

2019 ADDENDUM

Update to 20-Year Comprehensive Plan (2009)



Photos: Extension Sheboygan County

VILLAGE OF RANDOM LAKE

Prepared with the
assistance of



Extension
UNIVERSITY OF WISCONSIN-MADISON
SHEBOYGAN COUNTY

**VILLAGE OF RANDOM LAKE
SHEBOYGAN COUNTY, WISCONSIN**

PRESIDENT: Matthew Brockmeier
CLERK/TREASURER: Lynn Videkovich Coenen
TRUSTEES: Miriam Leavitt
Elizabeth Manian
Barbara Ruege
Mike San Felippo
Randy Soerens
Eric Stowell

VILLAGE PLAN COMMISSION: Matthew Brockmeier
Joe Huiras
Elizabeth Manian
Steve Masslich
Sydney Rader
Mike San Felippo
John Schluechtermann

**20-YEAR PLAN UPDATE
COMMITTEE:** Matthew Brockmeier
David Borchardt
Joe Huiras
Miriam Leavitt
Brian Leeson
Sydney Rader
Mike San Felippo
John Schluechtermann
Eric Stowell
Michael Trimberger

Adopted _____, 2019

~ TABLE OF CONTENTS ~

Introduction

Purpose of 10-Year Update	1
Why an Addendum Format?	1
Public Participation	2

20-Year Comprehensive Plan Implementation Recap 3

Basic Information and Data for 2019 7

Population Characteristics	7
Housing Inventory	9
Economic Development and Data	11
Transportation	13
Public Facilities	15
Natural Resources	20
Land Use	21

Identification of Priorities and Key Survey Results 29

Priority #1: Designating Future Land Use

Information Related to the Designating of Future Land Use	31
Recommendations for Future Land Use Designations	32

Priority #2: Village Infrastructure

Information Related to Village Infrastructure	37
Recommendations for Village Infrastructure	37

Priority #3: Managing Natural Resources

Information Related to Managing Natural Resources	39
Recommendations for Natural Resources Management	40

Implementation 43

Appendix A – Citizen Opinion Survey - Summary

Appendix B – “Unlocking the Grocery Store Riddle”

Appendix C – Locational Preferences of “Millennials”

Appendix D – Locational Preferences of “Generation Z”

LIST OF FIGURES

Figure 3.1a: Historical Population Levels, 1980-2017	7
Figure 3.3a: Population by Age Groups, 2000 & 2010	8
Figure 3.3b: Number of Residents 75 + Years of Age	8
Figure 3.5a: Total Housing Units, 1980-2010	9
Figure 3.10a: Year Structure Built	9
Figure 3.6a: Total Housing Permits Issued, 2011-2016	10
Figure 3.17: Development of Recent Subdivisions, Selected Areas	10
Figure 4.12a: Property Tax and General Revenues, 2016	11
Figure 4.14a: Full Value and Public Indebtedness, Random Lake	12
Figure 5.4: Percentage of Pavement Rated Poor or Worse, as of January 1, 2017	13
Figure 5.5: Pedestrian/Bicycle Facilities Recommended within Random Lake	14
Figure 8.3a: Random Lake Land Use Amounts and Intensity	21
Figure 8.3b: Potential Growth Through 2039	22
Figure 8.4a: Existing 2019 Land Use Map	23
Figure 8.7a: Potential 2029 Land Use Map	25
Figure 8.7b: Combination Existing/Potential Land Use Map	27

[Disclaimer: None of the maps are a survey of the actual boundary of any property they depict.]

INTRODUCTION

PURPOSE OF 10-YEAR UPDATE

The *Village of Random Lake 20-Year Comprehensive Plan* was adopted as an ordinance on March 16, 2009 by the Random Lake Village Board. For the majority of the years since, growth and development were slowed by the “Great Recession” of 2007 - 2009. Consequently, changes in population and land use have been slight. Nevertheless, during the period there has been a new U.S. Census (2010), State Highway 144 was rebuilt, the downtown TID #2 district was dissolved, and TID #3 was created on the east side of State Highway 57.

The purpose of this 10-year update, therefore, is to 1) acknowledge the Plan implementation accomplishments of the past 10 years, 2) add new data to the Plan document, and 3) address three high priority issues Village officials have identified at this time.

State Planning Law

Wisconsin State Statute 66.1001(2)(i) states: *Implementation element*. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. **A comprehensive plan under this subsection shall be updated no less than once every 10 years.** [emphasis added]

WHY AN ADDENDUM FORMAT?

One of the standard methods of updating a plan involves updating the entire document, from the first page to the last. For the Village of Random Lake that would entail making changes to dates, wording, typos, references, and graphics within the text. Approximately 40 tables and figures would have to be updated with more recent Census data or other data. Roughly a half-dozen maps would need revisions. Most notably, 133 goals, objectives, policies, and programs would have to be reviewed to determine whether they are still relevant.

Many of the items listed above were included in the Plan to satisfy statutory requirements rather than because they were related to critical issues. A substantial amount of time was spent compiling and reviewing this non-critical information. The Village believes its limited resources are now better spent on focusing solely on the highest current and emerging priorities. A separate addendum concentrates this focus better than a large comprehensive plan document.

Further, a separate addendum allows interested parties to access information regarding the Village's current and emerging priorities in a concise and stand-alone format.

Comprehensive Plan Internal Consistency

If any inconsistency between this Addendum and the *Village of Random Lake 20-Year Comprehensive Plan (2009)* is found in the future, this Addendum shall take precedence.

Note: the sequence of information, data tables, and maps herein does not necessarily follow the original 2009 Plan. Some reordering was done to enhance the narrative flow of this document.

PUBLIC PARTICIPATION

The Village adopted a Public Participation Plan by resolution in June of 2003 that specified that some of the same activities used for the original Comprehensive Plan adoption could be used for amendments.

The Village Board delegated to the 10-member ad hoc 20-Year Plan Update Committee the role of creating the 10-year update to the Comprehensive Plan, to be known as the *20-Year Comprehensive Plan 2019 Addendum*.

VISION STATEMENT

“We envision Random Lake as a moderately growing village surrounded by a mixed agricultural/residential area. Random Lake residents value a friendly, small town atmosphere. We consider the lake to be a great asset and we care about community appearance. Partnering with surrounding communities when beneficial, the village will continue to provide quality basic services to a mix of residences, businesses, and acceptable industries.”

20-YEAR COMPREHENSIVE PLAN IMPLEMENTATION RECAP

At the very least, the following have been worked on since the adoption of the *Plan* in 2009:

Recommendations	Efforts/Progress Made
Work with Sheboygan County in submitting appropriate materials for the County's five-year updates to its <i>Comprehensive Outdoor Recreation and Open Space Plan</i> .	✓ The Village provided input prior to the County's most recent plan update (2015).
Continue regular water testing through the WDNR and volunteer monitoring program.	✓ Citizen Lake Monitoring: testing conducted on 6 dates in 2017 for a variety of water quality characteristics.
With cooperation from the Sheboygan County Sheriff's Department and WDNR, the Village will continue to do what is necessary regarding access and management to promote safe lake use.	✓ Speed limit changes were considered in 2018.
The Village will strive to accommodate growth in the region by considering proposals from developers to build subdivisions within or adjacent to the Village.	✓ A concept plan was discussed with developers and the Sheboygan County Economic Development Corporation in 2018.
Continue to monitor existing capacities of the wastewater treatment plant and weigh the impact of new development on current systems to ensure capacities are not exceeded.	✓ Treatment plant planning with consultant completed in early 2019.
Continue to regularly monitor the quality and quantity of water pumped by the Village's two high capacity wells.	✓ Consumer Confidence Reports and Certification forms have been prepared and distributed to water consumers and the DNR by July 1 of each year.
The Village of Random Lake will look to expand the existing industrial park as well as consider development of new industrial parks.	✓ TID #3 approved in 2014 for the EVS property.
The Village will continue to encourage links between the local high school, area technical colleges, and local industries.	✓ The Village and the new district superintendent have increased communication and coordination.
The Village will seek to upgrade the appearance of the downtown area and perhaps to implement some of the recommendations within the 2003 HNTB, Inc. "Downtown Study." The Village will explore the availability of partial funding through the CDBG program and whatever other programs it becomes aware of.	✓ In 2012, two businesses completed exterior rehabs. In 2016, beautification efforts included hanging flower baskets from utility poles along Carroll Street.

The Village will work with the Random Lake Area Chamber of Commerce to promote downtown businesses, special events, etc.

- ✓ The Adrenaline Triathlon was a successful event in Random Lake from 2012-2017.

The Village will continue to communicate with state and county transportation officials as needed. The Village will share its plan with appropriate agencies and proactively make its needs and concerns known.

- and -

Cooperate with the County on its planning efforts and Non-Motorized Transportation Pilot Program.

- ✓ The Village and Town of Sherman received funding from Sheboygan County's NonMotorized Transportation Pilot Project for a paved shoulder along Random Lake Road from 1st Street to Cimmeron Drive.

Continue providing a "public comment" opportunity at Village Board meetings and be attentive to comments regarding utilities and facilities in the Village.

- ✓ Meeting agendas include an item entitled "Public comments."

Make repairs and upgrades to old or problem areas of the sewer and water systems at the same time as repairs to the overlying roadway are made.

- ✓ Since 2015, the Village has completed substantial improvements to water mains (and sewer system) on Franzen Street, 5th Street, Allen Street, and Hoff Street.

Continue to use a capital improvements program (CIP) to effectively plan for utilities and community facilities improvements and maintenance over time.

- ✓ Street and utility projects are prioritized, and the Kapur & Associates, Inc. utility studies formalize this process.

Continue to consider opportunities to share equipment and facilities between the Village and neighboring communities.

- ✓ Equipment acquisitions include this consideration when under review.

Continue to work with the Sheboygan County Highway Department for the maintenance of area roadways, especially CTH II/1st Street, CTH K, and CTH RR.

- ✓ In addition to Allen Street, the Village also piggybacked with County work on CTH II and K in 2017, using some of the County sales tax money to augment what the County was doing (and hiring the County for one small unrelated project at Grand and Spring Streets).

Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Tie all of this data in to a long-term maintenance schedule and capital improvement program.

- ✓ The Village utilizes a system called Pavement Surface Evaluation and Rating (PASER), as required by the Wisconsin Department of Transportation. PASER provides the data for the Wisconsin Information System for Local Roads (WISLR).

Continue mutual aid agreements, the Lakeview Community Library consortium, and all other current intergovernmental cooperation activities and policies of benefit to Random Lake residents.

Consider expanding the current community pride program, which already includes a spring community cleanup day, to also include a variety of elements, such as corporate donations of landscaping and building materials, an adopt-a-neighborhood program, and an award program.
- *and* -

Continue to revise and/or enforce building codes to require repairs and/or rehabilitation of deteriorating homes. Continue to send building proposals to the Village's Architectural Review Committee.

A parcel of land south of Kircher Park identified for outdoor recreation is indicated on the 20-Year Land Use Map in anticipation of the potentially growing number of families on the west side of the Village. Facilities in this park may be partially funded by the Town of Sherman and, if so, would be available to Town residents in the area.

- ✓ The heads of government of Random Lake, Adell, Scott, and Sherman generally meet at least annually on matters related to the Library. Discussions also take place on topics such as the fire department and ambulance service.
- ✓ In 2016, the Village's noxious weeds and nuisance ordinances were strengthened and letters were sent to certain properties, many of which responded with improvements.
- ✓ Habitat for Humanity obtained a \$10,000 grant to assist with putting new siding on 4 homes.
- ✓ Bertram Park developed. Basketball court added to Kircher Park in 2016.

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BASIC INFORMATION & DATA FOR 2019

There is a basic core of information that should be regularly updated. These updates are included in this Basic Information & Data chapter. (Note: Although the Census Bureau's American Community Survey (ACS) contains more recent data than the 2010 Census, the small sampling size for a village like Random Lake renders the data unreliable. Therefore, ACS data is not used in this update.)

POPULATION CHARACTERISTICS

Historical Population Levels

Figure 3.1a compares Random Lake's population growth to five villages in the southern part of the County adjacent to a four-lane highway; another village on a small lake; and the County overall.

Random Lake's population level has not followed the typical trend in the area of increasing substantially once a threshold of about 1,500 is reached. Belgium (+34%), Fredonia (+24%), Cedar Grove (+24%), and Oostburg (+17%), for example, each climbed significantly in just 10 years once the 1,500 threshold was reached. Meanwhile, Random Lake has continued to hover around the 1,500 mark for the past 30 years or so.

The flat population level of Random Lake could be viewed by some as stagnation and by others as stability. Those in the first group would likely prefer a jump in growth and the amenities that come with it (e.g., grocery store, increased school enrollment), while those in the second group are perhaps concerned about impacts on the lake or their neighborhood that could result from an increase of 500 - 1,000 more residents.

Village	1980	1990	2000	2010	2017	Change
Random Lake	1,287	1,439	1,551	1,594	1,565	22%
Adell	545	510	517	516	511	- 6%
Fredonia	1,437	1,558	1,934	2,160	2,196	53%
Cedar Grove	1,420	1,521	1,887	2,113	2,087	47%
Belgium	892	928	1,678	2,245	2,339	162%
Oostburg	1,647	1,931	2,441	2,887	2,957	80%
Elkhart Lake	1,054	1,019	1,021	967	996	- 6%
Sheboygan Co.	100,935	103,877	112,656	115,507	114,714	14%

Sources: U.S. Census Bureau and Wisconsin Department of Administration estimates for January 1, 2017

School Age, Working Age, and Retirement Age Groups

Figure 3.3a shows Random Lake's percentages of various ages groups compared with other similar villages. School age children decreased significantly from 2000 to 2010, and the percentage in 2010 was somewhat lower than the average for area villages. Pre-school age rose from 2000 to 2010 but still lagged behind the other area villages. At the other end of the spectrum, there was almost no difference in the percentage of retirement age residents between Random Lake and other villages.

Figure 3.3a – Population by Age Groups, 2000 & 2010, Random Lake					
Age Groups	2000 Totals	2000 Percentage of Total Pop.	2010 Totals	2010 Percentage of Total Pop.	Area Villages¹ 2010 Percentage of Total Pop.
<u>Pre-School Age</u> Under 5 years	74	4.8%	85	5.3%	6.6%
<u>School Age</u> 5-17	344	22.1%	298	18.7%	20.4%
<u>Working Age</u> 16-64	999	64.4%	1,042	65.4%	62.7%
<u>Retirement Age</u> 65+	199	13.0%	208	13.0%	13.2%

Source: U.S. Census Bureau, DP-1

¹Average of Belgium, Cedar Grove, Elkhart Lake, Fredonia, Howards Grove, Kohler, and Oostburg

Residents 75 Years of Age or Older

The percentage of residents 75 years of age and older in Random Lake has increased much more than the population as a whole (compare Figure 3.3b to Figure 3.1a).

Although Random Lake's percentage was more than double that of the surrounding rural Town of Sherman, which presumably is not as equipped to serve older residents as a city or village, Random Lake has not experienced as dramatic of an increase as other villages. Nevertheless, this trend should still be considered when planning for the future needs of the Village. For example, residents in small communities often must drive several miles to larger grocery stores, major health care facilities, and so forth, and this typically becomes more challenging as people age.

Figure 3.3b – Number of Residents 75+ Years of Age						
Geographic Area	1980	1990	2000	2010	Change 1980-2010	Proportion of Residents
Village of Random Lake	59	82	78	95	36 (61%)	1 in 17
Town of Sherman	58	47	55	72	14 (24%)	1 in 21
Average of all villages in Sheboygan County	52	62	88	106	54 (104%)	1 in 14

Data source: U.S. Bureau of the Census

HOUSING INVENTORY

Total Housing Units

Despite moderate population growth of 22%, the total number of housing units increased by 50% from 1980 to 2010 in Random Lake. (This was likely due to the decreasing size in the number of persons per household.) Nevertheless, the increase in housing units was less than other similarly sized villages in the County.

Village	Year				Percent Increase
	1980	1990	2000	2010	1980-2010
Random Lake	480	584	656	720	50%
Cedar Grove	519	550	719	881	70%
Elkhart Lake	401	516	596	706	76%
Kohler	569	688	791	871	53%
Oostburg	574	704	997	1,154	101%
Sheboygan County	36,716	40,695	45,947	50,766	38%

Source: U.S. Census Bureau, DP-1

Age of Housing

As indicated by Figure 3.10a, the housing stock in Random Lake is not as new as the overall village average. About 31% of the housing units in all villages in the County have been built since 1990 versus 23% of Random Lake's units. A higher percentage of older homes may indicate a greater need for rehabilitation, refurbishment, and/or additional maintenance by the owners.

Year Structure Built	Number of Units in Random Lake	Percentage of Random Lake Housing Stock	Average Percentage of Housing Stock in all Sheboygan Co. Villages
April 2000 to March 2010	64	8.9%	14.0%
1990 to March 2000	100	13.9%	16.9%
1980 to 1989	77	10.7%	10.4%
1970 to 1979	110	15.3%	13.1%
1960 to 1969	70	9.7%	7.3%
1940 to 1959	127	17.6%	12.2%
1939 or earlier	176	24.4%	25.5%

Source: U.S. Census Bureau, 2000 and 2010, DP-1

Housing Permits

New construction in the Village of Random Lake—like just about everywhere in Sheboygan County—has been very slow since about 2008. There has been a moderate amount of remodeling done to maintain the overall quality of the housing stock. In fact, one-quarter of the housing units in

Random Lake have taken out permits for remodeling during the period. (This does not take into account the possibility of multiple permits for a single residence.)

Year	Random Lake New Construction	Random Lake Remodeling	Adell Remodeling	Waldo Remodeling
2013	0	50	2	13
2014	1	51	2	3
2015	1	33	8	15
2016	0	42	8	20
TOTAL	2	176	47	74
Approx. % of Housing Stock	--	24%	21%	35%

Source: Village of Random Lake, Village of Adell, Village of Waldo

Housing Market

Despite a decade or more on the market, none of the recent subdivisions in the area have sold out. The “Great Recession” has undoubtedly played a role in the rate of single-family home development. Another oft-cited factor is the lack of entry level pricing options; however, subdivisions in the entry level price range have generally fared among the worst.

Name of Subdivision, Location, and Year Platted	Number of House Lots	Number of House Lots Developed	Average FMV per Lot
Lake View Estates, Random Lake, 2003	12	1	\$447,000
East Towne Subdivision, Random Lake, 2001	14	11	\$193,457
Westview Hills Addn. 1, Sherman, 1994	5	1	\$188,200
County Line Estates Addn. 1, Sherman, 1995	9	8	\$267,363
Hickory Heights Addn. 1, Cedar Grove, 2002	18	14	\$268,000
Lake Breeze Addn. 4, Oostburg, 2005	15	12	\$247,000
East Field Addn. 2, Oostburg, 2005	20	12	\$249,000
West Field Meadows, Oostburg, 2007	48	14	\$255,000
Nature’s Ridge, Adell, 2006	38	2	\$175,000
Hunter’s Grove, Waldo, 2007	30	1	\$137,000
Kettle Moraine Highlands Addn. 1, Glenbeulah, 2004	26	16	\$226,000
Kettle Moraine Highlands, Addn. 2, Glenbeulah, 2005	12	6	\$202,000
Village Green, Fredonia, 2007	38	35	\$219,000
Village Green Addn. 1, Fredonia, 2009	8	6	\$251,000

Source: Sheboygan and Ozaukee Counties, as of 1/1/18 FMV = 2017 Fair Market Value of Lot and Improvements

ECONOMIC INFORMATION AND DATA

Economic Development Programs and Resources

This section briefly updates some of the programs and resources available to the Village of Random Lake that are designed to help grow the local economy through the addition of businesses through development, recruitment, and expansion efforts.

Wisconsin Small Business Development Center at UW-Green Bay

The Wisconsin Small Business Development Center is a statewide network supporting entrepreneurs and business owners through no-cost, confidential consulting and targeted educational programs. Regional SBDC experts facilitate improvement and growth for small and emerging mid-size companies and help launch successful new enterprises.

(www.wisconsinsbdc.org)

County Economic Development Officials/Contacts

Sheboygan County has a County Economic Development Corporation (www.sheboygancountyedc.com) and a Chamber of Commerce (www.sheboygan.org) that assist with the community economic development needs of area towns, villages, and cities. Random Lake joined the SCEDC in 2015.

Community Finances

A community must remain aware of its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Figure 4.12a shows the total property tax bases of Random Lake and similar villages in the area, how much of the tax base is retained by the community after other jurisdictions have received their allocation, and the total general revenues available for meeting expenses.

As the table vividly shows, tax base is comprised of much more than population. Elkhart Lake, with the smallest population has the largest tax base, thanks to its resorts, businesses, and generally high-value residential properties.

At 27%, Random Lake does relatively well in retaining tax dollars for municipal use. It also compares well with Cedar Grove and Oostburg in the amount of revenues available per resident to provide municipal services.

Village	Total Property Tax¹	Village Share of Total Property Tax	Percent Retained	Total General Revenues²	Per Capita
Random Lake	\$2,936,547	\$805,225	27%	\$1,550,100	\$984
Cedar Grove	\$3,354,604	\$1,084,979	32%	\$1,649,800	\$786
Elkhart Lake	\$5,509,607	\$1,239,983	23%	\$3,170,300	\$3,309
Oostburg	\$4,462,758	\$1,123,196	25%	\$2,454,200	\$834

¹Wisconsin Department of Revenue, Town, Village, and City Taxes. Includes State, County, Municipal, Special Purpose Districts, Technical College, Elementary/Secondary Schools, and "Other" Taxes.

²County and Municipal Revenues and Expenditures. Includes taxes, intergovernmental revenues, and miscellaneous revenues.

As shown in Figure 4.14a, the full equalized value of property within Random Lake rose 2.3% for the period 2013 to 2016. For comparison's sake, the full value of all villages in Wisconsin combined increased 5.7% during this same period. However, the full value of all villages in Sheboygan County increased by only 2.7%. For whatever reason, the recovery of property values from the "Great Recession" has lagged behind in Sheboygan County.

Year	Full Value¹	Debt Limit (5% of Full Value)	Total General Obligation Debt²	Debt Margin
2013	\$137,621,200	\$6,881,060	\$1,272,500	\$5,608,560
2014	\$134,754,200	\$6,737,710	\$1,247,400	\$5,490,310
2015	\$136,793,800	\$6,839,690	\$2,751,900	\$4,087,790
2016	\$140,790,400	\$7,039,520	\$2,502,800	\$4,536,720
Change	+ \$3,169,200	+ \$158,460	+ \$1,230,300	- \$1,071,840

¹Wisconsin Department of Revenue, Town, Village, and City Taxes.

²County and Municipal Revenues and Expenditures.

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by Figure 4.14a, the Village of Random Lake's total general obligation debt as of December 31, 2016 was \$2,502,800, which was 1.78% of its full value, and about 36% of the \$7,039,520 it could legally borrow.

Although Random Lake's debt increased from 2013 to 2016, its debt percentage remained slightly below the statewide average for villages of 1.84% of full value. The per capita debt for Random Lake was \$1,588 at the end of 2016—somewhat lower than the statewide per capita debt for villages of \$1,757.

Tax Incremental Districts

In 2012, the Village Board dissolved Tax Incremental District #2, which was formed in 2008 and included much of the downtown and some industrial lands. Due in great part to the "Great Recession," there was little or no development in the district, and property values actually decreased instead of going up.

In 2014, the Village created Tax Incremental District #3, which consisted of the Eric von Schledorn parcels east of State Highway 57. Water and sewer lines that had been capped under the highway in the early 2000s were extended north from Evergreen Drive. A Quick Lane Tire & Auto Center was the first development in the district.

Downtown

In 2012, two businesses completed exterior rehabs, and the Random Lake Historical Society leased the 1937 H. W. Berger building, expanding its exhibit space and adding a café. The Society now

owns the building, as well as one adjacent to it. In 2016, beautification efforts included hanging flower baskets from utility poles along Carroll Street.

TRANSPORTATION

Condition of the Village Street System

The Village of Random Lake has 13.0 certified miles of roads, 11.2 of which are local village streets. Based on data in the Pavement Surface Evaluation and Rating (PASER) system, of the 11.2 miles of village streets, 0.0 miles were rated as “Poor” or worse. Nevertheless, 1.37 miles were rated just above Poor. Of the 1.8 miles of County road within Random Lake, 0.29 miles (16%) were rated as Poor.

Village	Local Miles	Percentage of Local Streets Rated “Poor” or Worse	Village	Local Miles	Percentage of Local Streets Rated “Poor” or Worse
Adell	2.26	8.9%	Howards Grove	16.51	1.9%
Cascade	3.60	0.0%	Kohler	18.91	0.0%
Cedar Grove	10.30	4.6%	Oostburg	17.12	7.2%
Elkhart Lake	6.14	0.0%	Random Lake	11.20	0.0%
Glenbeulah	3.00	24.7%	Waldo	3.60	5.0%

Source: Wisconsin Department of Transportation – Wisconsin Information System for Local Roads.

In 2018, the Village undertook substantial improvements to 5th Street, Allen Street, and Hoff Street.

Funding for Village Streets

The cost of constructing, maintaining and operating roads under local jurisdiction is defrayed through the provision of General Transportation Aids, which are distributed to all Wisconsin villages through a highway aids formula administered by the Wisconsin Department of Transportation. Aids for villages, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees. Beginning in 2017, the Village of Random Lake has also begun sharing in an annual portion (+/- \$24,343) of the newly adopted Sheboygan County sales tax revenue, which must be used for transportation projects.

Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) Bicycle and Pedestrian Transportation Planning

Sheboygan County was selected to be one of four counties or metropolitan areas in the United States to participate in a Non-Motorized Transportation Pilot Program (NMTTP) as the result of the federal SAFETEA-LU act in 2005. As one of the four pilot communities, Sheboygan County was eligible for NMTTP funding to build bicycle and pedestrian facilities during federal fiscal years 2006 through 2009.

Recommendations

The Village President and many citizens provided input on the Village's network priorities. Sheboygan County adopted the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* in 2007. The Plan recommended the following improvements for the Village of Random Lake:

Figure 5.5 – Pedestrian/Bicycle Facilities Recommended within Random Lake		
Short-Term Facility (2007 - 2012)	Location	Status
Sidewalk	1 st Street from Spring St. to Random Lake Rd.	Completed
Paved Shoulder	Random Lake Road from 1 st St. to Cimмерon Dr.	Completed
Sidewalk	Spring Street from 1 st St. to Western Ave.	Partly Completed
Paved Shoulder	STH 144 from Village Limits to STH 57	Completed
Bicycle Lane	1 st Street from Butler St. to Allen St.	Undone
Bicycle Lane	Allen Street from 1 st St. to Western Ave.	Undone
Bicycle Lane	Butler Street (CTH K) from Village Limits to 1 st St.	Undone
Bicycle Lane	Spring Street from Western Ave. to STH 144	Undone
Bicycle Lane	Western Avenue from Allen St. to Spring St.	Undone
Long-Term Facility (2018 - 2027)		
Missing sidewalks	Scattered locations throughout the Village	In progress

Source: Village of Random Lake and Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035.

“Areas of Concern”

Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. The *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* identified the following site in the Village where existing safety issues created a need to improve conditions:

- Crossing on Random Lake Road at Cimмерon Drive – *High speed, poor markings, and barrier for safe crossings.* CURRENT STATUS: Paved shoulders have been installed on Random Lake Road; still need a sidewalk to connect to Village pedestrian network.

PUBLIC FACILITIES

Public Water System

The Village continues to be served by its own Random Lake Municipal Water Utility, which draws on two high capacity municipal wells within the Village at depths of 534 feet and 550 feet. The most recent Consumer Confidence Report, filed with the WDNR in 2017, revealed no violations for the contaminants required to be tested, although the water does have a somewhat high iron content, especially from Well #2.

Consumption

For the period 2012 through 2017, the number of residential customers increased 8%, while residential water sales decreased 21%; similarly, the number of public authority customers increased 27%, while water sales decreased 44%. The Village's consulting engineer did not have an explanation for this except to surmise that water conservation practices may have played a role. (See Tables 5a and 5b in the Village's 2019 *Engineering Report – Water Study*.)

Rate Increases

In 2016, Wisconsin's Public Service Commission (PSC) recommended and then approved major rate increases to ensure sufficient revenue is generated to make the Random Lake Municipal Water Utility sustainable. (The last substantial increase had been in 1998.)

Rates increased an average of 56% for residential users of the system. For a 1-inch water line Random Lake's new charge became \$30 per quarter—still in the bottom 20% of the state. Area current charges include \$24.72 in Cedar Grove, \$27.14 in Kohler, \$28.50 in Fredonia, \$39.42 in Kewaskum, and \$54 in Belgium.

The rate increased 188% for Lakeside Foods Inc., a vegetable processing company that uses approximately 30% of the Utility's total water production during only four months of the year. The PSC says this company's maximum hourly and daily demands on the water system are very high when compared to the Utility's other customers. Nevertheless, according to the PSC the new rate remains lower than what similar companies elsewhere in the state are paying. Krier Foods, Inc., a soft drink bottling company that uses approximately 35% of the Utility's total water production for its beverage plant, received an 86% increase.

Recent Upgrades

The Village upgraded Well #2 in 2017, adding a substantial amount of replacement piping, a new iron filter, a backup generator, control systems, and a pump.

Since 2015, the Village has completed substantial improvements to water mains (and the sewer system) on Franzen Street, 5th Street, Allen Street, and Hoff Street.

There still remain about three miles (23% of the system) of cast iron pipes dating from 1936 in the Village that should be replaced when funds allow. The insides of these old mains are considerably eroded, and sometimes this causes "rusty" water—which is safe to drink but unpleasant aesthetically. Additives to the water can lessen the problem, but the annual cost is about \$25,000 to \$30,000.

Recommendations

In 2018 the Village retained Kapur & Associates, Inc. to evaluate its water system and identify improvements to meet future demands. The subsequent *Engineering Report – Water Study* started with the potential future service areas mapped in this Addendum and then delineated specific areas that were most likely to be developed within the study’s time frame, focusing on land inside the current Village boundary and land within the expansion area that would be easy to connect to the existing networks. This strategy identified approximately 219 acres, of which 201 acres are inside the current Village boundaries and 18 acres are outside. (Approximately 11 acres are already developed, but not connected to the utility networks.)

The study has projected the Village could gain approximately 124 acres of residential properties, a growth of about 51%. This represents an added population of about 300-500 depending on lot size and population density. This corresponds with an annual population growth of 0.9 - 1.4% over 20 years. Additional analysis has projected the Village could gain approximately 71 acres of commercial land, a growth of about 96%, and approximately 24 acres of industrial properties, a growth of about 30%. The two largest industrial water consumers, Krier Foods and Lakeside Foods, were analyzed separately due to their high consumption and more variable water usage.

Over the next five years the study recommends an additional well and new elevated storage tank (ideally on the east side of the Village) to meet deficiencies and future water demands. Additional pipe installations are also recommended to create loops in the system. Although more costly than the traditional dead-end branch system, loops increase flow and provide multiple directions for water supply, which can be an advantage if a water main break occurs. Additional recommendations were included in the study for the next 6 to 20 years.

Wastewater Treatment Facility

The Village continues to manage its own wastewater treatment facility (WWTF), which opened in 1979. The facility was nearing the need for updates to equipment when the Village’s *20-Year Comprehensive Plan* was adopted in 2009.

In addition to the Village water study, Kapur carried out a study of the wastewater treatment facility. Both studies took into account the potential future service areas mapped in this Addendum, with the same adjustment described in the preceding subsection.

According to Kapur’s 2019 *Wastewater Treatment Facilities Plan* a major factor for the necessity of upgrades to the WWTF is the inclusion of Krier Foods wastewater into the design flows. Krier Foods, which is located near the treatment plant, approached the Village requesting the ability to discharge to the WWTF. After reviewing Krier’s current and future flows and loadings, Kapur determined that the additional discharge could be handled by the WWTF if a pretreatment system were installed.

Kapur calculated design flows based on expected growth for the Village and the addition of Krier Foods flow. Infiltration and inflow were also factored into the calculations. The Village has excessive infiltration but not excessive inflow. The Village is addressing this by continuing to replace and line aging sewer pipes within their system.

Infiltration: when groundwater enters the sewer system via cracks, holes, faulty connections, or other openings.
Inflow: when surface water such as storm water enters the sewer system through roof downspout connections, holes in manhole covers, illegal plumbing connections, or other defects.

Using the design flows, the existing WWTF was evaluated to determine what processes need to be upgraded. An additional sand filter and an expansion to the chlorine contact basin are required based on this evaluation. The rotating biological contactors and both primary and final clarifiers are adequately sized to handle the design flows. The aerobic digestors will also need upgrading due to the increased solids loading from the pretreatment system.

In 2013 the WDNR announced a new standard for phosphorus limits that is 10 times more strict than the previous standard. Advanced filtration and/or chemical treatment will need to be added to the facility at a substantial cost in order to meet the new standard by March 31, 2026.

The estimated cost for all the recommended improvements in Kapur's 2019 *Wastewater Treatment Facilities Plan* is about \$7 million. A Clean Water Fund Loan is anticipated to finance the proposed upgrades. An Intent to Apply & Priority Evaluation and Ranking Formula, the first step for a municipality to be eligible to submit a financial assistance application, was submitted to the WDNR in October, 2018. Krier Foods has stated that they will help pay for a percentage of the loan. A rate study will be required with the addition of Krier's loadings to the WWTF.

There are no major environmental concerns expected with the construction of the recommended improvements other than material requirements for construction. Construction for these improvements is expected to begin April 2020 and should be completed by May 2021.

Sanitary Sewer System

Flow Projections

Wastewater flow projections were completed for approximately 219 acres of land inside the current Village boundary or within the expansion area that was identified as most likely to be developed within the planning period. Projections were based on the land use and typical wastewater flow contribution flow rates associated with each land use (i.e., residential, commercial, or industrial). Areas where lift stations would be needed were noted. The specific projection numbers can be found in Kapur's 2019 *Engineering Report – Sanitary Study*.

Recommendations

According to Kapur's 2019 study, the existing lift station on East Shore Drive is adequate for existing peak flows, but as the Village grows the pumps will need to be upsized to keep up with future expansion. Most likely, the lift station will need upgrading with the addition of approximately 20 new homes. This depends heavily on other development that may occur over that time. Therefore, the recommendation to upgrade is within the next five years. The force main pipes under Random Lake have adequate capacity for the estimated future growth. Kapur estimated the cost at \$40,000.

Upgrades to certain sewer lines, and the placement of some new lift stations were recommended in the next 6 to 20 years, depending on where development occurs.

Storm Sewer System

Because the storm sewer system is separated from the sanitary sewer system, runoff that enters the storm sewers does not receive filtration or treatment to remove contaminants or sediments; instead storm water runoff from pavement and lawns ultimately outflows directly into Silver Creek or the Random Lake waterbody. Consequently, the Village continues to look for ways to limit

contaminants and sediments, and to encourage residents and businesses to do likewise. (See Priority #3 for more information.)

Solid Waste and Recycling Facilities

Businesses and residents in the Village of Random Lake produce approximately 600 tons of garbage and 261 tons of recyclables each year. The Village currently contracts its garbage and recyclables collection to Advanced Disposal from Sheboygan. Contracting with private companies is likely to continue as the best way to provide these services.

Telecommunications Facilities

Land-line telephone service to the Village is provided by Frontier. Cellular towers are located at the southwest corner of STH 57 and STH 144 and atop the Village water tower (the Village collects long-term annual rental fees for this space from AT&T and Verizon, respectively). Fiber optic cables within the STH 57 corridor now provide the backbone for broadband Internet service within the Village.

Bertram Internet, headquartered in Random Lake since 2005, provides high-speed/broadband Internet service to customers in the Village and over 20 counties in Wisconsin.

Schools

The Random Lake School District serves all of the Village of Random and parts of eight other municipalities. As of 2017, there were about 800 PK-12 students, a decrease of approximately 20% over the last 10 years, which is an ongoing concern. Contributing factors to declining enrollment include demographics, limited housing opportunities, private education opportunities, smaller family sizes, school choice, and home schooling.

In 2014, residents of the district approved an \$8.5 million referendum to fund 51 remodeling and improvement projects for the public school buildings and grounds. These projects included constructing secure main entrances, upgrading safety, security, and technology infrastructure systems; addressing ADA compliance issues and removing hazardous materials; updating technical education classrooms and providing space for staff professional development; improving and replacing roofs, lighting, electrical systems, doors, flooring, and heating equipment; upgrading boilers and heating controls; repairing and improvements to athletic fields and the stage; constructing a maintenance shed; addressing site drainage and storm water management; and acquiring furnishings, fixtures, and equipment.

In 2018 the Random Lake School Board approved a five-year plan that included as one of its three main goals “Strong Connection to Community.” This will include continued work on academic career planning and continued efforts to find ways to engage the community. One such effort, “Coffee with the Superintendent,” provides regular opportunities for district residents to discuss the school district and the community it serves.

Although it is outside the Village limits, St. John Lutheran School has an enrollment of about 30-35 PK-8 students, some of whom reside in Random Lake.

Our Lady of the Lakes Catholic School (PK-6), a part of the Random Lake community for more than 150 years, closed at the end of the 2012-13 term due to low enrollments, which had recently decreased from 112 in 2006-07 to 36 in 2012.

Parks

Two new parks have been created since the adoption of the *Comprehensive Plan* in 2009:

- Bertram Park, along 1st Street south of Kircher Park, is home to Kampmann Field, a lighted softball/baseball diamond used by the high school girls' softball team and youth baseball teams. The park also includes a concession stand, restrooms, and a small parking lot.
- Burr Oak Nature Park is located on the Village's east side with frontage on King Oak Court and also Evergreen Drive. It is a 5-acre park with benches and green space to enjoy.

Emergency Response

In 2017, a Village-wide referendum was passed that supported adding to the 2018 Village budget a full-time advanced emergency medical technician for daytime hours on weekdays. A subsequent referendum passed in 2018 supporting permanent funding for the medical technician position.

NATURAL RESOURCES

Emerald Ash Borer

The most serious threat to a community's trees to arise in the last few years is the emerald ash borer. This pest is 100 percent fatal to native ash trees of any size, any age, healthy or unhealthy and it is estimated that more than 50 million ash trees are dead or dying in the Midwest because of this insect. Infested trees gradually die over a 2-4 year period.



EAB photo: Wisconsin DATCP

Sheboygan County has been under an emerald ash borer quarantine since 2008. Since then, infestations have been detected in every town, village, and city in Sheboygan County except for the Town of Sheboygan.

According to the *Emerald Ash Borer Resource Management Guide for Sheboygan County Communities*, in 2009 a tree inventory was conducted of public street trees and park trees in high use areas. (The inventory did not include public passive park and recreation spaces such as natural and wood areas.) This inventory lists 57 ash trees for Random Lake, grouped primarily in three locations: 1) along Western Ave, 2) in or near Lakeview Park, and 3) the open area between Jessie Lane and Carroll Street. All were listed as being in good condition in 2009. Since then, almost all of these trees have been cut down. The Village also encourages private property owners to take down any diseased or dead trees near sidewalks or streets.

Emerald ash borer was confirmed in Random Lake on July 28, 2014. For more information, see the state's official emerald ash borer website:

<http://datcpservices.wisconsin.gov/eab/index.jsp>

Random Lake (waterbody)

The lake continues to be the most recognized amenity in the Village. The shoreline is almost unchanged since the adoption of the *Comprehensive Plan* in 2009. The waterbody itself has also remained relatively stable.

Citizen Lake Monitoring by trained volunteers has been occurring since 1999. Annual reports can be found online at: <https://dnr.wi.gov/lakes/waterquality/Station.aspx?id=603312>

More information about the lake can be found in the "Priority #3 - Managing Natural Resources" chapter on page 37.

LAND USE

A detailed field inventory of existing land uses in the Village of Random Lake was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission and updated in 2006 by the Random Lake Smart Growth Committee and UW-Extension Sheboygan County, and again in 2018 by the Random Lake 20-Year Plan Update Committee and UW-Extension.

Potential future land uses were mapped after two discussion sessions by the 20-Year Plan Update Committee. Factors taken into consideration included topography and feasibility of providing sewer and water; likely preferences of landowners; and proximity to existing Village infrastructure.

Figure 8.3a – Random Lake Land Use Amounts and Intensity				
Land Use Type	Acres and % of Total Land in 2006¹		Acres and % of Total Land in 2018²	
	Residential	205.4	18.2%	206.0
Commercial	33.4	3.0%	38.9	3.4%
Industrial	68.8	6.1%	69.1	6.1%
Transportation	61.3	5.4%	61.3	5.4%
Communication / Utilities	2.8	0.2%	2.8	0.2%
Institutional / Governmental	32.1	2.8%	32.1	2.8%
Outdoor Recreation	39.8	3.5%	49.7	4.4%
Agricultural	225.8	20.0%	220.0	19.5%
Natural Areas / Open Space	240.9	21.4%	230.4	20.4%
Water Features	217.9	19.3%	217.9	19.3%
TOTALS	1,128.2	100%	1,128.2	100%

¹Minor corrections made to some totals by UW-Extension Sheboygan County per local input, 7/1/18.

²Updated by UW-Extension Sheboygan County using aerial photography and local input, 7/1/18.

The “Potential expanded Village and public services boundary” shown on the 20-Year Potential Land Use Map (Figure 8.7) in the Comprehensive Plan adopted in 2009 has been revised (Figure 8.7a). The southern boundary line along Jay Road has been shifted north to County Road K, since the Committee considered it unlikely that the Village would expand into Ozaukee County within the 20-year planning period, especially given the general rise in topography. The northern boundary along Abbott Drive has been pulled back one-quarter mile due to the relatively high cost of extending infrastructure that far from the Village. The presence of wetlands and a 100-foot high kame west of the railroad tracks would add to the development challenges. Finally, the boundary line has been extended one-quarter mile east of State Highway 57. The terrain in this area is not as challenging, and the extension of sewer and water to serve TID #3 makes additional extensions feasible.

About 70 acres of potential residential has been removed from the map due to the establishment of a conservation easement in 2010 prohibiting development on 130 acres of land north of Spring Lake.

Other map revisions include the addition of small areas of potential redevelopment or infill in the downtown area and approximately 60 acres immediately north of State Highway 144 and west of State Highway 57.

Figure 8.3b – Potential Growth Through 2039			
Land Use Type	Additional Acres Within Current Village Limits	Additional Acres Between Current Village Limits and Potential Service Boundary	Total Acres
Residential	193.5	147.7	341.2
Commercial	60.1	20.8	80.9
Commercial / Industrial Mix	0.0	369.7	369.7
Industrial	22.0	91.6	113.6
Outdoor Recreation	3.2	0.0	3.2
TOTALS	278.8	629.8	908.6

Land Use Issues and Conflicts

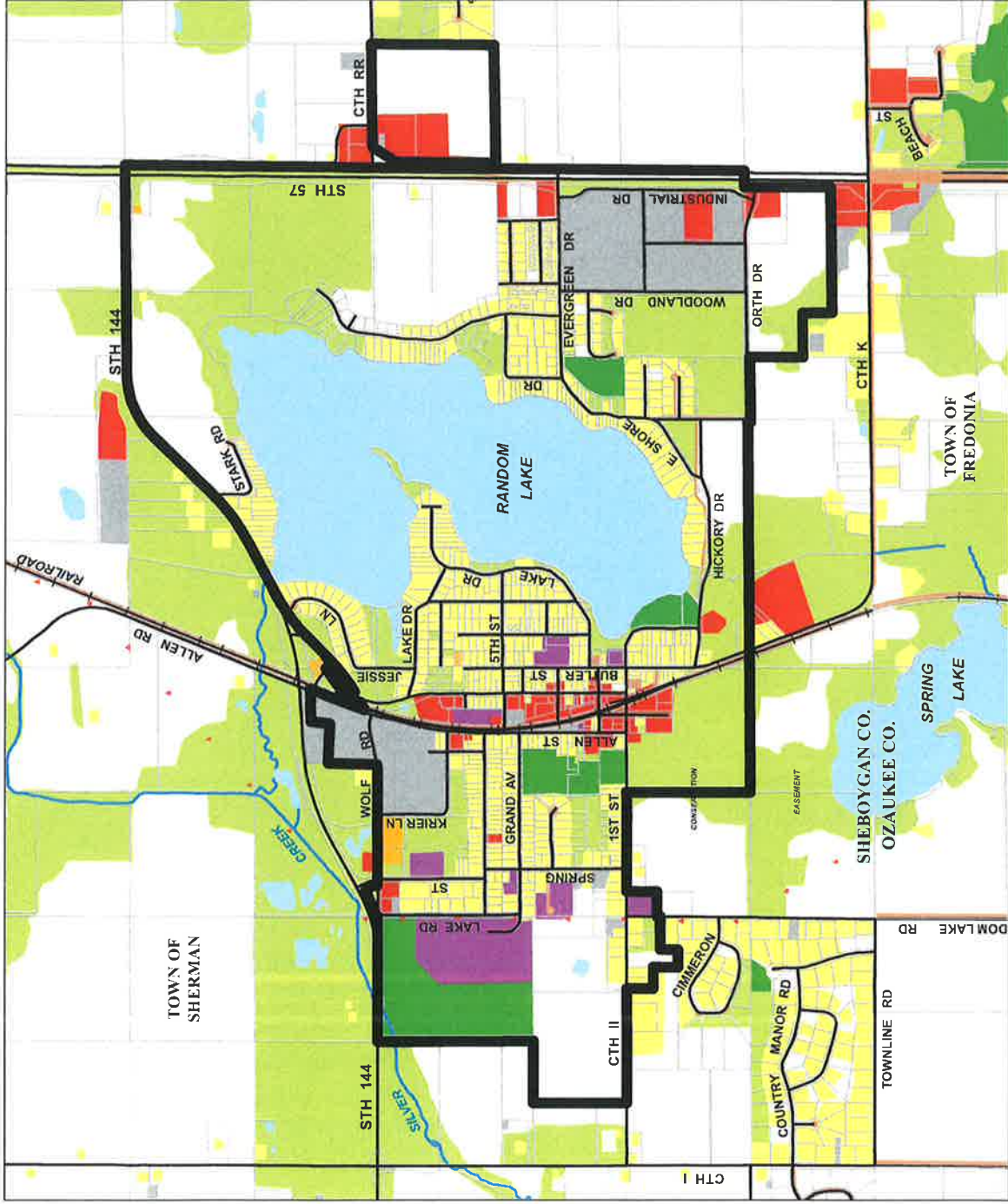
Industrial areas within the Village have been in close proximity to residential areas for many years. Little if any buffering between these uses is in place. Some conflicts such as traffic, noise, dust, and odor have been occasional issues. The Village and major companies within its borders continue to strive to limit these impacts.

Lighted signs and other development impacts from existing and new businesses along STH 57 have caused some concerns from residential property owners. Efforts have been recommended by Village officials to limit these impacts.

Due to the presence of the four-lane STH 57 along Random Lake’s eastern border, there is an increasing potential for the Village to become “split” if more development continues to occur on the eastern side of the highway. This can create safety issues due to the increasing amount of traffic crossing the highway. This is a potential issue that the Village should be mindful of as future development proposals arise.

Figure 8.4a

2019 Existing Land Use - Village of Random Lake - Sheboygan County, WI



Legend

□ Current Village Limits

Existing 2018 Land Use

- Residential
- Commercial
- Industrial
- Transportation
- Communication / Utilities
- Government / Institutional
- Outdoor Recreation
- Agriculture / Open Space
- Natural Areas
- Lakes / Ponds



Sources: Bay-Lake Regional Planning Commission, Sheboygan County, Ozaukee County, and Village of Random Lake

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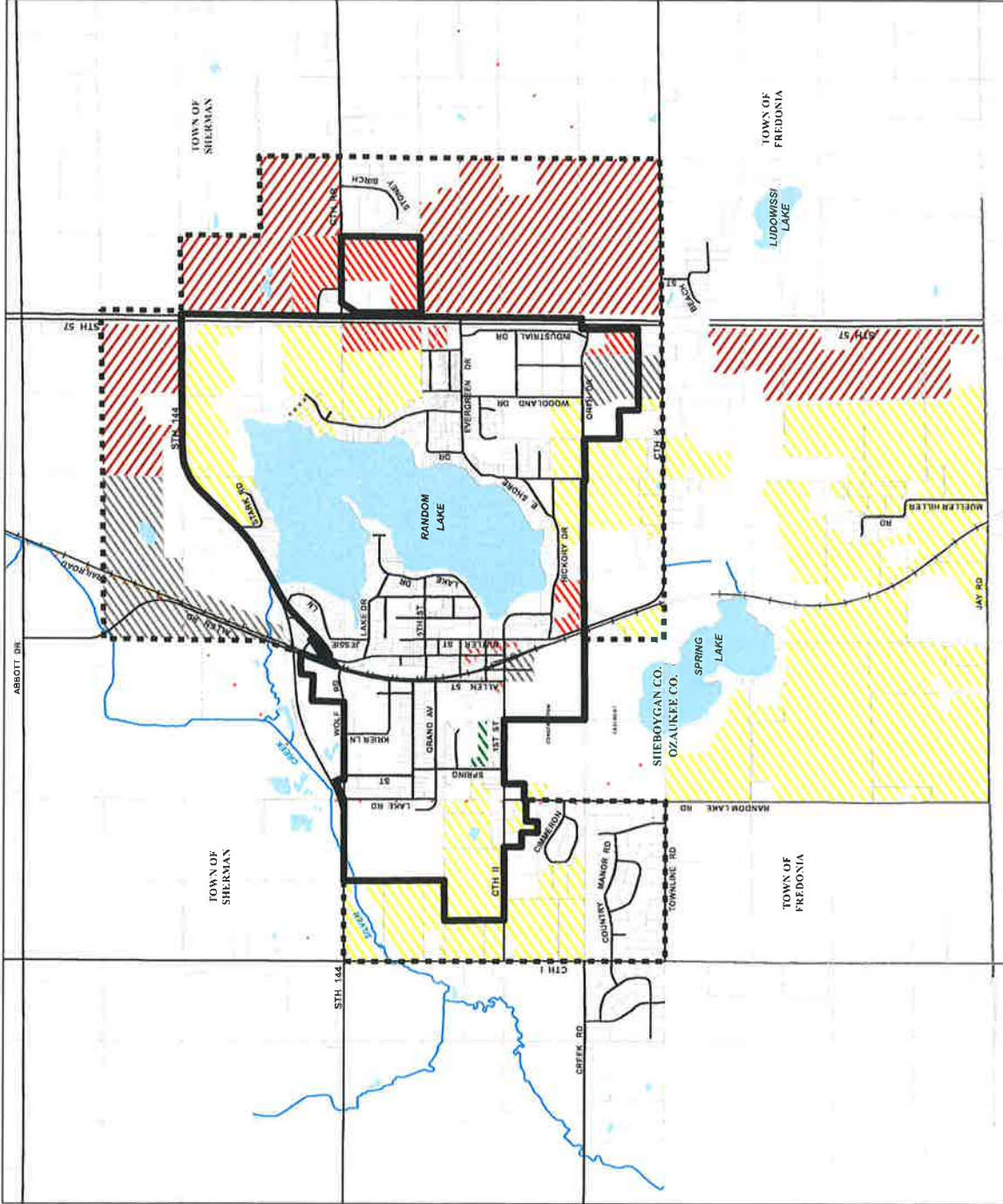
Figure 8.7a

2039 Potential Land Use - Village of Random Lake - Sheboygan County, WI

Sheboygan County, WI

Legend

- Current Village Limits
- Potential expanded Village and public services boundary - 2039
- Potential Land Use**
- Residential
- Commercial / Industrial Mix
- Industrial
- Transportation
- Outdoor Recreation



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Figure 8.7b

2019 Existing Land Use & 2039 Potential Land Use - Village of Random Lake - Sheboygan County, WI

Legend

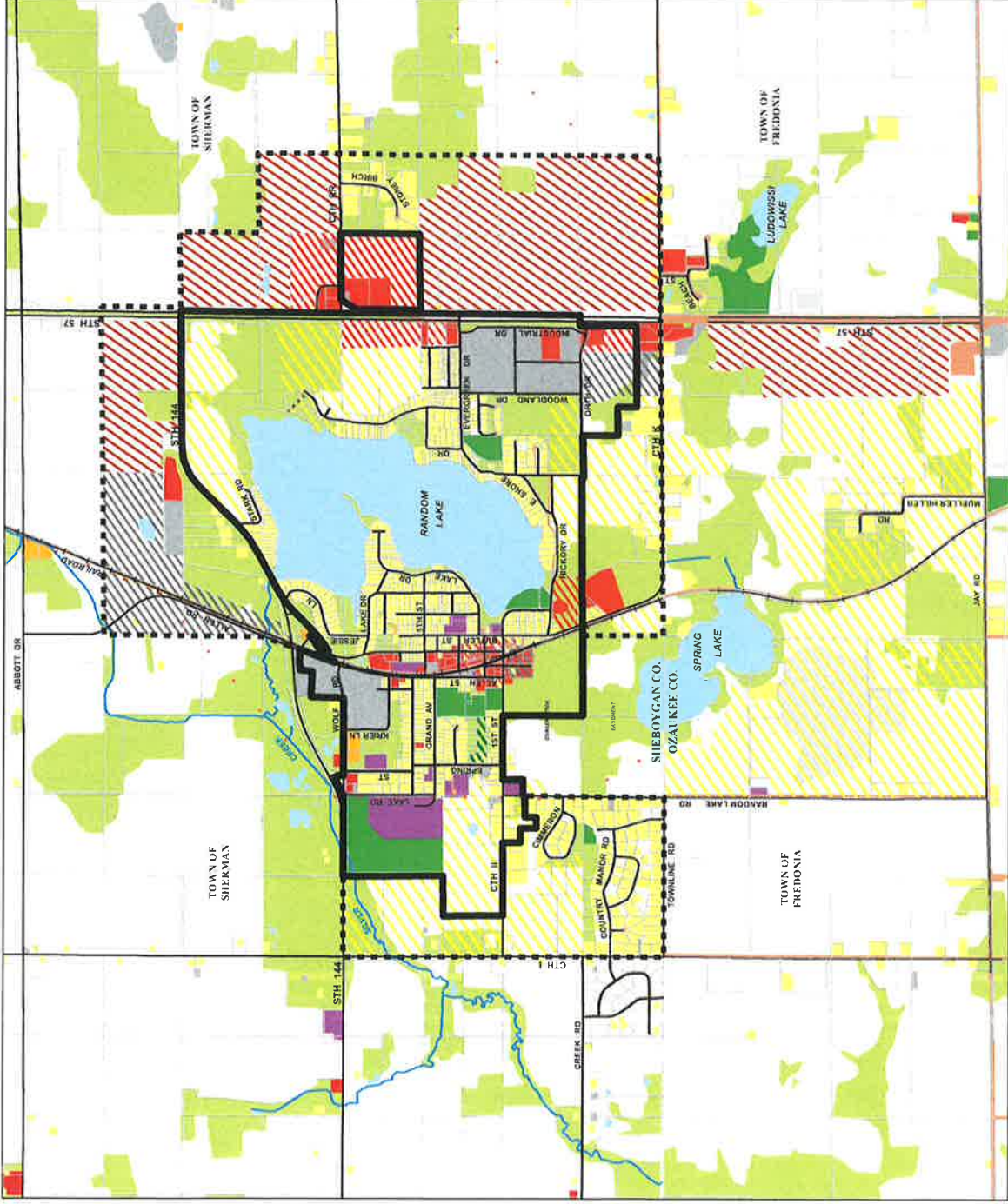
- Current Village Limits
- Potential expanded Village and public services boundary - 2039
- Potential Land Use**
- Residential
- Commercial
- Commercial / Industrial Mix
- Industrial
- Transportation
- Outdoor Recreation

Existing 2018 Land Use

- Residential
- Commercial
- Industrial
- Transportation
- Communication / Utilities
- Government / Institutional
- Outdoor Recreation
- Agriculture / Open Space
- Natural Areas
- Lakes / Ponds



Prepared for the Village of Random Lake by the UW-Extension Sheboygan County, 8/14/18



1:20,500

Sources: Bay-Lake Regional Planning Commission, Sheboygan County, Ozaukee County, and Village of Random Lake

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IDENTIFICATION OF PRIORITIES AND KEY SURVEY RESULTS

Priorities

Many of the goals, objectives, policies, and programs within the *Random Lake 20-Year Comprehensive Plan* (2009) originated from issues formally identified at the beginning of the planning process (p. 1-6, *Comprehensive Plan*). While some of these issues have been addressed (pgs. 3, 4), many of those that remained as of 2018 formed the basis of a “ranking” exercise by Village officials to identify the top 3 highest priorities that this Addendum would focus on.

In April of 2018, 14 members of the Village Board of Trustees, the Village Plan Commission, and/or the ad hoc 20-Year Plan Update Committee were given the opportunity to allocate 45 points among 33 implementation activities listed in the *20-Year Comprehensive Plan*, plus one additional issue that was identified during the 20-Year Plan Update Committee meeting on April 19. No more than 10 points could be allocated to a single activity. Space was also included on the score sheets for members to write in and allocate points to any priorities they felt were not listed but deserved to be considered.

Ultimately, 11 score sheets were returned. These score sheets were tallied by UW-Extension and presented to the 20-Year Plan Update Committee at its May 10 meeting. After a review of the scoring, and some discussion, 3 top priorities were chosen to be added to this document:

Priority #1- “Designating future land use to encourage moderate growth”

Priority #2- “Village infrastructure (streets, utilities, etc.)”

Priority #3- “Managing natural resources (the lake, groundwater, woodlands, etc.)”

The 20-Year Plan Update Committee expressed a desire to validate the selection of the 3 priorities, and their associated recommendations, through a community-wide opinion survey in the fall of 2018. The results from this survey confirmed the selection, with 73% agreeing or strongly agreeing with the selection of Priority #1, 87% with Priority #2, and 83% with Priority #3.

Survey Results

Surveys were delivered by mail in early September of 2018 to a list of addresses supplied by the Village that included homeowners, businesses, and residential rental properties within the Village limits. In total, 284 of 915 surveys were returned and tabulated.

Survey Questions 1 and 2 focused on the future of the Village. Overall, there is solid support for growth while still maintaining a small community atmosphere.

Questions 3, 4 and 5 asked respondents what they liked about the Village of Random Lake, as well as what they didn’t like. In addition, respondents were given a chance to suggest what other community Random Lake might emulate. Again, small community atmosphere was a quality that rose to the top; even the communities to emulate, such as Oostburg primarily, were often cited as being attractive because they were growing but still had that small town feel. Nevertheless, the second most prevalent response was essentially that the Village did not need to model itself after another community.

The top unfavorable aspects of the Village were economically related — the absence of a grocery store and the lack of downtown vitality.

Question 6 was a repeat from the 2004 survey that asked about housing preferences. Single-family housing was still the top preference by far, but other types like condominiums, housing for senior citizens, duplex rental units, and even multi-family rental apartments had support from significantly higher percentages of respondents than 14 years ago.

Public services and facilities were the subject of Question 7, specifically the level of satisfaction. Of 14 items listed, fire protection had the highest percentage of satisfaction at 93.3%, which is typical in most communities. Although an average of about 1 in 5 respondents were “neutral” when rating various items, satisfaction percentages overall were well above 50%. Only public transportation had a dissatisfaction percentage higher than 20%.

Questions 8 and 9 sought input regarding businesses, services, and facilities — in particular which ones should be added and which were unnecessary. “Grocery store” was the overwhelming choice for a business that respondents wanted to see in the Village. There was no consensus about any unnecessary services or facilities; in fact, about two-thirds of respondents answered “None” or some variation thereof.

Question 10 asked survey takers to rank a list of 7 issues facing the Village in order from the most challenging to the least challenging. “Lack of population growth” finished with the top ranking. Runner-up was “Declining vitality of downtown area.”

More detailed results are contained in a November 9, 2018 report entitled “Responses to 2018 Citizen Opinion Survey.” This report was presented to Village officials on November 8, 2019 and a summary of the results was published in the November 15, 2018 edition of *The Sounder* newspaper (see Appendix A).

Survey Follow-Up

Based on the survey results, several recommendations were added to the appropriate Priority sections at the end of this Addendum.

An article was also published in the January 17, 2019 edition of *The Sounder* that highlighted 1) past efforts to attract a grocery store to the Village, and 2) options for addressing this issue going forward. A copy of the content of this article is included in Appendix B.

PRIORITY #1

DESIGNATING FUTURE LAND USE

A “moderately growing” community was part of the vision of the Village of Random Lake supported by 90.9% of respondents to a survey sent to every household in 2004. Based on population data, this goal was not obtained. To encourage moderate growth and prepare for it, a community must identify 1) what new land uses are appropriate, 2) which areas would be most suitable for each land use, and 3) how much of each land use would be optimal—and, in the case of residential, at what densities. All of this must be done while considering the existing and future capacity of village infrastructure and services.

Information Related to the Designating of Future Land Use

What new land uses are appropriate

Identifying what new land uses are appropriate requires an understanding of what type of residents and businesses might like to be a part of Random Lake—and which of these fit with the Village’s vision.

Figure 3.3b – Population by “Generations”¹
Village of Random Lake

Generation and Ages in 2010	Number of Residents in 2010	WI	Ages in 2018
Generation ?	0		0 - 7 years old
Generation Z (0 - 14 years old)	322 (20%)	19%	8 - 22 years old
Millennials (15 - 29 years old)	262 (16%)	20%	23 - 37 years old
Generation X (30 - 44 years old)	341 (21%)	19%	38 - 52 years old
Boomers (45 - 62 years old)	425 (27%)	26%	53 - 70 years old
Silent (63 - 79 years old)	190 (12%)	12%	71 - 87 years old
80+ years old	54 (3%)	4%	88+ years old

¹Generally accepted demarcations, as designated by the Pew Research Center

Random Lake essentially mirrors the rest of the state of Wisconsin in its proportions of residents in each generation except for the percentage of Millennials, where Random Lake is somewhat lower. However, many Millennials attend college and it is not completely fair to compare Random Lake to communities that have post-secondary schools. Looking at only the portion of the population that is age 25- 29, which presumably would capture Millennials that have graduated from college, Random Lake had 95 such residents, 6.0% of its population, compared to 6.5% in Wisconsin overall and 6.8% nationally—lower but not dramatically so. More recent data would be helpful to see whether the Village has gained or lost ground.

For Random Lake to grow, and for the school district to add students, the Village will have to attract productive Millennials and Gen Zers who seek to start their own businesses or work for local firms, and have families. For more on the preferences of these generations regarding communities, housing, jobs, activities, and schools—and the important distinction between urban and rural Millennials—see Appendixes C and D.

As for the types of new businesses Random Lake might expect to see, a 2018 UW-Madison/Extension report by the Department of Agricultural and Applied Economics found that businesses, sole proprietorships, or partnerships that have no payroll employees make up the large majority of businesses and continue to grow in number and share. In fact, since 2000, the number of these types of businesses has increased 25%.

It is not primarily younger generations, however, that are fueling the growth of entrepreneurship. After studying more than 500 successful tech companies, the Center for Entrepreneurship and Research Commercialization at Duke University found that the average age of successful entrepreneurs is 40 years old. “Twice as many successful entrepreneurs are over 50 as under 25. The vast majority—75%—have more than six years of industry experience, and half have more than 10 years when they create their start-up.” Most entrepreneurs are between 55 and 64 years old, and they are twice as likely to build successful start-ups than those between 20 and 35.

Which areas would be most suitable for each land use

Delineating which areas would be most suitable for each land use primarily requires A) identifying compatible adjacent land uses so as to avoid future conflicts between neighboring uses, B) noting where infrastructure is already in place or can easily be connected to, and C) avoiding difficult topography and similar development constraints. The 2029 Potential Land Use Map attempts to abide by these guidelines.

How much of each land use would be optimal

Identifying how much of each land use would be optimal—and, in the case of residential, at what densities, is primarily dependent on local preferences that have been established over the years through the input of residents, key stakeholders, and local leaders. These preferences have been formalized in vision and goal statements within the *20-Year Comprehensive Plan*.

Recommendations for Future Land Use Designations

The following recommendations may commence as necessary after the adoption of this *Addendum*.

A. Seek to develop lands within the Village before annexing additional land, if possible.

The 2039 Potential Land Use Map allocates 193.5 acres for residential development within the Village limits. Based on the average density of 1 housing unit per 0.4 acres (including streets and a park) within the most recent residential developments in the Village, the 193.5 undeveloped acres would yield approximately 450 new housing units. With an average household size of 2.4 (2010 U.S. Census for Random Lake), 450 new housing units would increase the population by 1,080.

With a potential increase of 193.5 residential acres, an additional 32 acres of commercial and 64 acres of industrial would be needed to maintain the existing acreage ratios of 1:6 and 1:3 for commercial to residential and industrial to residential, respectively. The 2009 Potential Land Use Map allocated about 58 acres to commercial and about 16 acres to industrial within the Village limits. The 2039 Map allocates 60 acres to commercial and 22 acres to industrial within the Village, and a substantial amount above that in areas adjacent to the Village limits.

B. Prioritize areas for development based on the following preferences:

- 1) “First Preference” areas for development are those areas where streets, sewer system infrastructure, and water system infrastructure already exist.
- 2) “Second Preference” areas for development are those areas where at least some infrastructure already exists and conditions are favorable for the expansion of those that are missing (e.g., street stubs are in place; topography allows gravity flow utility systems).
- 3) “Third Preference” areas for development are those areas where infrastructure does not already exist but conditions are favorable for expansion of needed infrastructure.
- 4) “Fourth Preference” areas for development are those areas where infrastructure does not already exist, nor are conditions favorable for expansion, but the developer has contractually agreed to fund a substantial amount of necessary infrastructure costs.

C. Allocate future land uses at an intensity and density that will be within existing and planned capacities of Village infrastructure.**D. Although the Village generally prefers detached single-family residences, strive to encourage a continuum of housing options that include a variety of housing types and price points, while insisting on appropriate scales of development, sufficient buffering, and sensitive design.**

- 1) Strive to think creatively and consider including innovative options within the Village’s zoning ordinance such as in-law suites and shop/home combinations (e.g., SHOME[®]).
- 2) Expand the existing Performance Standards in Sec. 38-36 of the Village Zoning Ordinance to include standards for development such as the following:
 - a) Increase yard setback widths in proportion to housing density increases and require berms and/or vegetative screening.
 - b) Require utilities to be underground or hidden as much as possible.
 - c) Require garbage dumpsters to be surrounded on three sides by solid fencing.
 - d) Lighting must be shielded to keep as much of the light on-site as possible.
 - e) Encourage at least some parking in higher density residential development to be covered.
 - f) Encourage architectural styles and materials that blend in with the surroundings.
- 3) According to Sec. 38-74 (b)(1)c of the Village Zoning Ordinance, the R-5 R-PUD Residential Planned Unit Development District is intended “to ensure compatibility and careful consideration of the effect of a development on surrounding land uses.” The Village should consider applying this zoning overlay when appropriate.
- 4) Since R-5 R-PUD is the only zoning district that explicitly requires a developer’s agreement, and the requirement for a developer’s agreement in the Village’s Subdivision Ordinance only applies when a property is being subdivided, consider adding a general requirement to the Village’s Zoning Ordinance that a developer’s agreement shall be required under certain specified circumstances, regardless of district classification.

E. Continue to strive to attract new businesses and industries, but recognize that most economic growth comes from existing companies and start-ups.

- 1) Consider working with the Random Lake Chamber of Commerce, the Sheboygan County Chamber of Commerce, and/or the Sheboygan County Economic Development Corporation to ensure local companies understand the Millennial and Generation Z workforces and tailor their recruitment efforts and company culture accordingly.
- 2) Consider adding a use to one or more of the Village zoning districts that allows for free-standing office buildings such as data or administrative centers for manufacturing companies.
- 3) Consider adding a “multi-business cluster” and/or “co-retailing” use to the Commercial districts in the Village’s Zoning Ordinance that allows for multiple business entities in a single building unit (e.g., Laundromat/sandwich shop/fitness center combination). This could allow a single set of employees to staff a mix of businesses around a central customer service hub, increasing the economic feasibility.
- 4) Consider exploring the “pop-up shops” concept (e.g., downtown Viroqua) as a tool to temporarily fill vacant downtown retail spaces and bring more activity to the area.
- 5) Encourage innovative options for establishing a grocery store in Random Lake, such as the cooperative business model used successfully for a variety of businesses in rural areas throughout the Midwest. (For more information, contact the University of Wisconsin Center for Cooperatives.)

F. Consider exploring extraterritorial zoning with the Town of Sherman.

G. Consider ways to leverage the positive aspects of the Village to encourage moderate growth.

- 1) High-speed/broadband Internet service available Village-wide through Spectrum, Frontier, or Bertram Internet.
- 2) Approximately 28 acres of undeveloped TIF land along four-lane STH 57 (access via CTH RR), with connections available to Village sewer and water.
- 3) Approximately 193.5 acres of undeveloped residential lands, 60 acres of undeveloped commercial lands, and 22 acres of industrial land allocated on the Village’s 2039 Potential Land Use Map within Village limits and able to be serviced by Village sewer and water. Substantial amounts of additional acreage have been allocated on the Map within the Village’s potential service boundary immediately adjacent to the Village Limits.
- 4) Central location in a region that includes Plymouth (16 miles), West Bend (18 miles), Sheboygan (25 miles), and Milwaukee (38 miles).

H. Meet the needs of multiple generations of current and future residents.

- 1) Consider implementing policies and/or programs related to housing, recreation, transportation, and community facilities that target the needs of people at various stages of life, including retirees in the surrounding Towns of Sherman and Fredonia potentially looking for additional housing options.

I. Consider conducting generational focus groups (e.g., young adults who have chosen to remain in Random Lake; young adults who have moved to Random Lake; retirees; etc.) to identify what the Village, developers, and businesses can do to attract people to move to Random Lake.

- 1) Consider partnering with the Random Lake School District and others to help identify candidates for the focus groups.
- 2) Strive to make the Village's website even more appealing to the target groups the Village wishes to attract.

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PRIORITY #2

VILLAGE INFRASTRUCTURE

Residents and businesses within a village have certain expectations. Amenities are expected to include an adequate transportation network, public water system, sanitary sewer system, and wastewater treatment. Costs for maintaining and upgrading such infrastructure, however, can be high, and estimating future needs can be challenging. As development options are considered, care must be taken not to overburden taxpayers or exceed the capacity of these systems.

Information Related to Village Infrastructure

The Village of Random Lake is currently responsible for 11.2 miles of local streets, two wells, 68,638 feet of water main, an elevated storage tank, over 12 miles of sanitary sewer pipe, three lift stations, and a wastewater treatment plant. Specific recommendations for much of this infrastructure have been made for the next 20 years in the recent reports completed for the Village by Kapur & Associates, Inc. General recommendations are listed below.

Recommendations for Village Infrastructure

The following recommendations may commence as necessary after the adoption of this *Addendum*.

- A. Continue to monitor the Village transportation network, public water system, sanitary sewer system, and wastewater treatment plant and periodically plan for and implement repairs and/or upgrades to ensure each is adequate to serve Village residents and businesses into the future.**
- B. Continue to partner with other municipalities, government entities, and/or the private sector when their assistance would be beneficial to the maintenance or improvement of Village infrastructure.**
- C. Continue to use developer's agreements to protect existing Village infrastructure and encourage developers to contribute toward new or expanded infrastructure resulting from their development.**
- D. Explore the use of impact fees and special assessments as ways to offset certain infrastructure costs resulting from new or expanding development.**
- E. Seek to balance aging sewer and road retrofits with the financing of new development.**
- F. Continue requiring developers of new subdivisions and commercial and industrial areas to place electric/telephone/utility lines underground.**
- G. As opportunities arise due to utility upgrades or reconstruction in the right-of-way of older areas, consider relocating above-ground lines underground.**

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PRIORITY #3

MANAGING NATURAL RESOURCES

Natural resources within or near the Village of Random Lake—especially the lake—impact the community in many ways. The aesthetic appeal of the Village, its economic vitality, and the health of its residents can be directly or indirectly linked to the quality of natural resources and their use. Nevertheless, soils, groundwater, surface water, air, wildlife, and woodlands all face threats to their continued viability. Careful management of these natural resources can help to ensure they remain assets to the community.

Information Related to Managing Natural Resources

Lake monitoring

Local volunteers trained under Wisconsin’s Citizen Lake Monitoring Network have been gathering water quality data on Random Lake since 1999. Their annual reports indicate Random Lake is relatively stable with a good outlook for the future thanks to efforts by the Village Board, the Village Department of Public Works (DPW), the Random Lake Rod and Gun Club, the Wisconsin Department of Natural Resources, and the Random Lake Association. A link to the comprehensive *2015 Lake Monitoring Report: Random Lake* is posted online at

<https://sheboygan.uwex.edu/growth-management/>

Invasives and nuisances

Although zebra mussels have invaded many other nearby lakes, Random Lake has been spared thus far. The lake has not been as fortunate, however in regard to Eurasian Water Milfoil, an exotic aquatic plant that easily begins to dominate the native plant population. Annual “spot spraying” in affected areas has mostly kept it under control. In 2018, spot spraying was replaced on a trial basis with treatment of the entire lake, and water clarity improved markedly, from a depth of about two feet to five feet. That said, the health of the lake and good fish habitat requires at least some native aquatic plant life.

During the past several years the Village DPW has been treating goose eggs with oil to prevent them from hatching. This has decreased the goose population, which in turn has improved the cleanliness of lawns along the lakeshore and especially the beach and grassy areas of Lakeview Park. Prior to the egg treatment it was nearly impossible to walk on the sidewalk in the park without stepping in goose droppings and difficult to keep young children from picking up droppings while playing on the beach.

Runoff impacts

One type of runoff, storm water runoff, occurs wherever rain falls on roads, driveways, parking lots, rooftops, and other paved surfaces that do not allow water to soak into the ground. This runoff picks up contaminants (e.g., toxins from automobile fluids, cleaning supplies, and herbicides), sediment, and phosphorous. In the Village, some runoff reaches the lake directly via overland flow, and some enters via the storm water sewer system, which outflows into Silver Creek and the lake.

Contaminants can directly harm aquatic plants and marine animal life. Sediment entering a waterbody decreases water clarity and degrades lakebed habitat. Phosphorous can cause excessive algae growth; when bacteria consume dead algae they use up dissolved oxygen, suffocating fish and

other aquatic life. It is possible for phosphates to enter a lake from a variety of sources, including storm water runoff, agricultural runoff, wastewater treatment plant discharges, and industrial discharges. In the past, a major source of phosphorous was lawn fertilizer, but now that restrictions require lawn fertilizers to be free of phosphorous, the water quality in many lakes, including Random Lake, is improving. In 2007, Random Lake's phosphate average level was 24.50 µg/l. During 2013, it dropped to 21.37 µg/l. Both numbers are in the mesotrophic (average) range.

Four times during the summer months chemical samples are sent to the state lab to determine levels of chlorophyll-a and total phosphates. During the summers of 2010 - 2012, a blue-green algae (cyanobacteria) populated the lake. It produces a hepatotoxin which, if ingested, could cause harm to the liver. Of major concern would be dogs or other pets that swim in the water, then come out and lick their bodies, which usually contains the microorganism. If the concentration of cyanobacteria reaches a harmful level, signs will be posted and/or the beach will be closed.

Lake levels

Lake levels are monitored when there is no ice on the lake. According to the lake monitoring data, which began in 1999, the lake is not filling in. Samples have been taken at its deepest point at 22.2 feet—at normal lake level.

Recommendations for Natural Resources Management

The following recommendations may commence as necessary after the adoption of this *Addendum*.

A. Encourage the review of existing data or the collection of new data that gives an accurate picture of the condition of local natural resources.

- 1) A close watch should be kept on the density of a blue-green algae (Cyanobacteria), which produces an organism called *Planktothrix rubescens* and that is toxic to the liver. The beach should be closed to swimming if this algal population becomes too high.
- 2) Continue to encourage lake monitoring via local volunteers trained under Wisconsin's Citizen Lake Monitoring Network and any similar credible efforts.

B. Allocate or seek appropriate funding to improve unsatisfactory conditions.

- 1) The Random Lake Association, which is a membership organization, and the Random Lake Improvement Trust Fund, a semi-related organization that receives contributions and invests funds to develop grant resources, have complementary missions including stewardship of the waters of Random Lake and support for recreational facilities associated with the lake. From time to time contributions have been made to the Village in support of such efforts as weed abatement in the lake and shoreline redevelopment in Lakeview Park.
- 2) Grant programs such as the Sheboygan County Stewardship Fund and the Wisconsin Coastal Management Program award money annually for projects that enhance and/or protect natural resources. The Village and the Random Lake Association should consider submitting applications periodically for worthy local projects.
- 3) The Village should provide updates regarding its outdoor recreation and park inventory and plans each time Sheboygan County updates its *Outdoor Recreation and Open Space Plan*, which occurs roughly every five years. This will ensure that the Village is eligible for certain WDNR outdoor recreation and open space grant programs.

C. Periodically evaluate local regulations and activities to ensure they protect key natural resources.

- 1) Continue to implement the chloride (salt) reduction plan the Village created in 2016 to comply with WDNR regulations. While the use of road salt has already been greatly reduced by the Village, additional salt reduction can be achieved by the use of more efficient residential water softeners and by the efforts of local industries and businesses.
- 2) Continue preventative efforts (e.g., sealed manhole covers), and educational activities (e.g., stenciled catch basins) to limit negative impacts from storm water runoff on the lake.
- 3) Where possible, the Village should strive to plow snow into piles where meltwater is allowed to drain toward permeable areas where it can be filtered by soils, landscaping, or other means.

D. Encourage area residents and businesses to adopt practices that will help protect the lake.

- 1) Promote Sheboygan County's annual household hazardous waste collections.
- 2) Continue to enforce erosion control regulations, especially for construction sites.
- 3) Encourage the directing of downspouts onto lawn or landscaping rather than hard surfaces.
- 4) Encourage the installation of rain barrels and the planting of rain gardens.
- 5) Encourage natural, vegetative buffers along shorelines.

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IMPLEMENTATION

In addition to the recommendations made within this *Addendum* for Priorities #1 - 3, a number of programs and actions were recommended on pages 9-6 through 9-24 of the *20-Year Comprehensive Plan*. Due to changing circumstances, the adoption of this Addendum shall mandate the following changes to the implementation of the *20-Year Comprehensive Plan* (2009). [A strikethrough denotes deleted wording; an underline denotes additional wording.]

Page 9-6:

Continue regular water testing through the WDNR and volunteer monitoring program. ~~2007, 2008, 2009, etc.~~ Annually

Page 9-6:

Continue to work with Sheboygan County in submitting appropriate materials for the County's five-year updates to its *Outdoor Recreation and Open Space Plan*. ~~2007, 2012, 2017, etc.~~ As requested by the County

Page 9-7:

The Village will include Library information in a any "Welcome" packet that is created for new Random Lake residents. ~~2007,~~ Ongoing

Page 9-7:

The Village will consider creating a wellhead protection program for its two municipal wells. This program may include 1) identification of the recharge areas, 2) identification of the zone of influence, 3) identification of groundwater flow direction, 4) an assessment of existing and potential contamination sources, 5) establishment of a wellhead protection area, 6) a public education program for wellhead protection, 7) a water conservation program, 8) contingency plan for providing safe water in the event of any contamination event, and 9) a management plan describing local ordinances, zoning requirements, monitoring program, etc. ~~2007~~ 2020

Page 9-8:

Consider ~~expanding the current~~ renewing the community pride program, which ~~already includes~~ included a spring community cleanup day, to also include a variety of elements, such as corporate donations of landscaping and building materials, an adopt-a-neighborhood program, and an award program. ~~2007~~ Ongoing

Page 9-18

Seek to establish a regular and ongoing (~~at least annual~~) intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting will be facilitated by UW-Extension or similar organization. Representatives from the Village of Random Lake, Village of Adell, and Town of Sherman will include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of nine representatives.

Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration. ~~2007, Ongoing~~ As needed

Page 9-19

“To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure ~~will~~ should be mutually established by the three communities ~~within one year of adoption of the three comprehensive plans~~. This process ~~will~~ could be facilitated by UW-Extension or similar organization. Until such time as a cooperative amendment process is approved, or in the event no process is approved, the Village is free to amend its Comprehensive Plan in the manner prescribed by Ch. 66.1001 of the Wisconsin statutes. ~~2007~~ As needed”

Future Updating

Anytime a significant amendment is made to a community’s adopted comprehensive plan, such an amendment may be considered to be an “update” that begins the 10-year count anew. Nevertheless, at some point, due to substantial changes inside and/or outside a community, it becomes advisable to do a comprehensive update.

Although an addendum was an appropriate choice for updating the *20-Year Comprehensive Plan* in 2019, it is likely that a new comprehensive plan will be warranted by 2029.

APPENDIX A

Citizen Opinion Survey

Summary

[Published in November 15, 2018 issue of The Sounder]

Few Surprises on Surveys ...

Folks Want a Grocery Store

By Kevin Struck, UW-Extension Sheboygan County

This past summer the Random Lake Village Board approved working with UW-Extension to create a citizen opinion survey to gain input from local residents and business owners to aid the village's 20-Year Plan Update Committee in its work of updating the village's nine-year-old comprehensive plan. A survey was subsequently drafted by the committee and mailed in early September to every household and business within the village limits.

On Nov. 8, at a joint meeting of the Village Board, Plan Commission, and 20-Year Plan Update Committee, members of the three groups reviewed the results of the survey, which were recently tabulated by UW-Extension. Although the deadline for the survey's return was Sept. 24, the 47 surveys received between Sept. 25 and mid-October were also accepted.

In total, 284 of 915 surveys were returned, a response rate of 31 per cent, which compares well with similar surveys in other communities. Six questions at the end of the survey asked for information about those filling out the survey. Since about two-thirds of respondents were 55 years of age or older, the tabulations for some questions were filtered and calculated a second time to see whether younger age groups had significantly different response percentages.

Questions 1 and 2 focused on the future of the village. Overall, there is solid support for population growth while still maintaining a small community atmosphere. The preference for growth was even stronger among respondents younger than 45 years of age, with over 80 per cent favoring a village population of up to 2,000 by 2028.

Questions 3 and 4 asked respondents what they liked about the Village of Random Lake, as well as what they didn't like. "Small community atmosphere" was the most liked quality, identified by 78 per cent of respondents. The most cited unfavorable aspects of the village were economically related — the absence of a grocery store and the lack of downtown vitality. One respondent commented, "If I were in the market for a home, I would not relocate to a village without a grocery store!"

In Question 5 respondents were given a chance to suggest what other community Random Lake might model itself after. Frequently, the communities favored as models, such as Oostburg primarily, were listed because they were growing but attractive and still had a small town feel. Nevertheless, the second most prevalent response was essentially that the village did not need to model itself after another community. "I love living in Random Lake, but I do like the Village of Cedar Grove also. It has a few 'city' touches but keeps the feel of 'small community,'" wrote one respondent.

A repeat from the village's 2004 survey, Question 6 asked about housing preferences. Single-family housing was still the top preference by far (88 per cent), but other types such as condominiums (57 per cent), housing for senior citizens (53 per cent), duplex rental units (49 per cent), and even multi-family rental apartments (25 per cent) had support from substantially higher percentages of respondents than 14 years ago.

Public services and facilities were the subject of Question 7, specifically the level of satisfaction. Of 14 items listed, fire protection had the highest percentage of satisfaction at 93 per cent, which is typical of most communities. Although an average of about 1 in 5 respondents were “neutral” when rating various items, satisfaction percentages overall were well above 50 per cent. Only public transportation had a dissatisfaction percentage higher than 20 percent.

Questions 8 and 9 sought input regarding businesses, services, and facilities — in particular which ones should be added and which were unnecessary. “Grocery store” was the overwhelming choice for a business that respondents wanted to see in the village. There was no consensus about any unnecessary services or facilities; in fact, about two-thirds of respondents answered “None” or some variation thereof.

Question 10 asked survey takers to rank a list of 7 issues facing the village in order from the most challenging to the least challenging. “Lack of population growth” finished as the biggest challenge facing the village. Runner-up was “Declining vitality of downtown area.”

The three-part Question 11 focused on public involvement in village government meetings. About two-thirds of respondents had not attended a village meeting in the past year, for a variety of reasons. Most of those who had attended had done so because there was an item of interest on an agenda.

Question 12 offered three draft priorities from the proposed 10-year update to the village’s comprehensive plan and asked whether the three issues should indeed be priorities. At least 73 per cent of respondents agreed or strongly agreed that each of the three issues deserved to be priorities.

Finally, Question 13 gave survey takers a chance to add any additional input they wanted to offer. It is worth noting that in addition to the 90 comments for this question there were 1,001 written comments for various other questions on the survey. Since it takes extra time and thought to add comments, this impressive total indicates a strong interest among respondents in providing feedback to help improve their community.

Regarding the survey, Village President Matthew Brockmeier commented that “Our 20-Year Plan Update Committee was able to survey residents in a meaningful way to determine if both the village and the planning process are on track. I’m especially glad we did not take the easy way on this process and chose to ask not only what residents liked, but what they did not. We will be stronger for being open to that critique.”

In addition to the Village President, the 20-Year Plan Update Committee also includes Miriam Leavitt, Mike San Felippo, Eric Stowell, Joe Huiras, Sydney Rader, John Schluechtermann, David Borchardt, Brian Leeson, and Mike Trimmerger.

A report that contains the detailed results for all of the survey questions has been posted on the village’s website (randomlakewi.com). Hard copies of the report are also available at the village office and Lakeview Library. There may be a nominal copying fee.

APPENDIX B

“Unlocking the Grocery Store Riddle”

[Published in January 17, 2019 issue of The Sounder]

UNLOCKING THE GROCERY STORE RIDDLE: Community Leaders Learn There Is No Easy Answer

By Kevin Struck, UW-Extension [with assistance from Gary Feider]

On the recent Village of Random Lake opinion survey Question 4 asked what residents didn't like about the village. The number one response by a wide margin was "lack of a grocery store."

Question 8 sought input regarding what new or additional businesses people would like to see in the village. Not surprisingly, the top response was "a grocery store."

This wish is not a new one.

In April 2007, the Random Lake Chamber of Commerce's Economic Development Committee requested UW-Extension's assistance in developing a consumer and business survey to try to address economic development issues such as the lack of a grocery store. The results of the 2007 survey, coming a year after the closing of Z Market on Carroll Street, clearly indicated a desire for a new grocery store in the area.

For nearly a year, a group of local stakeholders met early on the first Saturday of every month to consider options for bringing a grocery store to the village.

Several Plans Developed

With funds donated by the Villages of Random Lake and Adell, the Town of Sherman, and the Chamber of Commerce, the EDC hired supermarket consultant David Livingston of DJL Research in Waukesha to conduct a market survey. He recommended an 11,000 sq. ft. store with 7,800 sq. ft. of sales area.

Next Steve Mehmert of Mehmert Store Services in Sussex was hired to develop several store plans—designed for several Random Lake locations.

On March 15, 2010 the EDC handed the project over to the village board, which had created a downtown tax incremental financing district on Sept. 22, 2008. But no one could predict the "Great Recession," which slowed the economy from December 2007 to June 2009. And no new grocery store moved forward.

With the results from the 2018 survey in mind, village officials have once again turned their focus to the grocery store issue. On Dec. 14, at a meeting of the Village of Random Lake 20-Year Plan Update Committee, local officials considered the merits of several options for addressing this need.

Unfortunately, a number of obstacles were identified that make having a successful and competitive grocery store in Random Lake very challenging. Subsequent research has confirmed these concerns.

Groceries in Small Towns

First, it is especially hard to overlook the reality that grocery stores in the village and in many similar villages have failed. In Random Lake, it was Z Market that did not find a buyer and closed in January 2006. In Fredonia the Village Market met the same fate in December 2015. Belgium's newly built huge Belgium Village Market opened in 2007 and closed a year later.

It is true that Oostburg and Cedar Grove each has a grocery store, both with multi-generational family ownership. But both Oostburg and Cedar Grove have populations larger than Random Lake and both villages are adjacent to Interstate 43, which is an important factor for developers.

Commuters Also Shop

Second, U.S. Census data and the 2018 community survey indicate that about half of Random Lake residents work outside the village, with approximately half of those driving at least 20 miles to their place of employment. These destinations include West Bend, the Milwaukee area, Sheboygan, and Plymouth, which all have large grocery stores, making it easy to shop on the way home after work. These stores have a selection and pricing that would be difficult competition for a small-town grocery.

Gas/Convenience Stores

Third, gas stations have now morphed into convenience stores that carry more food products than ever before. Although such products are generally only the basics, they are enough to tide people over until their next trip to a larger store in another community. Random Lake's downtown Burmesch Variety Store also has added some grocery items. Hence, a local grocery store is not as essential as it might have been in the past.

Finally, a factor that doesn't show up in a typical market analysis is simply part of shopping at a business in a small town. What residents purchase at a store in a small town can sometimes become public knowledge via the grapevine.

Depending on the purchase, this potential lack of privacy is unnerving to some. There is more anonymity shopping at a large store in a bigger city, and this may influence where some people shop—regardless of how good the selection or prices may be a few blocks away from home.

Possible Solutions?

Despite these factors, 83 per cent of respondents to the 2007 consumer survey indicated they would support a local mid-sized grocery store located within five miles. While this percentage is encouraging, as market researchers often explain, what people say they will do and what people actually do, are two different things. Nevertheless, this potential support might provide hope for a couple of options.

A handful of small rural communities that lost their grocery stores, such as Iron River in Bayfield County, have replaced them with co-op food markets. This type of business is owned by the members of the co-op, relies heavily on community support in the form of customers and volunteers, and must raise its own capital for a building and initial inventory needs.

(The UW Center for Cooperatives is an excellent source of information and guidance for anyone interested in forming a co-op.)

Another potential option, thanks to modern technology, is the “virtual store” and accompanying delivery service, which appears to be gaining momentum. First introduced in 2012 at kiosks in large cities, such services are now available in many areas via websites associated with stores like Pick ’n Save and Walmart.

The websites feature photos of products sorted by the traditional grocery store departments, or a Google-like product search function. As products are selected, they are stored in a virtual shopping cart. The pre-paid order is then delivered to a customer’s home at a selected delivery time. A minimum order is usually required, and there is a fee for delivery.

Village officials have had discussions regarding grocery stores with prospective developers in the past, and they are open to any ideas or future proposals from developers. Ultimately, the only way to attract a grocery store may be through population growth, which increases the local consumer base to the size needed to support a store.

“Getting a store has been an ongoing priority and actively pursued since at least 2015,” said Matthew Brockmeier, Village President. “I can’t go into specifics, since the discussions with consultants and possible operators were confidential. Unfortunately, none of those showing interest in establishing a store chose to take the next step.”

APPENDIX C

**Locational Preferences of
“Millennials”**

LOCATIONAL PREFERENCES OF “MILLENNIALS” (born 1981-1996)

Compiled by Kevin Struck, UW-Extension Sheboygan County, May 2018

Although the majority of Millennials live in urban areas, approximately 11 million live in rural areas throughout the U.S. In 2017, the University of Wisconsin - Extension carried out a series of case studies to examine some of the small communities in the state where the number of young adults (ages 20 - 39) had increased during the decade of 2000 to 2010, and to uncover what might be responsible for their gain.

Of the 12 communities studied, five were similar in size to Random Lake: Brooklyn (pop. 953 and about 20 miles from Madison), Black Creek (pop. 1,318 and about 15 miles from either Appleton or Green Bay), Hayward (pop. 2,318 and about 70 miles to Duluth-Superior), Somerset (pop. 2,670 and about 20 miles from St. Paul), and Omro (pop. 3,558 and less than 10 miles from Oshkosh).

Location

The distances of these five communities to regional cities of 65,000 population or more is provided in the above paragraph because it was one of the points of emphasis of the study. (The exception is Hayward, which has its own unique amenities to compensate for its remote location.) Part of the success of these small communities in maintaining their young adult numbers would seem to be proximity to a regional city. “We found that people are looking for a nearby employment center that includes high-end, professional employment. They look for amenities in these regional centers: entertainment, movies, art, theater, high-end restaurants, and spectator sports.” The takeaway? If a small community couldn’t offer all of these amenities itself (and few can), then it had better be conveniently close to a place that does.

According to Randy Stoecker, lead author of the study, a nearby city gives the smaller community the best of both worlds. “If they grew too much, they would lose what made the community valuable to them. Many people in small towns want access to the city, but they don’t want the city in their small town.”

Another important attribute is safety, according to *Generation Y: America’s New Housing Wave*. Considering that rural areas are often viewed as safe, this could be an aspect that small urban and rural communities could promote to try to attract Millennials.

In 2014, the Wisconsin PIRG Foundation conducted a survey of 530 college students across Wisconsin to gain insight into their transportation opinions, which, of course, have a major influence on where someone might choose to locate. Although 90% of respondents planned to own a car after graduation, and almost 50% currently commute by car, the results of this survey indicated that Wisconsin’s youth are concerned with the availability of transportation options. For example, 60% would consider staying in Wisconsin after graduation if they could live in a place where they could get around without driving, and 47% want to live in a place after graduation that has options other than driving.

One can conclude that Millennials prefer to either not drive at all or at least to keep their driving to short trips. Hence, their predisposition to live either in cities that are walkable, bikeable, and/or offer mass transit or in communities within about 20 miles of regional urban centers.

Housing

The 2018 Home Buyer and Seller Generational report from the National Association of Realtors® confirms Stoecker's findings that young adults are not averse to moving to small towns. According to the report, 21% of those aged 37 and under bought homes in a small town last year.

What keeps the percentage of young homebuyers from being larger is too much debt and too little income. The average student loan burden for the class of 2016 was \$37,172. And because of changes in the job market, plus the lingering effects of the Recession, Millennials are earning about 20% less than Boomers were at their age, after inflation. Due to those factors, a 2015 poll from mortgage lender loanDepot LLC found that three out of four young adults needed their parents' financial help with a home purchase.

Those Millennials who are able to buy overwhelmingly purchased existing (previously lived in) houses, which accounted for 85% of sales compared with 15% for newly constructed homes. Detached, single-family houses made up 83% of all sales. The typical home had three bedrooms and two bathrooms and spanned 1,870 square feet. Younger buyers tended to purchase older homes (median 27 years old), which usually cost less.

But home price isn't the only factor. The ability to save up for a down payment matters, too. "Lower rents allow Millennials to save for a down payment," says Andrew Woo of ApartmentList.com.

That said, affordable housing in a community means little if there are few attractive job opportunities available.

Jobs

The Survey of Rural Challenges, conducted by Small Biz Survival, revealed a surprisingly high percentage (49%) of Millennials have a strong inclination to start and own a business within the next three years. This scenario poses both an opportunity and a challenge to small and rural locations that are seeing their young residents moving to more urban areas.

One of the survey participants commented, "We have already identified that to survive we will need entrepreneurial Millennials who want to be rural by choice. The hard part is making our town of 1,900 attractive enough for them to even consider us."

Becky McCray, an expert on rural and small town small business, who conducted the survey, has some advice for town leaders who are seeking to retain Millennials, especially the entrepreneurial ones.

One key is to recognize there are differences between *urban* Millennials (the one that is the most well-known) and *rural* Millennials (the one hardly ever written about). McCray cites some of the findings of a unique study conducted by the Regional Economic Development for Eastern Idaho:

- Rural Millennials are more motivated by the type of work they're doing than by pay or other incentives.
- Networking with peers, friends and family connections are how rural Millennials find jobs, rather than on websites like LinkedIn and Indeed.

- Poor work culture is the number one reason that rural Millennials leave a profession or a job.

With this in mind, McCray advises the following:

1. Listen to your Millennials.

There are already young people choosing to live in your community. Ask them why they're here and listen deeply to their answers.

2. Know your recreation opportunities.

You don't have to have Yellowstone National Park in your backyard to offer great outdoor experiences and a quality of life that Millennials will want. Take time to think about what you do have to offer and talk with young people you see in the outdoors. Let them tell you what they enjoy doing and how you can make more of it available.

3. Connect with regional educational institutions and employers.

Even if they aren't huge, educational institutions and employers are anchors for your community. Reach out to ones that are nearby even if they aren't in your town itself. Take advantage of the your whole region to connect with young people.

4. Improve work culture.

Bring in outside resources to offer business training and to help your businesses understand what "work culture" means and why they need to change how they think of and treat the people who work for them.

Schools

Schools are, not surprisingly, critical to community success, Stoecker found, but "it wasn't just about test scores, but that the school felt like a community space, where every teacher knows every parent and every child, where community members were welcome for various activities."

Jason Dorsey, president of a Millennial and Generation Z research group, adds that Millennials value being able to enroll their kids in good public schools instead of having to shell out big bucks for city private schools.

Activities

The UW-Extension case studies found that young adults value year-round outdoor activities. Hayward, for example, "is a real community, in the sense that it's a place where people do a lot of things together," Stoecker says. "There's a very strong culture of outdoorsiness, and the Birkebeiner [ski race] is central to that."

Of course, it's not just outdoor recreation that appeals to Millennials. When Erwin, Tenn. (pop. 6,000), was struggling its mayor, Doris Hensley, formed an informal working group of local Millennials to help make Erwin a place young people want to live. It started with about five or six, and the group has now grown to about 40.

Their concern was that there was no activity in town where they could get out after work and relax and do things. Erwin has hiking trails, but a lot of young adults wanted to come to town and have a nice beer or sit-down meal someplace. They also wanted mixed-use zoning downtown and a place where they could play or listen to music. Mostly what they want is restaurants, breweries, and entertainment to keep them occupied as well as bring in those from outside. They wanted Erwin to be recognized as a destination.

Since then, the community has launched an annual outdoors festival and installed a weekly farmers market. A developer is renovating a dilapidated elementary school and turning it into high-tech condos.

Data shows Millennials at the head of a societal trend that has seen eating out increase substantially. Millennials are especially fond of takeout and online ordering. They like farm-to-table/field-to-fork options, as well as “fast casual” places that feature healthy options. Younger consumers have grown up with access to more foods than previous generations did, which could be fueling their desire to branch out from the foods they’re familiar with. Southeast Asian spices and ingredients such as Sriracha, gochujang, and harissa, a Tunisian spice, are becoming more popular on menus, while Latin and Caribbean chili-lime and jerk seasonings are also making waves.

Here again, however, there may be a distinction between urban Millennials and rural Millennials. While good eating options are likely to be essential regardless of urban or rural, it may be that rural Millennials prefer events like “pizza on the farm” to sitting in an eclectic bistro sampling Tunisian spices. The point is, variety and out of the ordinary experiences are key.

Conclusion

While having a top-notch school and plenty of job opportunities, for example, is good, a community still may not see the influx of new residents it desires if there’s a shortage of affordable housing or not much in the way of interesting restaurants and outdoor recreation. It’s important to realize that to be successful in attracting and retaining Millennials, a community must strive to put all of the pieces together—or at least be conveniently located near an urban center that is attractive to young people.

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PERCEPTIONS OF—OR ABOUT—RURAL MILLENNIALS

“Erica,” 31, former Random Lake HS grad¹

1) What did you like about the Village of Random Lake?

- a. Small town feel – people know each other and help watch out with what is going on around town
- b. Smaller class sizes. My graduating class had 86 people. We all knew each other
- c. The lake is excellent to play in. So many people love to boat/swim/play there
- d. I was able to participate in a lot of activities and try many things (e.g., in track we had a very small team, so I could try almost all of the different events to see which I liked best)
 - i. When I was in high school the auditorium was completed and we had a beautiful stage to perform plays and musicals on
- e. Random Lake Triathlon brings in a lot of people from all over

2) What did you not like about the Village of Random Lake?

- a. The school rating isn't that high for Sheboygan County... therefore not bringing in the best teachers, etc.
- b. Housing looks rough and could use updating
- c. They lost their grocery store. Having access to a store nearby is key (at least to get some basics)

3) Can you envision a positive future for the Village of Random Lake? What might that look like?

- a. They have some great businesses and are able to employ local people
- b. If people are willing to have a 30 minute commute, they have access to even more jobs = better economy = better housing
 - i. West Bend
 - ii. Oostburg (Master Gallery coming in)
 - iii. Sheboygan
- c. The downtown has potential to be built/cleaned up to look cute. Get some shops in there (like Cedarburg OR Elkhart Lake) and people will travel there to shop AND play at the lake

4) Where do you currently live?

I own a house with my husband and two children in Oostburg.

“Nicole,” 25, former Random Lake HS grad²

1) Where do you currently live?

She lives in Adell with her husband in an older home they purchased (FMV of \$132,000). It is in the Random Lake School District. “Being that my family is from Fredonia and my husband's from Random Lake, we wanted to stay nearby. We searched all the local communities before landing in Adell. It really didn't matter to us what town we lived in as long as it was within 15 miles of our families. Adell has been welcoming and homey for us!”

2) What did you do after high school?

“After school I had planned to attend a four-year university, but decided it wasn't for me.” She did, however, attend Moraine Park Technical College for a year and received a certificate in a specialized field.

She then opened and ran a small shop in the Village of Belgium for four years before transitioning to an online-only business in 2018. "It is a big project and a lot of work, but it is what I love to do."

3) Why did you purchase a home rather than a condo or rent an apartment?

"We purchased a home for our future as we hoped our family would eventually grow. We did not want to pour our money into rent when that money could easily be a mortgage. We had to overcome some difficulties with lending being so young, but it was definitely worth the extra effort to own."

4) Why did you select Belgium for your shop?

"We had pursued a location in Random Lake for our store front, but unforeseen circumstances with the building we chose prevented that. There were no other suitable locations in Random Lake for us. A friend, who is also a realtor, was the one that turned us onto the Belgium location we maintained for about four years. It actually worked out for the best due to the interstate being very close by."

Bryan Walke, 27, rural Franklin County, NC³

Local officials in recent months have lamented Franklin County's limited population growth. Although Walke calls the area a wonderful place to grow up, he doesn't plan to stick around. Walke is living with his parents and helping on the family farm in Sontag while looking for job opportunities in writing. He recently finished the last few online courses he needed to obtain his psychology degree.

Walke says Franklin County has the things that young families want. It's the kind of place where you don't have to worry about locking your doors, and you can get more bang for your buck when buying a home. But he's still single, and Franklin County doesn't necessarily have the things single Millennials want.

"Young people generally go where businesses are, where the restaurants are, where the social environment is, where it's already established," Walke said.

Franklin County is for someone who wants to live life at a slower pace. "It feels good to be here," Walke said. "But it's not exciting, by any stretch of the mind."

Matt Lawless, 28, Boones Mill, NC - Town Manager³

When Lawless took the post as town manager two years ago, he almost ended up living in Roanoke (pop. 99,000), which is 20 minutes away. Lawless and his wife both grew up in settings similar to Franklin County, so they knew living there meant they were more likely to spend a Friday night at home playing board games with friends than out on the town bar-hopping.

"It's pretty much the lifestyle we expected," he said. "We were ready for something that was a little bit quieter.... So it has not disappointed." But, he said, they probably leave area on a third of their weekends.

Lawless's advice for small towns trying to attract young people: Cater to the young people who would prefer a yard and garden to a loft above a coffee shop.

Boones Mill (pop. 232) recently added an art gallery and brewery. The town also just received a grant to build a farmers market and is considering apartments as part of its redevelopment plan.

Tori Melson, 27, Rocky Mount, NC³

Living in Rocky Mount (pop. 4,800), Melson doesn't have to watch her kids like a hawk when they play outside. Franklin County provides a safe environment with low crime and good schools, making it an ideal place for the 27-year-old mother of two to raise her children.

Yet, the artist wants to move to Roanoke. "I have more opportunity to be around my friends, I have more opportunity for better jobs and if I want to try to make money off art, it's a better place for me to be," she said.

Melson said downtown Rocky Mount, where she lives, has a few things going for it: It's walkable, and there are a handful of unique businesses on Franklin Street, like vintage store Old's Cool and the Whole Bean Coffeehouse, along with the Harvester Performance Center. Melson's biggest complaint is that the town essentially shuts down at nightfall. The hours many businesses keep are problematic, not just for Millennials, agreed Assistant Town Manager Matt Hankins. He said he's talked with a number of business owners about maybe staying open until 7 or 9 on a Friday night.

"Having a good nightspot, good restaurants, good access to quality Internet and employment opportunities—there's all sorts of things that play into how you attract people of that age here," Hankins said.

Melson said Rocky Mount should draw inspiration from Floyd (pop. 442), a rural community with a funky mix of hippies and farmers, young and old. She cited Dogtown Roadhouse, a restaurant and bar that features live music, as something Rocky Mount could use. She's not looking for a rowdy, college-type bar—just a place where she can stay out late, have a drink or two and see some local, live music. "I think that nightlife is important to people in their 20s," she said.

Franklin County, NC Administrator Brent Robertson

The *experience economy*—something Robertson said he believes Millennials value—is growing in Franklin County where there is ample outdoor recreation, with lakes, rivers and mountains, and the county has increased its attention on parks and recreation. The Roanoke Valley craft brewing boom extends into Franklin, which has three breweries. Distilleries are popping up too.

Those things can draw visitors to the county, but Robertson said he questions whether such amenities are enough to entice a young person to make Franklin County their home.

"As I look at that age group," he said, "they like being able to pop over to the store, pick up some food and come back and have Mexican and Chinese and Vietnamese and Ethiopian available to them. Well, I'm not sure we're going to get many Indian and Ethiopian restaurants [here]."

Trying to meet the expectations of locals while also attracting new residents is a balancing act. "The older baby boomer's version of fun is significantly different from the Millennial's," Robertson said. "I think that's where you run into the clashes in these rural areas."

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¹Interview conducted by Kevin Struck, UW-Extension, 2018

²*The Southerner*, 2014 and interview conducted by Kevin Struck, 2018

³Roanoke Times, "Rural millennials buck their generation's trends" Aug. 5, 2017

APPENDIX D

**Locational Preferences of
“Generation Z”**

LOCATIONAL PREFERENCES OF “GENERATION Z” (born 1997-2011)

Compiled by Kevin Struck, UW-Extension Sheboygan County, May 2018

Data and case studies examining the preferences, behaviors, and characteristics of Generation Z are few due to the newness of the generation. Further, the eldest of this generation are only now in their late teens; consequently, many of their tendencies are still forming. Nevertheless, early indications are that this generation is not just a younger version of Millennials.

Millennials were raised during the boom times and relative peace of the 1990s, only to see their sunny world dashed by the 9/11 attacks and two economic crashes, in 2000 and 2008. Theirs is a story of innocence lost. Generation Z, by contrast, has had its eyes open from the beginning, coming along in the aftermath of those cataclysms in the era of the war on terror and the Great Recession.

Lucie Greene, the worldwide director of the Innovation Group at J. Walter Thompson, says Gen Zers are “conscientious, hard-working, somewhat anxious, and mindful of the future.” A Sparks & Honey trend report asserted that Generation Z places heavy emphasis on being “mature and in control.” This is borne out by a survey of risky behavior conducted by the Centers for Disease Control and Prevention. The percentage of high school students who had had at least one drink of alcohol in their lives declined to about 66 percent in 2013, from about 82 percent in 1991. And, the number who reported never or rarely wearing a seatbelt in a car driven by someone else declined to about 8 percent, compared with about 26 percent in 1991.

Generation Z also takes multiculturalism for granted. Between 2000 and 2010, the country’s Hispanic population grew at four times the rate of the total population; the number of Americans self-identifying as mixed white-and-black biracial rose 134 percent; and the number of Americans of mixed white and Asian descent grew by 87 percent. For today’s teenagers, the nation’s first African-American president is less a historic breakthrough than a fact of life.

But at least one thing they do share with Millennials, says Neil Howe, an economist and the co-author of more than a dozen books about American generations: “Entrepreneurship is in their DNA.”

Jobs

Many employers are predicting that more of the current crop of teens will go straight into the workforce, opting out of the traditional route of higher education, and instead finishing school online, if at all. Gen Zers have seen Millennials become saddled with substantial college loan debt, and consequently they are attracted to the new, more affordable (not to mention more convenient) online educational alternatives coming up every day.

Gen Zers’ independence ties into their competitiveness, but they generally like to work alone. Many of them prefer to have office space to themselves, rather than an open, collaborative workspace. Many also want to manage their own projects so that their skills and abilities can shine through. They do not want to depend on other people to get their work done.

Housing

In the late 1970s, nearly 90% of teens had gotten their driver's license by the 12th grade. By 2014, survey data showed the rate had fallen to roughly 73%. This could mean Gen Zers don't share the same love of automobiles that previous generations have shared, and therefore they may be less inclined to commute to work. They may prefer jobs they can get to via mass transit, biking, or walking. That would fit quite well with their entrepreneurial streak, which is being manifested in ever greater frequency through mixed use apartment complexes or incubator arrangements that allow for living quarters and business ventures to be in proximity to each other. Eventually, these Gen Zers would presumably transition to home-based businesses.

Better Homes and Gardens® Real Estate had a gathering of 13- to 18-year-olds in 2015 to get some insight on the group's homeownership plans. The results show that Gen Z isn't as detached and distant as some may think. The dream of getting married and owning a home are still prominent among these teenagers—they would just like to get a few things taken care of beforehand. Generation Z plans on furthering their education or living in a city for a while before settling down to get married and buy a home.

When it comes to buying a house, Gen Zers expect to do a lot of the work themselves through online research. They look for infographics and photos—the more, the better—and interactive features or maps that can help them get a feel for a certain neighborhood before getting there. How this information is packaged will be important to a community's success in attracting these prospective buyers. “Generation Z takes in information instantaneously—and loses interest just as fast,” says Greene.

Generation Z will tend to prefer modest, functional houses, according to researchers like Jamie Gutfreund, the CMO at global marketing agency Deep Focus and the driving force behind the Cassandra Report that has heralded Gen Z consumer trends and behaviors. “I see the two biggest priorities for this generation to be home buying and travel. I suspect this generation will focus on homes that allow them to live their best lives, but to be within their means to allow for financial freedom to travel the world.”

Location

While city living tends to appeal to young generations looking for a variety of career, entertainment, and social opportunities, nearly half of respondents to the Better Homes and Gardens® survey (47%) say their future home will most likely be located in a suburban neighborhood. Gen Zers want to stay fairly close to where they grew up, but only 17% believe their ideal home would be located in the same town.

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