the homes in the Town were built prior to 1940.*
- *The median housing value in the Town has increased by 92% in the last 10 years.*
- *Household income has increased by 51% in the last 10 years.*
- *The average household size is 2.44 people.*

Economics

- *Manufacturing is the primary industry of employment for the Town's population (18%).*
- *Only 14% of the workforce is obtaining their income from farming.*
- *27% of the working population drives 30 minutes or more to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department 25% of the Town's population thought that the road quality ranged from 'Good' to 'Excellent'.*

Land Use Element

- *While the population is not expected to grow as rapidly as it has in the past, it is expected that there will be a demand for an additional 45 housing units in the next 20 years.*

Town of Seneca Comprehensive Plan

Bounded on the North by Waushara County; on the East by the Town of Berlin; on the South by the Town of St. Marie; on the west by Marquette County. In the division of Marquette County two miles of the east part of the Town of Neshkoro were added thereto.* The first settlement in Town was made by Mr. Ayshford, on what is now known as Ayshford's Isle. About one of the first houses in the town is the Four-mile House, occupied as a tavern, the only one in the Town, kept by Mr. Clogg. The Town has about an equal portion of Yankees and of foreign birth; some ten English families near Four-mile House, whilst the Irish are mostly on Rodney's Island.

(*the territory was part of Marquette County until May 12, 1858, at which date it was by an act of the legislature separately organized under the name of Green Lake county." Berlin was made the first county seat, followed by Dartford in 1862.)

As part of the Countywide multi-jurisdictional planning efforts the Town began its planning process in August of 2002 and adopted the final plan in January 2003. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *48% of the Town is wetlands, most of which is associated with the Fox, Puchyan, and White Rivers and is very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *According to the 2000 U.S. Census the Town's population is 424. An increase of almost 16% since 1970.*
- *The population is expected to increase slightly over the next 20 years.*
- *Currently 12.7% of the population is elderly (65 or older). That percentage is expected to increase to more than 16% in the next 20 years.*

Housing

- *30% of all of the homes in the Town were built prior to 1940.*
- *The median value of a house in the Town has increased by 93% in the last 10 years.*
- *Household income has increased by 82% in the last 10 years.*
- *The average household size is 2.6 people.*

Economics

- *Manufacturing is the primary industry of employment for the Town's population (28%).*
- *13% of the workforce is obtaining their income from farming.*
- *47% of the working population drives up to 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department 45% of the Town's population thought that the road quality ranged from 'Good' to 'Excellent'.*

Land Use Element

- *While the population is not expected to grow it is expected that there will be a demand for an additional 24 housing units in the next 20 years.*

Town of St. Marie Comprehensive Plan

The Town of St. Marie is an unincorporated Town located in northwestern Green Lake County. The Town is bounded on the north by the Town of Seneca, on the east by the Towns of Berlin and Brooklyn and on the south by the City and Town of Princeton. The western border is common with the County limits and is bordered by Neshkoro in Marquette County.

The legend, brought down through the years as told by Indians to the earliest settlers, relates Father Marquette's legendary landing at a site just north of Princeton. The Jesuit priest supposedly made a heap of stones and planted a flag at Mt. Tom, northwest of the Fox River, and reputedly erected a wood cross in a marsh west of the Fox, at the site later called St. Marie.

As part of the Countywide multi-jurisdictional planning efforts the Town began its planning process in September of 2002 and adopted the final plan in February 2003. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *43% of the Town is wetlands, much of which is associated with the Fox and White Rivers and is very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *According to the 2000 U.S. Census the Town's population is 341. An increase of 6.6% since 1970.*
- *The population is expected to remain stable for the next 20 years.*
- *Currently 14% of the population is elderly (65 or older). That percentage is expected to increase to 18% in the next 20 years.*

Housing

- *27% of all of the homes in the Town were built prior to 1940.*
- *The median value of a house in the Town has increased by 91% in the last 10 years.*
- *Household income has increased by 56% in the last 10 years.*
- *The average household size is 2.5 people.*

Economics

- *Manufacturing is the primary industry of employment for the Town's population (35%).*
- *Only 10% of the workforce is obtaining their income from farming.*
- *16% of the working population drives 30 minutes or more to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department 49% of the Town's population thought that the road quality ranged from 'Good' to 'Excellent'.*
- *From now until 2008 the DOT (WI Department of Transportation) plans on improving State Highway 73, from Princeton to Neshkoro. The total project length is 8.6 miles and is expected to cost \$2,159,000*

Land Use Element

- *While the population is not expected to grow it is expected that there will be a demand for an additional 14 housing units in the next 20 years.*

VILLAGE PLANS

The two villages participating in this multi-jurisdictional planning effort have developed a common vision statement. With both communities having many similarities the people within these communities share common concerns and have the same aspirations for the future.

VISION FOR THE VILLAGE

By the Year 2023 the Village has accomplished a balance between economic growth and the conservation of its natural, cultural, and historic resources. Proper planning has allowed commercial and economic growth in the Village while focusing new residential development in designated areas. A strong economy supports our hard working citizens and well-paying jobs. Surrounding the Village as well as throughout the County a visitor can still enjoy the open spaces and natural areas the way they appeared 20 years ago. The family farms still exist around the Village and we have preserved our productive agricultural land. Our water resources, the lakes and streams, have been well managed and preserved and have remained uncontaminated. The Village has remained safe and has kept that rural, small town feel.

In an approach similar to the cities and the towns the villages have also created goals that will assist it in creating its preferred future. While each village added specific goals the following show a similar theme for each of the towns. These are:

Natural Resources

To conserve, protect, and improve the environmental resources of the Village and its surrounding area.

Housing

To encourage a high quality living environment in all residential neighborhoods and to assure adequate, decent, safe, and affordable housing for all Village residents.

Economic Development

Ensure that the Village maintains a strong, diverse economy. Work with a range of private and public partners to retain existing businesses and attract new employers providing high quality jobs.

Commercial

Develop and maintain attractive, convenient, and safe business districts that include a full range of goods and services that complements both existing and future residential developments.

Industrial

Attract and maintain industry, which will provide local employment opportunities and contribute to the Village tax base without adversely affecting adjoining land uses, the residential character of the community, its tourism potential, or the environment.

Transportation

Develop and maintain a well-integrated and cost-effective transportation system capable of moving people, goods, and services to, from, and within the community. Where possible encourage the use of non-automobile forms of transportation. Help people with limited access to transportation to get the assistance they need.

Utilities & Facilities

Maintain and provide community facilities and services to make the Village a safe, attractive community in which to live, work, play, visit and raise a family.

Land Use

Develop and maintain effective land use controls to implement the Comprehensive Plan, such as zoning and subdivision ordinances, and other regulations. Consistently administer land use regulations to assure consistent results.

Community Growth and Development

Encourage orderly community growth and development that is sound and attractive, will result in the least possible environmental impact, and will maximize public expenditures and goods and services received.

Historic Preservation

Preserve the older buildings in the Village. Keeping them useful and functional well into the future in order to assure that they are maintained and treasured as links with the past.

Parks, Recreation and Open Space

Provide residents and visitors with well-maintained, attractive parks and open spaces for people of all ages, with emphasis on preserving the historic and natural resources.

Cooperation

Establish shared interests and goals for land use and development with the surrounding towns, and develop shared plans for action. Explore opportunities provided by Wisconsin's cooperative boundary agreement legislation.

The following are a few of the highlights that summarize the comprehensive plans for the villages. Historical references provided by John C. Gillespy, 1860

Village of Kingston Comprehensive Plan

The Village of Kingston is located in southwestern Green Lake County. The Town of Kingston defines the north, west, and southern borders, with the Town of Manchester defining the eastern border.

The village of Kingston was organized 1858; P. D. Hayward, President; L. Boyington, E. R. Stevens, E. H. Dart, Trustees; S. G. Seaton, Clerk. Population of village about 900 - all Yankees. J. H. Dart made the first settlement in this town, located on section eleven, within the bounds of the village; Mr. Killmer came 1846; located on section sixteen; built the first frame house, the one Mr. Allen now lives in. Mr. E. R. Stevens opened the first store; prospered in the undertaking, and still continues so to do; building covered with split logs; had to set up nights, when it rained, catching water in tin pans to save his goods from injury.

As part of the Countywide multi-jurisdictional planning efforts the Town began its planning process in August of 2002 and adopt the final plan in March 2003. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *37% of the Village is wetlands, much of which is associated with the Grand River and is very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *The population is expected to remain relatively constant over the next 20 years. Estimates project a total population of 351 people by the year 2023*
- *Currently 18.8% of the population is elderly (65 or older). That percentage is expected to increase to nearly 24% in the next 20 years.*

Housing

- *58% of all of the homes in the Village were built prior to 1940.*
- *The median value of a house in the Village has increased by 129% in the last 10 years.*
- *Household income has increased by 90% in the last 10 years.*
- *The average household size is 2.77 people.*

Economics

- *Manufacturing is the primary industry of employment for the Village's population (31%).*
- *Only 2% of the workforce is obtaining their income from farming.*
- *36% of the working population drives less than 10 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department 43% of the Village's population thought that the road quality ranged from 'Good' to 'Excellent'.*
- *From 2006 until 2008 the DOT (WI Department of Transportation) plans on improving State Highway 44, through the Village and the Town of Kingston. The total project length is more than 10 miles and is expected to cost \$10,769,000.*

Land Use Element

- *While the population is not expected to grow as rapidly as it has in the past, it is expected that there will be a demand for an additional 22 housing units in the next 20 years.*

Village of Marquette Comprehensive Plan

The Village of Marquette is located in southwestern Green Lake County. The Town of Marquette defines the east, south, and western borders, with Puckaway Lake defining the northern border.

The first settler in this town, and in the county, was a Mr. Gleason, an Indian Trader, from the state of Vermont; he located in the village previous to 1831; had a store and land on the flat under cultivation. The village is built upon the low, sandy flat adjoining the Lake; the hill-side may be fifty or sixty feet high; along the face of this hill are some good dwellings, rather tastily and very pleasantly located, embowered in trees and shrubbery, the trees standing and scattered over the face of the hill and at its foot, as nature planted them. No village in the county presents so picturesque a view.

As part of the Countywide multi-jurisdictional planning efforts the Town began its planning process in November of 2002 and adopted the final plan in April 2002. The following are a few of the highlights that summarize the Comprehensive Plan and its findings.

Natural Resources

- *8.6% of the Village is wetlands, much of which is associated with Lake Puckaway and is very important for handling stormwater and maintaining water quality.*

Population Breakdown

- *The population is expected to remain relatively constant over the next 20 years. Estimates project a total population of 177 people by the year 2023*
- *Currently almost 25% of the population is elderly (65 or older). That percentage is expected to increase to nearly 32% in the next 20 years.*

Housing

- *17% of all of the homes in the Village were built prior to 1940.*
- *The median value of a house in the Village has increased by 81% in the last 10 years.*
- *Household income has increased by 29% in the last 10 years.*
- *The average household size is 2.45 people.*

Economics

- *Manufacturing is the primary industry of employment for the Village's population (37%).*
- *Only 8% of the workforce is obtaining their income from farming.*
- *24% of the working population drives less than 20 minutes to work.*

Transportation

- *From a survey conducted by Green Lake County Planning Department 27% of the Village's population thought that the road quality ranged from 'Good' to 'Excellent'.*
- *The Village has dedicated right-of-way available to develop new streets and expand the road network.*

Land Use Element

- *While the population is expected to remain relatively constant there will be a demand for additional housing due to the fact that there will be less people per household.*

Green Lake County Comprehensive Plan

Addendum

Green Lake County and its participating local communities completed a multi-jurisdictional Smart Growth Comprehensive Plan with the adoption of the County's Plan in September 18, 2003. This planning project was developed under the State of Wisconsin's Smart Growth Planning Law and received grant funding in support of this project. As part of the State's final review process, and as recommended by the State the following information is being provided as an addendum to the adopted plan.

IV. PHYSICAL CHARACTERISTICS & NATURAL RESOURCES

Program Integration

The goals of this plan will be achieved through implementation of federal, state, county, and local soil and water conservation programs. The following is a brief description of some of the applicable programs.

Conservation Reserve Program – was developed to assist landowners in voluntarily converting highly erodible and environmentally sensitive cropland from the production of annual crops to less intensive uses such as permanent grass, legumes, forbs, wildlife cover or trees. Regular sign-up for the program usually occurs twice per year during an announced time period. In most cases, it involves offers of entire fields. Applications are available at the Farm Service Agency.

Environmental Quality Incentives Program (EQIP). The intent of this program is to provide a voluntary conservation program for farmers who face serious threats to soil, water, and related natural resources. The program provides technical, financial, and educational assistance primarily to designated priority areas.

Lake Protection Grant Program allows qualified lake organizations to apply for funds to carry out a variety of Lake Protection projects. The state-share is 75%. Eligible projects include the purchase of lands critical to a lake ecosystem, restoration of important wetlands, and the development of regulations and ordinances designed to protect and enhance water quality.

V. AGRICULTURE

Coordination of Programs

Several agencies have programs that are directly related to the concept of farmland preservation. The following is a list and description of agencies that can provide valuable assistance in the effort to implement this plan.

Farmers Home Administration (FmHA) administers programs for credit consultation and loans to promote and support desirable land uses, resource enterprise adjustments, and economic and social development.

Soil Conservation Service (SCS) provides personal, equipment, and technical services to implement and further support resource conservation programs including soil surveys, detailed resource inventories, conservation planning, and applications of approved soil and water conservation practices.

Land Conservation Committee (LCC) provides technical and educational assistance in relation to the conservation and management of soil and water resources, land use planning, watershed protection, flood prevention, and basic environmental quality.

VII. HOUSING CHARACTERISTICS & TRENDS

Prior to the visioning sessions, which prepared the direction for the comprehensive plan a windshield, survey was conducted in order to determine the structural characteristics of the housing stock throughout the County. With Green Lake County primarily being a rural county much of the housing stock is older (built prior to 1940) and is single family. The windshield survey indicated generally well-maintained housing throughout the County, whether in the rural unincorporated Towns or in the Villages and Cities. This survey indicated that no more than 10% of the housing stock in any community appeared to require additional maintenance.

The exterior appearance is a good indicator of the general condition of a structure, and a common method of surveying the structural characteristics of a community. This survey indicated that with the stable population of the County, the housing stock was in good condition and could be expected to continue to meet the needs of the local population throughout the life of this plan.

Currently, Green Lake County does not administer any special housing programs. However, as a result of unmet housing needs, other units of government and non-governmental organizations have developed programs. These organizations have been developed to assist in providing affordable housing for low and moderate-income people, those with special physical or mental needs and for the homeless and elderly. The following is a summary of some of the federal and state housing programs.

Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations (DHIR)

Community Development Block Grant Program – provides funds to local units of government on a competitive basis for rehabilitation, acquisition, site development and handicapped accessibility improvements for low- and moderate-income households. Funded through the U.S. Department of Housing and Urban Development (HUD).

HOME Rental Housing Development (RHD). Provides funds to non-profit organizations, housing authorities and local governmental units for acquisition, rehabilitation and new construction of rental housing projects for low-income persons. For-profit developers may participate in the programs as co-owners with a non-profit or local governmental entity, or directly through the Wisconsin Housing and Economic Development Authority (WHEDA).

Low-Income Weatherization Program. Provides funds through local weatherization programs for units occupied by low-income persons.

Federal Home Loan Bank of Chicago

Affordable Housing Program (AHP). Provides loans or grants for not-for-profit organizations or public entities to finance the purchase, construction, or rehabilitation of affordable rental housing.

Community Investment Program (CIP). Provides funds at below-market interest rates advances for financing the purchase or rehabilitation of rental housing.

US Department of Housing and Urban Development (HUD)

Section 202/811. Provides capital advances under an annual competition to non-profit organizations for rehabilitation or construction of affordable multi-family rental and co-op housing for elderly persons and persons with disabilities.

Multi-Family FHA Mortgage Insurance. Provides federal mortgage insurance for private lenders to finance construction or rehabilitation of multi-family properties, nursing homes, intermediate care facilities, or board and care homes.

Wisconsin Housing and Economic Development Authority (WHEDA)

Affordable Housing Tax Credit Program. Provides federal income tax credits for construction, rehabilitation and preservation of affordable rental housing.

Blueprint Loan. Provides short-term financing for front-end costs associated with creating multi-family housing under federal, state, and local programs.

Foundation Grant. Provides grant funds to non-profit sponsors to help meet the housing needs of low- and moderate-income elderly, disabled, or persons in crisis.

Housing Improvement Loan Programs (HILP). Provides mortgage loan funds for rehabilitation and improvements for one- to four-unit owner-occupied dwellings.

Multi-Family Taxable Revenue Bond Loan. Provides long-term loan, non-recourse mortgage loans through the sale of taxable bonds. Commonly used by developers of tax credit projects.

VIII. ECONOMIC CHARACTERISTICS & TRENDS

Labor Force Projections

With the County's population expected to remain constant the actual change in economic characteristics is expected to change gradually over the next 20 years. Current trends are expected to continue. The amount of people employed in agriculture is expected to continue to decline. A continued increase in *Education, health, and social services* is expected to continue and become more predominant in the overall economic base.

Projections by Industry for Employed Persons 16 Years & Over

INDUSTRY	1990 Percent	2000 Percent	2010 % Projected	2020 % Projected
Manufacturing	31%	26%	20%	15%
Education, health & social services	13%	16%	18%	20%
Retail	16%	11%	10%	9%
Construction	7%	8%	10%	11%
Arts, entertainment, recreation, accomodation & food service	1%	7%	8%	9%
Ag., mining, forestry & fisheries	10%	7%	6%	6%
Public administration	2%	5%	6%	8%
Finance, insurance, real estate	4%	5%	5%	6%
Transportation, warehousing & util.	5%	4%	3%	2%
Professional, scientific, management administrative & waste management	4%	4%	5%	5%
Other service	5%	4%	3%	2%
Wholesale	3%	3%	3%	3%
Information	0%	2%	3%	5%
TOTAL	100%	100%	100%	100%

SOURCE: US Census, 1990, 2000.

The projections show a long-term decline in manufacturing. Throughout the United States this trend has been occurring for years and has affected the County. As can be seen in the chart above the percent change has been declining between 1990 and 2000. If this trend continues over the next 20 years as is illustrated, manufacturing will be playing a much smaller role in employment for the County. Since the manufacturing base in the County is predominantly smaller, locally owned businesses it is difficult to determine if the local trend will follow national trends. It will be important for the County to track any significant changes through the life of this plan.

IX. TRANSPORTATION FACILITIES & NEEDS

With Green Lake County being a largely rural community the development of a mass transit system is not feasible nor would it be economically viable. The largest population centers being located in the four cities have also determined that a mass transit system is not feasible since these cities are small enough that they are still walkable communities.

As mentioned above, Green Lake County is a largely rural community. Currently, Health and Human Services handles the demand for special services needed by the disabled. With the population being projected to remain relatively constant over the life of this plan additional development for special transportation facilities and programs for the disabled is not projected to take place in the County during the life of this plan.

Green Lake County does not have any railroad facilities. Rail lines that previously serviced the County have been abandoned, and much of the land resold to adjoining landowners. Railroad facilities are not expected or planned to be re-introduced into the County during the life of this plan.

The County does not have any public airports. The closest public airport is in Oshkosh and serves the needs of the region. With the Oshkosh airport being located more than 20 miles away its only influence on the County is as a destination for the local population using it for vacation or business travel.

Since Green Lake County is a rural county and the local urbanized centers are rather small the trucking throughout the County is limited in need and use. Local industrial parks do not generate heavy truck traffic. The closest industrial base that generates heavy semi traffic is in the City of Oshkosh with that traffic primarily using Interstate 41.

The only waterway in the County that can be used for water transportation is the Fox River. Historically the Fox River did serve as an important transportation corridor. With the loss of the timber industry, fur trading and the advent of paved roads the importance of the river as a transportation route diminished. Current environmental regulations also limit dredging which was necessary in order to make a deep enough channel in the river for large boats.

Currently, Green Lake County is developing a Transportation Improvement Plan (TIP). These efforts will assist the County in the future in developing and maintaining the county road system. With a series of State highway improvements taking place throughout the region the County's road improvement plan will assure proper road quality.

XI. LAND USE PATTERNS & TRENDS

Land Needed By Type of Development

As can be seen in the chart below, the largest demand for land by type of use will be residential in nature. With the County's population remaining relatively constant but the number of people per household declining this is a natural occurrence, as it is also throughout the State. The growth in commercial and industrial development is targeted for areas in and around the cities, which have the infrastructure in place to service these businesses.

Land Use Projections by Type

YEAR	Additional Housing Units	Housing Demand (In Acres)	Additional Commercial Acres	Additional Industrial Acres	Cummulative Growth of Development (In Acres)	Change in amount of Ag./ Vacant Acres
2003						219,391
2008	183	275	36	53	364	219,027
2013	207	310	40	59	409	218,618
2018	120	181	24	35	239	218,379
2023	125	187	24	36	247	218,131
Cumulative Demand	635	953	123	183	1,260	

As has been the trend historically throughout the County a small amount of commercial and industrial development is expected to be scattered in the rural areas. These uses tend to serve a local demand and do not threaten the agricultural character of the County.

Map 1

Location Map

Green Lake County
Wisconsin



—○— State Highways



Water



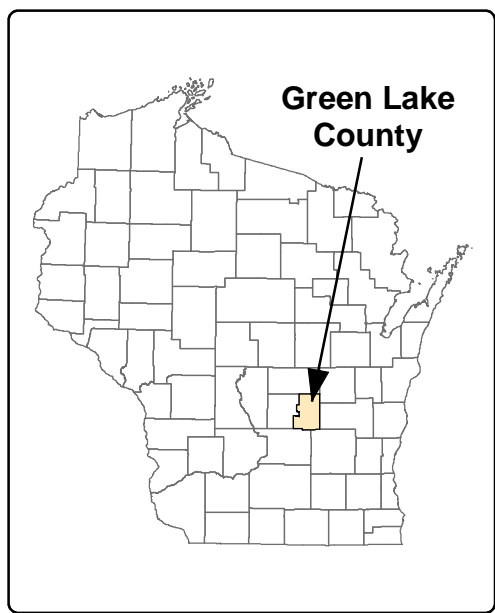
Municipalities



Planning & Zoning Department



Map 2
General Soil
Associations
Green Lake County, WI

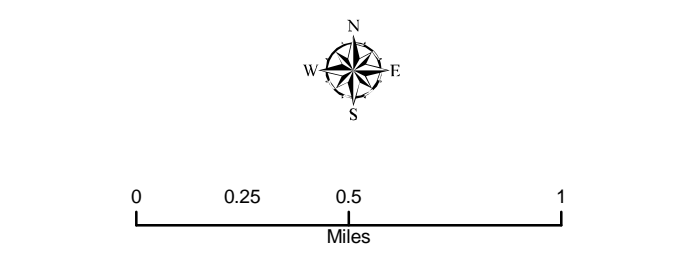


Legend

Municipal Boundary
Roads

SOIL ASSOCIATIONS

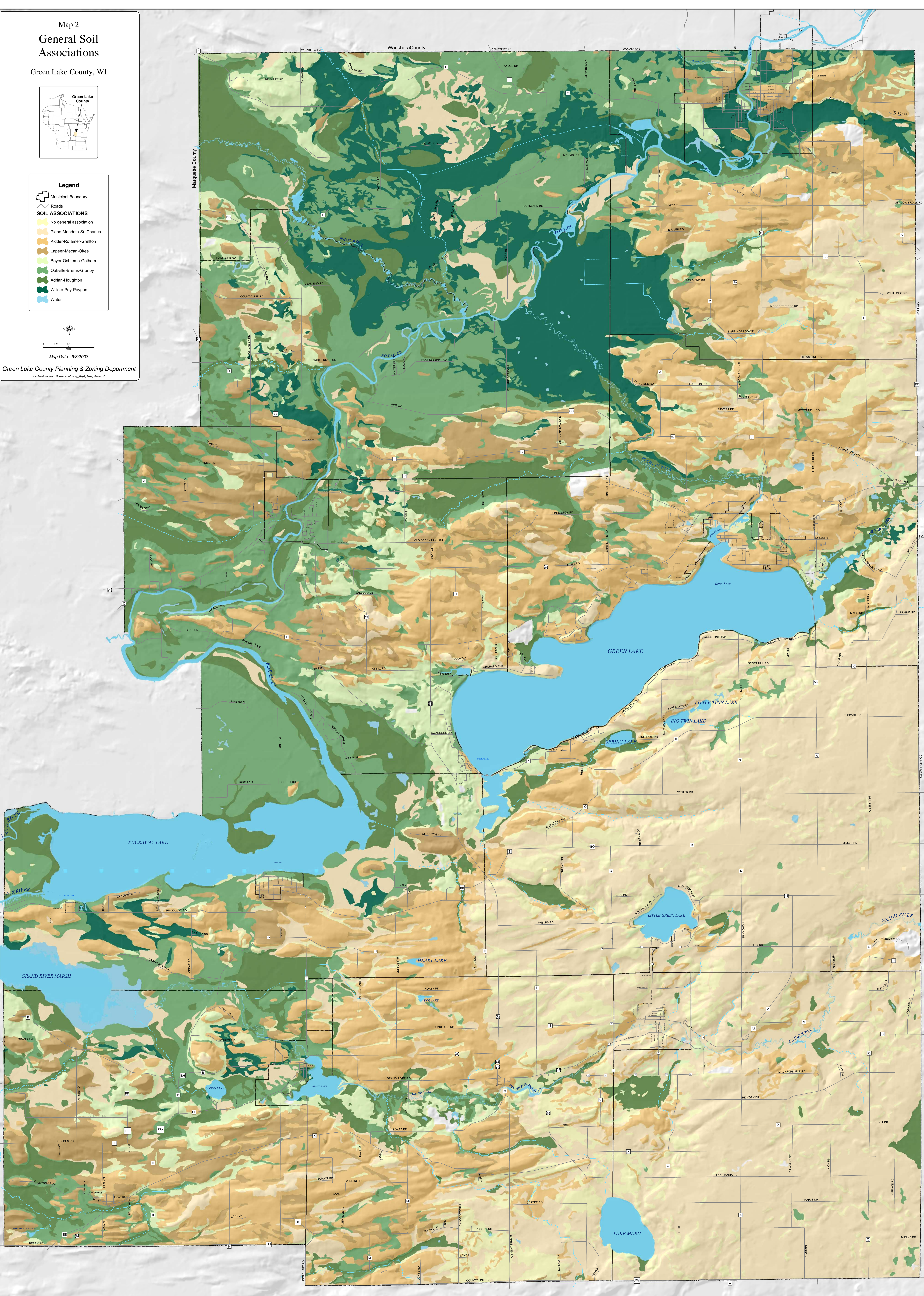
- No general association
- Plano-Mendota-St. Charles
- Kidder-Rotamer-Grellton
- Lapeer-Mecan-Okee
- Boyer-Oshtemo-Gotham
- Oakville-Brems-Granby
- Adrian-Houghton
- Willite-Poy-Poygan
- Water



Map Date: 6/8/2003

Green Lake County Planning & Zoning Department

ArchMap document: "GreenLakeCounty_Map2_Soil_Map.mxd"



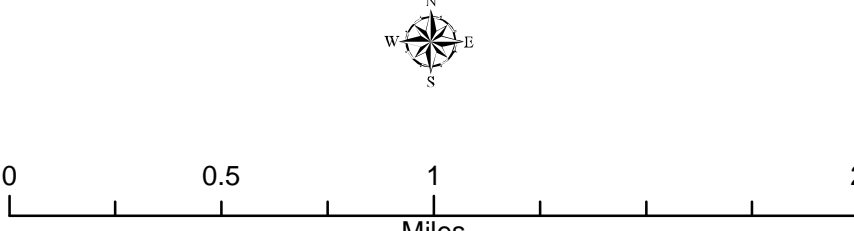
Map 3
Topography &
Natural Resources
Green Lake County, WI



Legend

- Roads
- Lake or River
- Municipal Boundary
- Woodlands
- Wetland or ESA*
- High : 1100
- Elevation (MSL)
- Low : 740

*ESAs (Environmentally Sensitive Areas) include stream protection areas consisting of a 75 foot buffer (scale is exaggerated on this map for illustration purposes only).

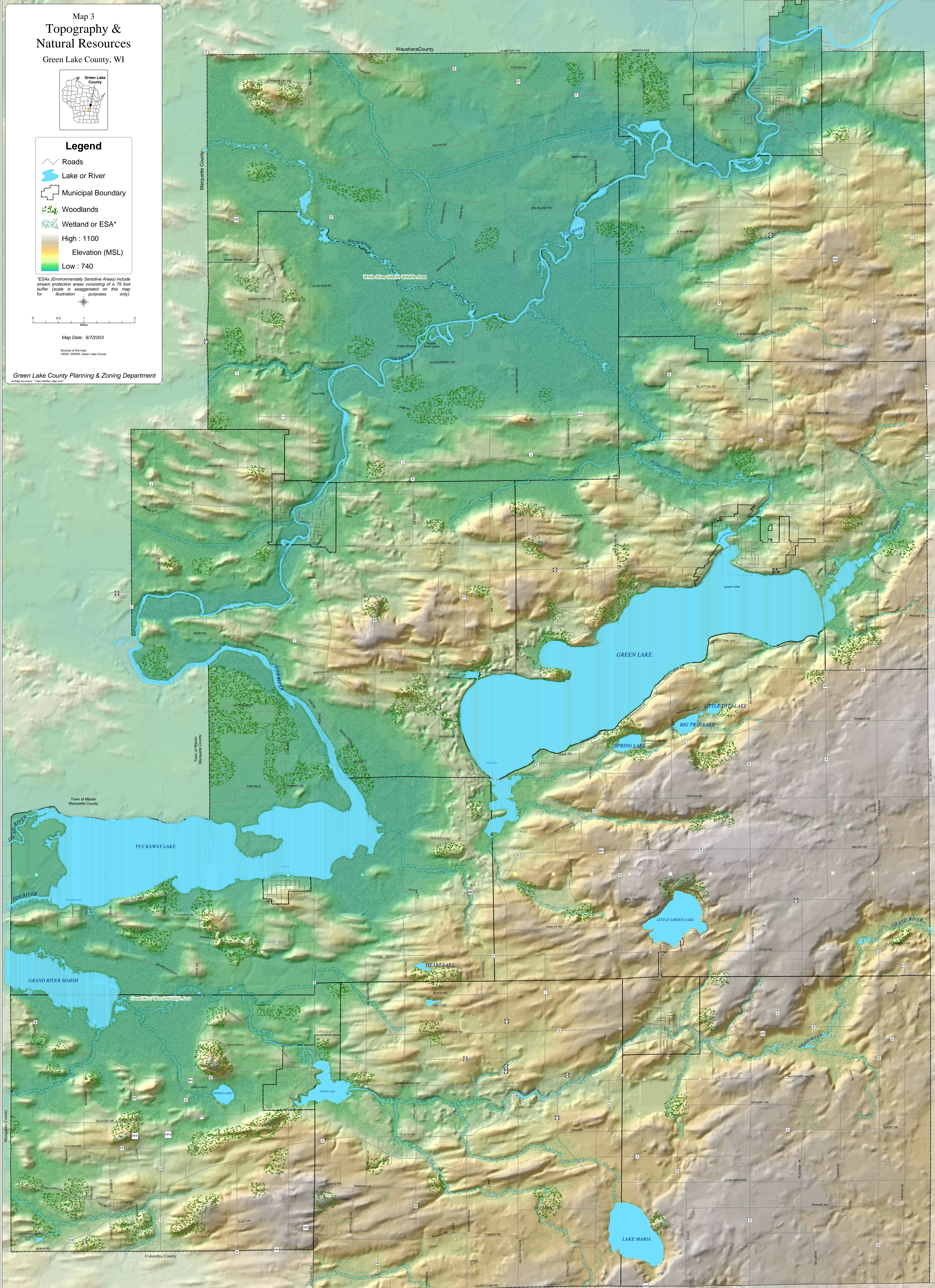


Map Date: 6/7/2003

Sources of this map:
USGS, VDOT, Green Lake County

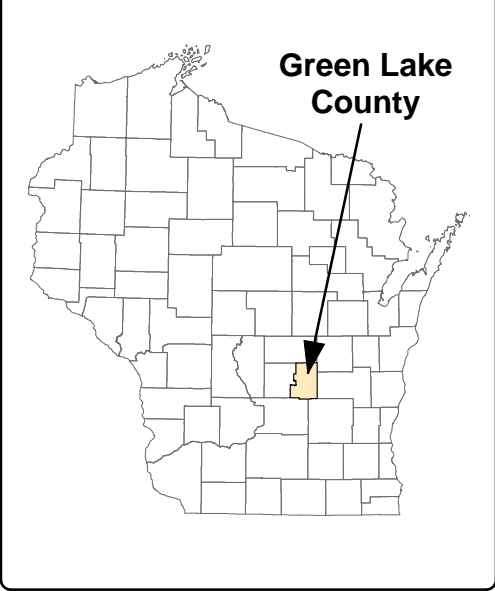
Green Lake County Planning & Zoning Department

ArchMap document: "Topo-Relief_Maps.mxd"



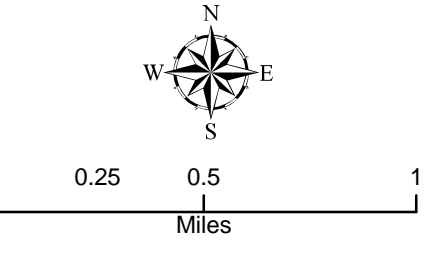
Map 4
Transportation &
Public Facilities

Green Lake County, WI



Legend

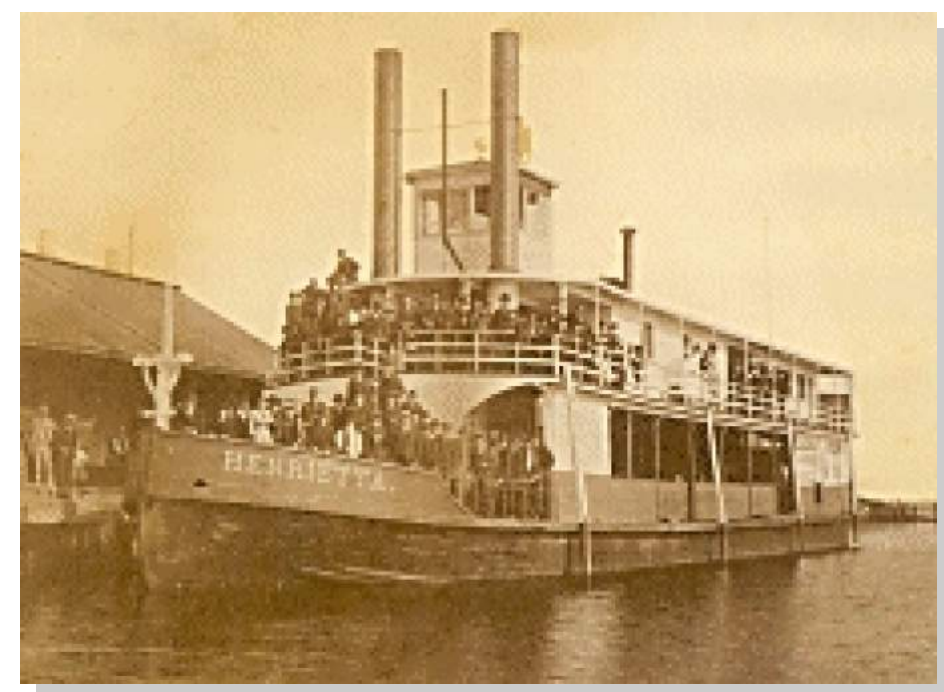
- Municipal Boundary**
- Municipal Boundary
- ROAD CLASSIFICATION**
- State Highway
 - County Highway
 - Town Road
 - Municipal Street
 - Private Road
- Roads-Functional Systems**
- Functional**
- Principal Arterial
 - Minor Arterial
 - Major Collectors
 - Minor Collectors
- Public Facilities**
- Hospital
 - Boat Landing
 - Cemetery
 - Church
 - Conservation Club
 - Fire Dept.
 - Golf Course
 - Summit
 - Public Access
 - School
 - School Forest
 - DNR Lands
- Traffic Count Location**
- 1993 Traffic Count
 - 1999 Traffic Count



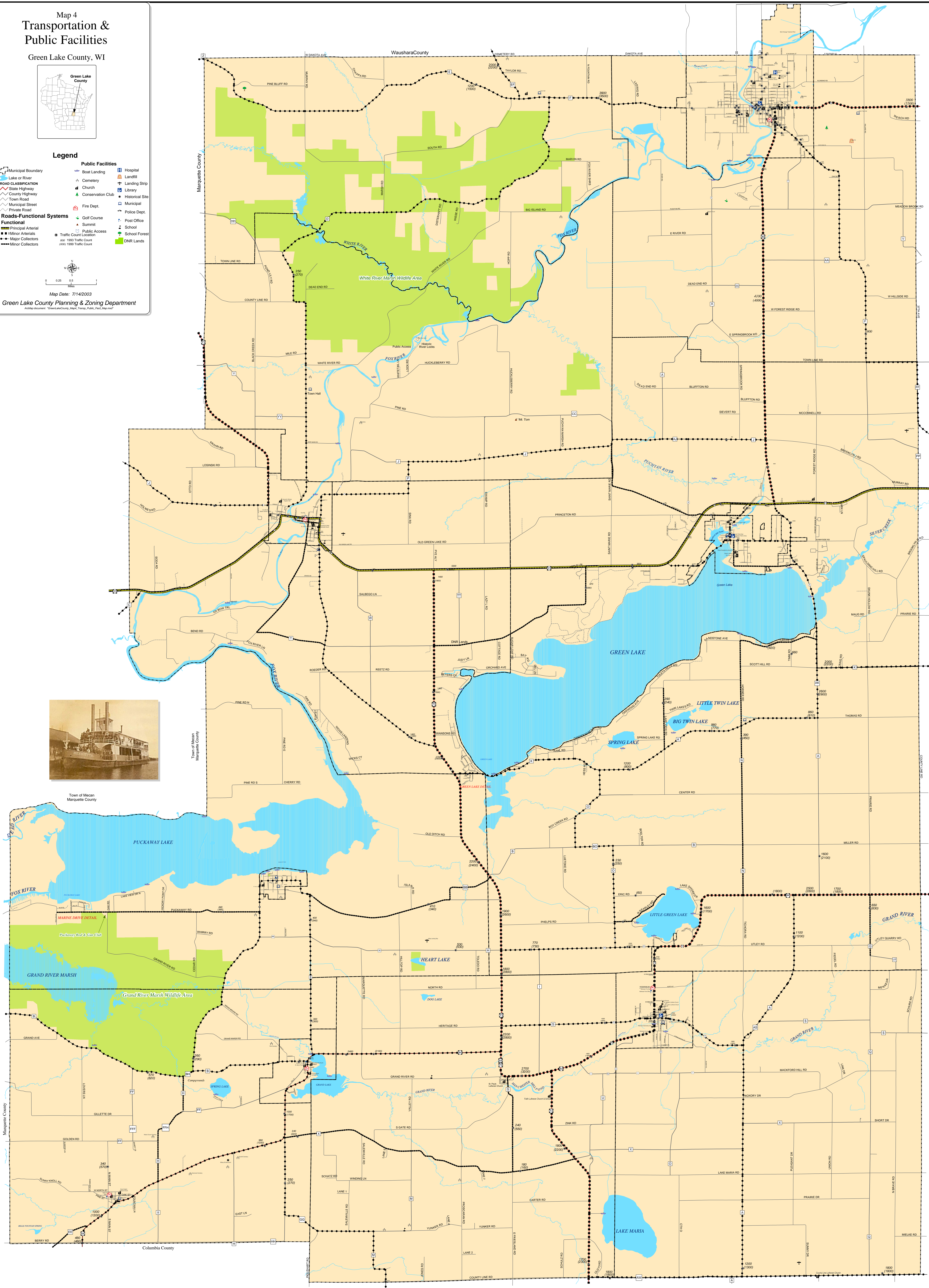
Map Date: 7/14/2003

Green Lake County Planning & Zoning Department

As of 7/14/2003, the map was updated to reflect the latest data available.

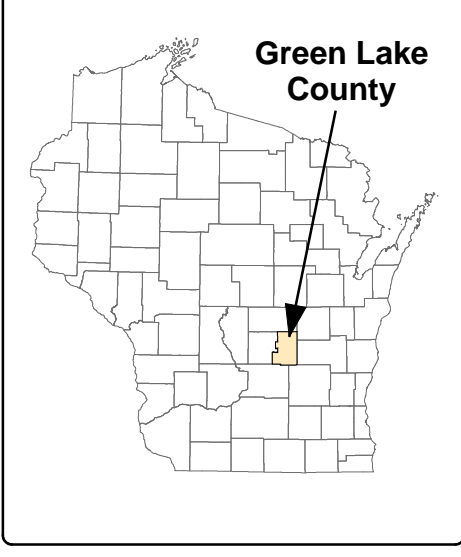


Town of Mecan
Marquette County

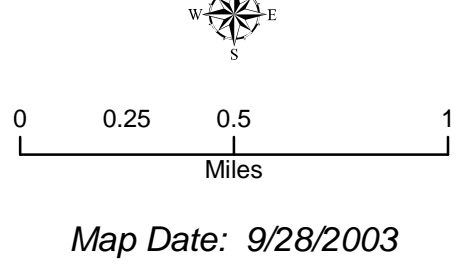


Map 5
Current Land Use

Green Lake County, WI



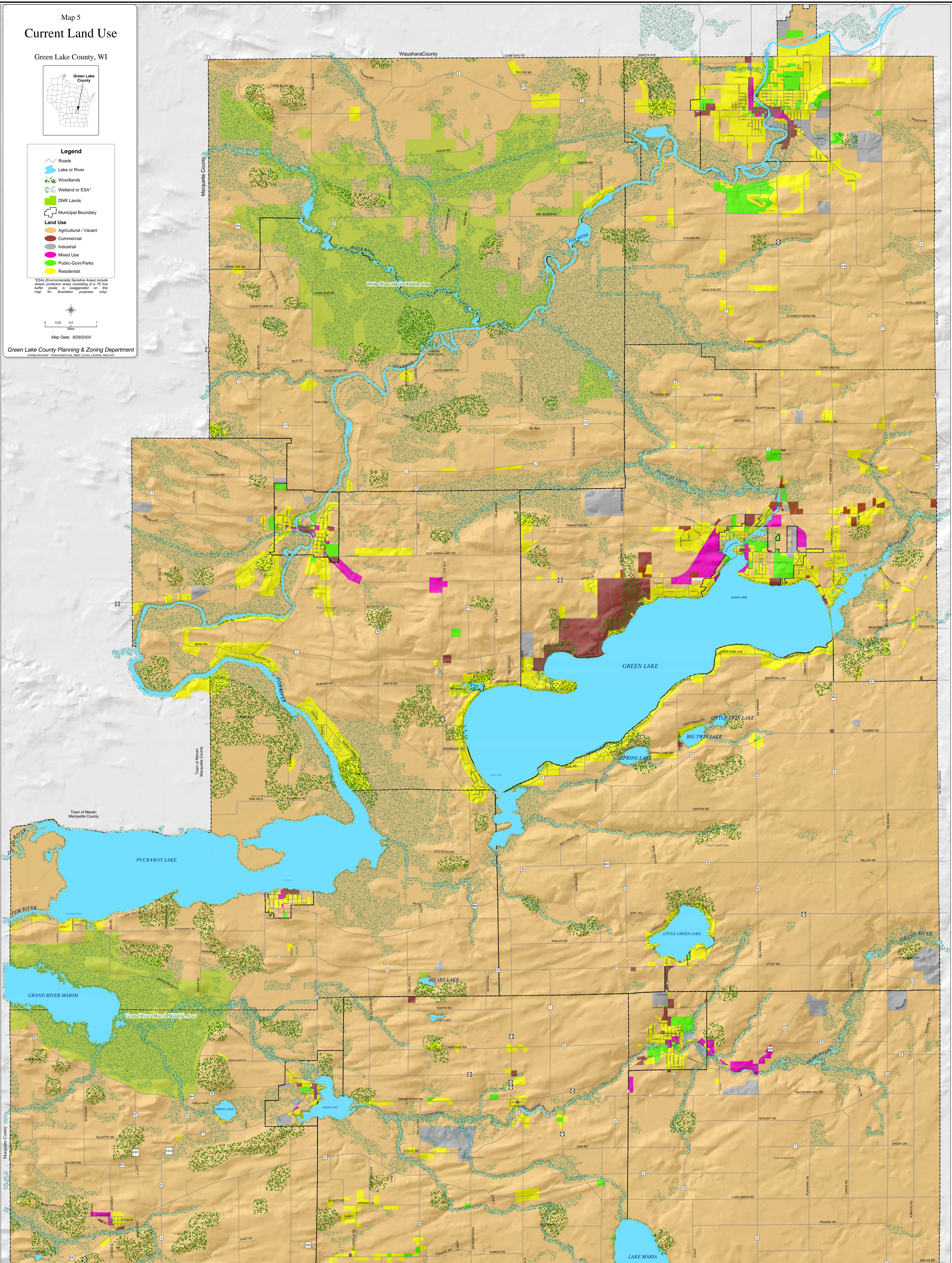
- Legend**
- Roads
 - Lake or River
 - Woodlands
 - Wetland or ESA*
 - DNR Lands
 - Municipal Boundary
 - Land Use**
 - Agricultural / Vacant
 - Commercial
 - Industrial
 - Mixed Use
 - Public-Govt-Parks
 - Residential
- *ESAs (Environmentally Sensitive Areas) include stream protection areas consisting of a 75 foot buffer (scale is exaggerated on this map for illustration purposes only).



Map Date: 9/28/2003

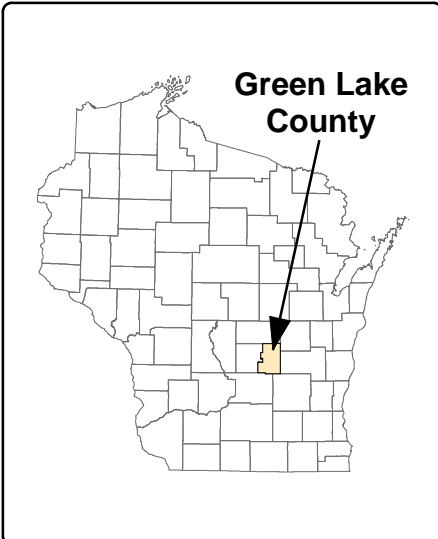
Green Lake County Planning & Zoning Department

As of 9/28/2003, Green Lake County, WI



Zoning

Green Lake County, WI



Legend

County Zoning

- A1
- A2
- A3
- C1
- C2
- ETZA
- M1
- M2
- M3
- NRC
- R1
- R2
- R3
- R4
- R5
- Uninc

City Zoning Classifications

- Agricultural District
- Conservation District
- Light Industrial
- Public & Semi-public District
- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Recreational Business
- Shoreland Protection District

ROAD CLASSIFICATION

- State Highway
- County Highway
- Town Road
- Municipal Street
- Private Road

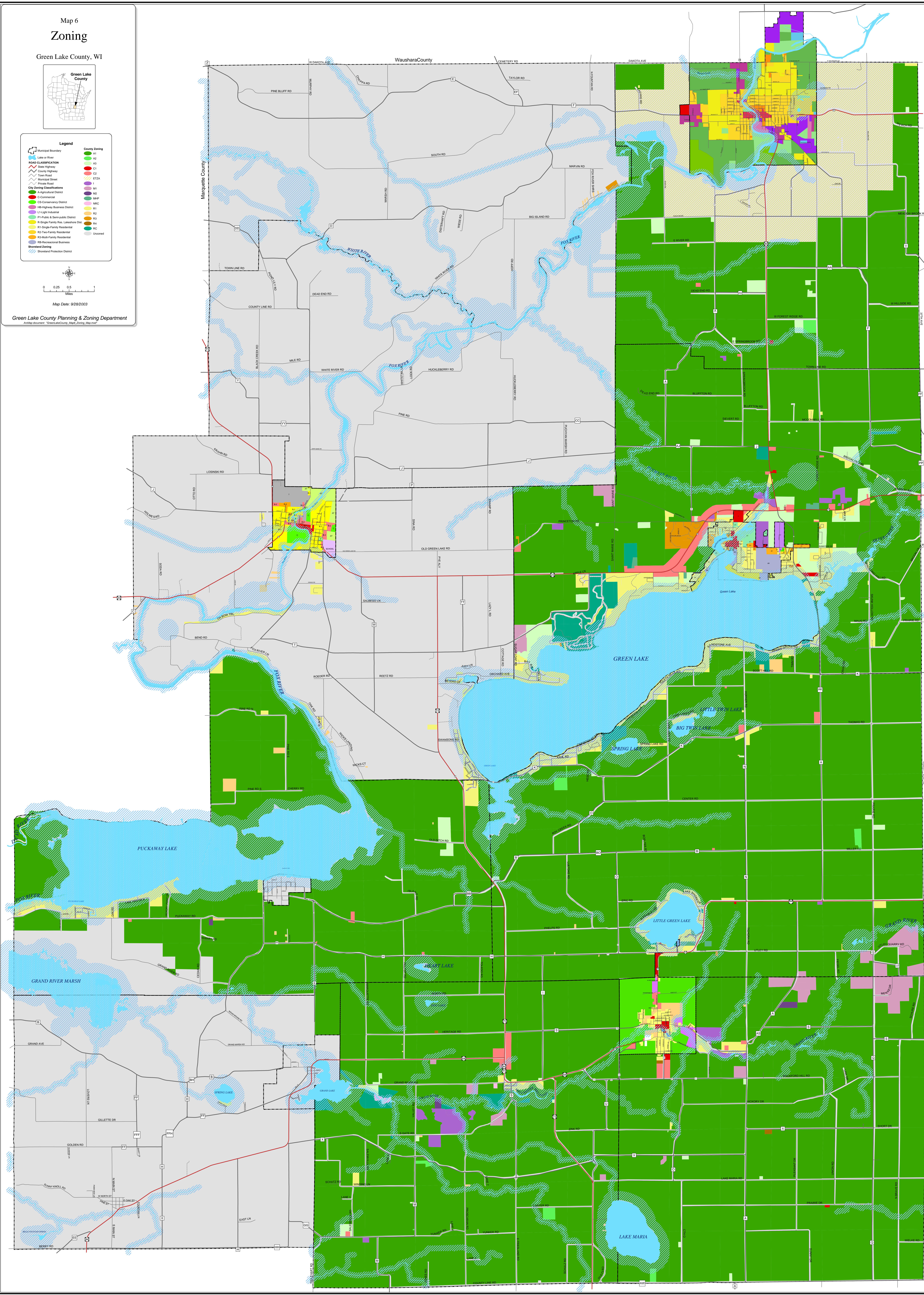


0 0.25 0.5 1
Miles

Map Date: 9/28/2003

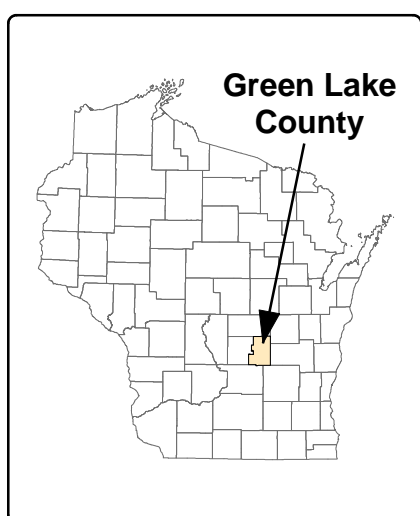
Green Lake County Planning & Zoning Department

Working document: "Green Lake County Map_Zoning_Map.mxd"



Future Land Use

Green Lake County, WI



Municipal Boundary

Roads

Wetland or ESA*

Lake or River

Agricultural / Vacant

Commercial

Industrial

Mixed Use

Public-Gov Parks

Residential

Future Commercial

Future Consistency Area

Future Industrial

Future Mixed

Future Multi-Family

Future Residential

Future Special Study Area

*ESA (Environmentally Sensitive Area) includes stream protection areas consisting of a 75 foot buffer (scale is exaggerated on this map for illustration purposes only).

Map Date: 9/28/2003

Green Lake County Planning & Zoning Department
 ArchMap document: "GreenLakeCounty_Map7_Future_LandUse_Map.mxd"

