



THE COMPREHENSIVE PLAN
BERLIN, WISCONSIN

THE COMPREHENSIVE PLAN

Berlin, Wisconsin

Prepared for

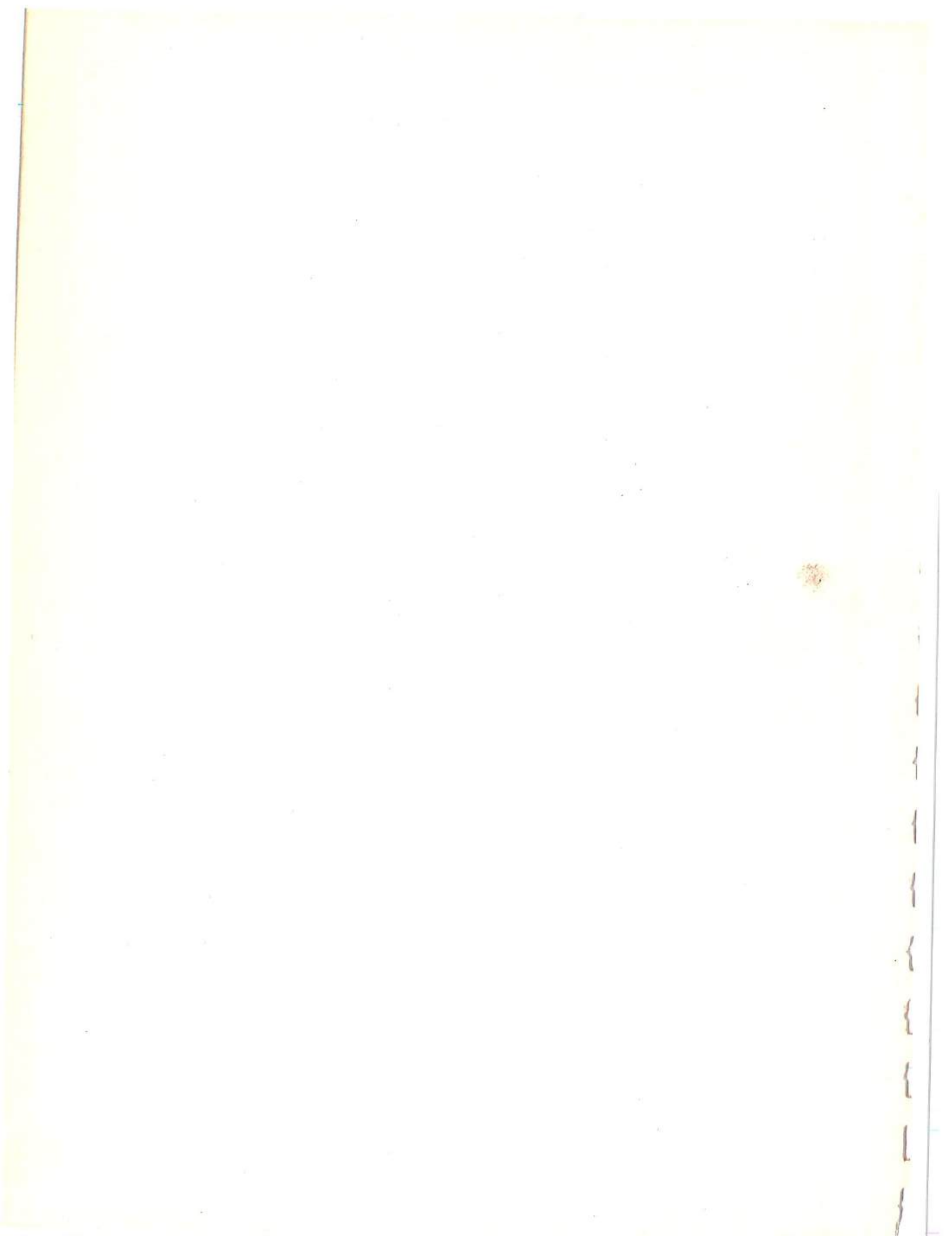
THE CITY PLANNING COMMISSION AND COMMON COUNCIL

The preparation of this report was financially aided through a Federal grant from the Urban Renewal Administration of the Department of Housing and Urban Development under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended, and was executed under a contract with the State of Wisconsin, Department of Resource Development.

Prepared by

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Planners, Engineers, Landscape Architects
Chicago, Illinois

November, 1967



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PLANNERS · ENGINEERS · LANDSCAPE ARCHITECTS

120 W. MADISON STREET

CHICAGO, ILLINOIS 60602

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November, 1967

Honorable Mayor and Common Council
City Planning Commission
Berlin, Wisconsin

Gentlemen:

In accordance with our Agreement of March 18, 1966, with the City of Berlin, Wisconsin and with the State of Wisconsin, Department of Resource Development, we are pleased to submit the following final report on the Comprehensive Plan for Berlin, Wisconsin.

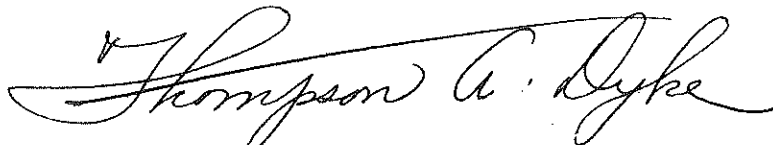
This final comprehensive plan report contains modifications and adjustments agreed upon by the City Planning Commission after review, discussion and consideration of the desires of the citizens and Citizen's Advisory Committee of the City of Berlin during the last six months. This report represents the first plan for guiding the development and growth of the city, including both public and private efforts for the next 20 years.

We wish to gratefully acknowledge the cooperation and assistance rendered by many citizens and officials. Many citizens responded to interviews and surveys and the Planning Commission, Citizen's Advisory Committee, City Clerk (Thomas Lehman), and City Engineer (Greg Lockhart) devoted many man hours to supplying information, to study, and to discuss issues leading to the development of the plan. We especially want to thank former Mayor Otto Heuer and Planning Commission Chairman, Robert Swan, for their continuous support and assistance during the time this report has been under preparation. Their thorough understanding of the planning function in government contributed greatly to the proposals as they were developed.

Respectfully submitted,

HARLAND BARTHOLOMEW AND ASSOCIATES

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INTRODUCTION

The development of a city should not be left to accident. For a city to be a convenient and inviting place in which to live and work, it must be developed by the conscious and continuing efforts of its citizens in directing the many public and private actions that collectively will mold the city of the future. This comprehensive city plan is intended to be a guide for the day-to-day decisions, the results of which, together, make up the City of Berlin. The plan must be understood and supported by the entire community in order to be effective.

The plan is not intended to be a rigid set of specifications into which the development of the community is to be forced. It is intended, rather, as a functional guide based upon knowledge of the parts of the community, how they work together, and how they may be modified in the future. When one part is changed or modified it affects the relationship of other parts. If all the parts of a city are properly developed, the result would be a more efficient, convenient, and inviting city.

The essential first step is the preparation of this 1967 Comprehensive City Plan.

ECONOMIC BACKGROUND

Although the location of Berlin was partially determined by geography, economic factors and organized efforts by the townspeople, such as agricultural growth in the surrounding counties, development of industries, and the establishment of businesses contributed to its growth over the intervening years.

Locality

Today, Berlin, Wisconsin is a city with a population approaching 5,000 persons. Most of the city lies within Green Lake County, with a portion extending northward into Waushara County. (See Plate 1.)

The city is identified with both the east central planning area and the central planning area as established by the Wisconsin Department of Resource Development. The city lies at the periphery of the east central region on the Fox River on Routes 116 and 49, approximately 20 miles west southwest of Oshkosh and about 40 miles from Appleton and Fond du Lac.

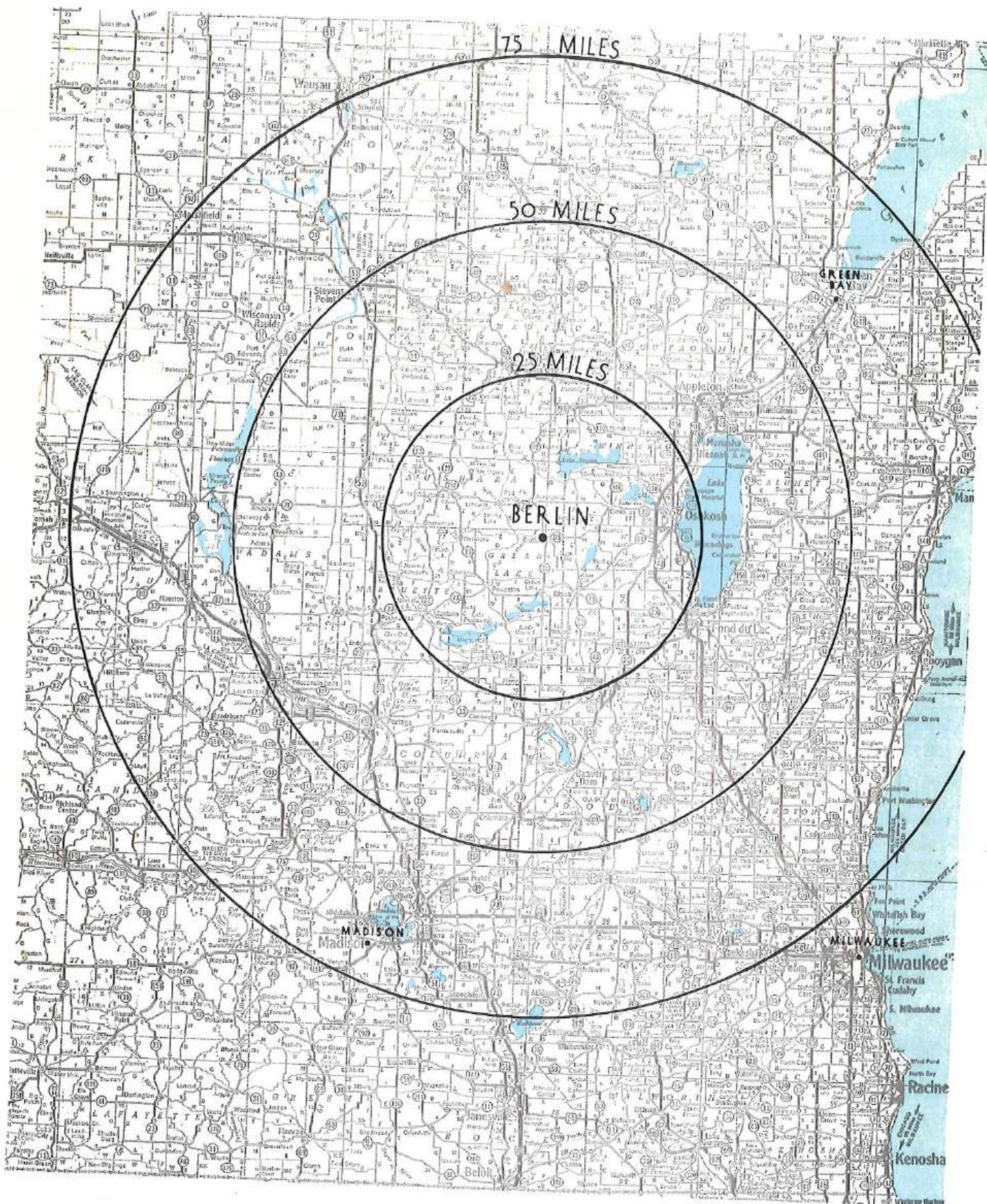
Berlin is located approximately 20 miles from U.S. Highway 41 and from an airport serviced by regularly scheduled flights of North Central Airlines. The Chicago, Milwaukee, St. Paul and Pacific Railroad also serves the area.

The two counties of Green Lake and Waushara contain almost 650,000 acres of land. The 2,100 farms located in the two counties occupy over 415,000 acres. Water area in the two counties totals 2,200 acres.

Tanning, leather products, fur products (including mink coats), houseboat building, textiles, foundry products, photographic and optical equipment, and other industrial facilities have played a major role in the economic base of Berlin.

The commercial facilities provide retail sales and services for a radius of approximately 12 miles, although some businesses such as automotive retailers and makers of mink coats draw from considerably further distances.

The Berlin planning area is noted for and provides excellent natural recreational facilities for boating, fishing, hunting, camping, and swimming. The city is within 25 miles of the following lakes: Winnebago, Butte des Morts, Winneconne, Poygan, Pine, Long, Gilbert, Morris, Witters, Pickerel, Spring, Tuttle, Crystal, Rush, Puckaway, and Green Lake.



GEOGRAPHIC LOCATION

PREPARED FOR:
CITY PLANNING COMMISSION
MILWAUKEE

THE PREPARATION OF THIS MAP WAS FINANCED
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PLATE 1

HARLAND BATHGOREY AND ASSOCIATES
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1000 N. LAKE STREET, CHICAGO, ILLINOIS



Agriculture

The U.S. Census of Agriculture, taken every five years, shows important changes in the characteristics of farm properties. In 1964, compared with 1959, farms were fewer in number and occupied less acreage. On the other hand, farms were larger in size on the average and yielded a greater production. There were fewer tenant farmers and part-time farm operators, and greater production and sales value per farm, especially in Waushara County.

Field crop farms have been reduced considerably, excepting for vegetable farming which has increased in both counties. In Waushara County there were 131 fewer dairy farms in 1964 than in 1959. Green Lake County dairy farms, on the other hand, increased by 83 farms between 1950 and 1964.

Although there is a trend toward farms of 500 acres or more, slightly more than half of the farms are still under 180 acres. The larger farms with greater productivity and fewer tenant and part-time farm operators have increased the value per farm by 20 percent in Green Lake County and by almost 40 percent in Waushara County. In 1964, the average farm in Green Lake County was valued at \$177.10 per acre, and the average farm in Waushara County was valued at \$113.97 per acre.

Approximately 52 percent of the farm households in Waushara County and 52 percent in Green Lake County had non-farm incomes of less than \$3,000 per year. About 34 percent of non-farm income was from pensions, veterans' benefits, welfare payments, or social security (totaling \$600,000). Seventy-two percent was from wages and salaries (totaling \$3,882,126).

Consequently, there appears to be a potential labor pool at reasonable rates with some skills related to production of farm products. This labor pool can be expected to expand as mechanization increases and farms become larger. Young persons currently are attracted to job opportunities in Appleton, Oshkosh and Fond du Lac, however, because the opportunities are not as available in Berlin.

Although the farm land total acreage was reduced by 46,100 acres in the two counties of Green Lake and Waushara between 1959 and 1964, and 285 farms were discontinued, the remaining farms appear to have become more stable and more highly mechanized, and to have increased in value.

Employment Trends

Industry Changes

Between 1950 and 1960, the growth in number of industrial employees was considerably greater within Green Lake County than within the City of Berlin. Manufacturing employees increased by 50.7 percent in Green Lake County and by 9.2 percent within the City of Berlin. (See Tables 1 and 2.)

The number of wholesale and retail trade employees decreased by almost five percent in Berlin, while increasing 16 percent in Green Lake County. Entertainment and recreational services employees grew 248 percent in Green Lake County.

Occupational Changes

Occupations that are increasing in numbers of workers are more heavily represented in the City of Berlin than in Green Lake County. On the other hand, the percentages of increase in these growing occupations is higher in Green Lake County. (See Tables 3 and 4.)

Increases in the number of clerical workers in the county were matched by less than half that percentage of increase in the City of Berlin. Operatives and kindred workers increased 38 percent in the county but only 7.2 percent in Berlin. Service workers increased 78.7 percent in the county and only 25 percent in Berlin.

These data support the opinions voiced by industrialists in recent interviews. Only 25 percent of the reporting industries stated that all of their employees live in Berlin and only 51 percent of the total number of employees lived in Berlin. The industrial survey indicated that Berlin offers most of the amenities sought by local industry: transportation facilities; sources of production materials; availability of fuel, power and water; space in which to expand, and good community characteristics.

There are areas of deficiency, however, including provision of additional warehousing, improved quality of water, replacement of inadequate or obsolete buildings and sites, and improved local financing. The most pressing problem is an inadequate labor supply compounded by the industries that have fluctuating requirements for employees.

Although unemployment is relatively low in Green Lake County, it is above the State of Wisconsin average. Waushara County has more unemployment than the State of Wisconsin average.

Table 1
EMPLOYMENT TRENDS IN CITY OF BERLIN
1950 to 1960

<u>Employment Changes</u>			<u>1960 Percent of All Employment</u>
<u>Number</u>	<u>Percent</u>	<u>Employment Increases</u>	
1	6.7	Mining	0.8
61	9.2	Manufacturing	37.7
38	33.6	Transportation, Communications and Other Utilities	7.9
15	41.7	Finance, Insurance and Real Estate	2.7
11	8.1	Personal Services	7.6
91	67.9	Professional and Related Services	11.8
13	25.0	Public Administration	<u>3.4</u>
230		Total	71.9
		<u>Employment Decreases</u>	
17	27.9	Agriculture, Forestry and Fisheries	2.3
64	48.5	Construction	3.5
18	4.7	Wholesale and Retail Trade	19.2
22	28.2	Business and Repair Services	2.9
10	71.4	Entertainment and Recreation Services	<u>0.2</u>
—		Total	28.1
131			

Source: U.S. Census

Table 2
EMPLOYMENT TRENDS IN GREEN LAKE COUNTY
1950 to 1960

<u>Employment Changes</u>			<u>1960 Percent of All Employment</u>
<u>Number</u>	<u>Percent</u>	<u>Employment Increases</u>	
1	3.7	Mining	0.5
594	50.7	Manufacturing	29.2
24	11.2	Transportation, Communications and Other Public Utilities	4.0
135	16.0	Wholesale and Retail Trade	15.1
77	102.7	Finance, Insurance and Real Estate	2.5
84	29.4	Personal Services	6.1
67	248.1	Entertainment and Recreational Services	1.6
241	81.4	Professional and Related Services	8.9
17	13.4	Public Administration	2.4
1,240		Total	70.3
		<u>Employment Decreases</u>	
555	29.2	Agriculture, Forestry and Fisheries	22.3
49	13.2	Construction	5.3
51	29.1	Business and Repair Services	2.1
655		Total	29.7

Source: U. S. Census

Table 3
OCCUPATIONAL TRENDS IN CITY OF BERLIN
1950 to 1960

<u>Employment Changes</u>			<u>1960 Percent of All Occupations</u>
<u>Number</u>	<u>Percent</u>		
		<u>Employment Increases</u>	
52	40.0	Professional, Technical and Kindred Workers	9.6
25	12.8	Managers	11.6
71	40.6	Clerical	13.0
10	6.1	Sales	9.2
37	7.2	Operatives	29.1
32	25.0	Service Workers	8.4
		Total	80.9
207			
		<u>Employment Decreases</u>	
17	45.9	Farmers and Farm Managers	1.1
74	24.1	Craftsmen	12.3
14	32.6	Private Household Workers	1.5
2	11.1	Farm Laborers and Foremen	0.8
42	39.3	Laborers	3.4
		Total	19.1
149			

Source: U. S. Census

Table 4
OCCUPATIONAL TRENDS IN GREEN LAKE COUNTY
1950 to 1960

<u>Employment Changes</u>			<u>1960 Percent of All Occupations</u>
<u>Number</u>	<u>Percent</u>	<u>Employment Increases</u>	
166	58.7	Professional, Technical and Kindred Workers	7.5
81	18.6	Managers, Officials, and Proprietors (except farm)	8.6
298	91.7	Clerical and Kindred Workers	10.4
21	7.0	Sales Workers	5.4
379	38.4	Operatives and Kindred Workers	22.8
222	78.7	Service Workers (except private household)	8.4
<u>1,167</u>		Total	63.0
		<u>Employment Decreases</u>	
229	19.1	Farmers and Farm Managers	16.1
53	7.9	Craftsmen, Foremen and Kindred Workers	10.4
1	1.0	Private Household Workers	1.6
3	0.9	Farm Laborers and Foremen	5.8
<u>71</u>	27.8	Laborers (except farm and mine)	3.1
357		Total	37.0

Source: U. S. Census

The lack of local incentive for employment is reflected in the statistics for the percent of employed persons working outside the county where they live. Green Lake County had 15.4 percent and Waushara County had 18.8 percent of the employed persons working outside the county in comparison with Winnebago County which had only 6.1 percent of the employed persons working outside the county.

Future Employment

Total employment in a community may be broken down into basic employment, engaged in providing manufactured goods or services for population outside the community's limits; and service employment, engaged in providing goods and services to those persons within the limits of the community.

Communities such as Berlin, which serve a large rural area and some tourist trade, contain establishments that are partly "basic" (through providing goods and services to persons living outside the limits of the community) and partly "service" (because they provide goods and services for those persons within the limits of the community).

The automotive dealers in Berlin are approximately 65 percent basic and 35 percent service, while Berlin food stores are about 30 percent basic and 70 percent service; apparel and accessory stores would be classified as 60 percent basic industry and 40 percent service.

These three industries alone account for about \$4,000,000 in annual sales outside the City of Berlin. Whatever expenses are paid for goods and services in Berlin by these industries is the contribution made by them to the economic base of Berlin.

Leather products and goods, fur products, durable goods and metal products, building materials and farm machinery sales are almost totally basic industries for Berlin, and money spent by these industries for employee wages and other services and goods adds substantially to the economic base of Berlin.

Attraction of other basic industries that sell goods and services to consumers located outside the boundaries of Berlin has created more job opportunities to retain people as employees and to add to the economic base of Berlin.

Potential Development of Basic Industries

Agriculture

Salad dressings
Canned foods
Dairy products
Breweries

Forestry, Trapping, and Hunting

Paper products
Millwork and furniture
Boat building
Fur products
Leather products

Other

Beverage making and bottling
Publishing and printing
Trucking and storage or warehousing
Bakery products
Tourists and recreation

These types of industries appear feasible due to the accessibility to raw materials, containers or packaging, transportation and market. Almost all resources needed by these industries can be obtained within a 25-mile radius of the City of Berlin. These types of industries are found in larger cities in the area such as Fond du Lac and Oshkosh and appear to be growth industries. The attraction of growth industries to Berlin would identify the city more closely with the east central Wisconsin planning area, which was projected by the Department of Resource Development of the State of Wisconsin for a 13 percent increase in rate of growth of employment between 1960 and 1970 and a 15 percent rate of growth between 1960 and 1980. (See Industrial Incentive Programs, State of Wisconsin Department of Resource Development, 1965.)

Employment Projection

The future employment in Berlin can be somewhat measured by the economic background discussed earlier and assumptions made about future changes in the economy.

Future employment projections, broken down into basic and secondary categories for 1986, are shown below:

ESTIMATED EMPLOYMENT: 1986

<u>Industry Group</u>	<u>Predominant Class</u>		<u>Total Number</u>
	<u>Basic</u>	<u>Service</u>	
Agriculture, forestry, and fisheries	2.1%	0.2%	51
Mining	0.8	0.0	18
Construction	0.0	3.5	77
Durable goods manufacturing	19.1	0.0	420
Nondurable goods manufacturing	17.8	0.9	411
Transportation, Communica- tion, and other public utilities	0.0	7.9	174
Wholesale and retail trade	9.6	9.7	425
Finance, insurance, and real estate	0.0	2.7	59
Business and repair services	0.0	2.7	59

ESTIMATED EMPLOYMENT: 1986 (Continued)

Industry Group	Predominant Class		Total Number
	Basic	Service	
Personal services	0.0	7.4	163
Entertainment and recreation services	0.0	1.7	37
Professional and related services	0.0	10.5	231
Public administration	0.0	3.4	75
Total	49.4%	50.6%	2,200

The total employment is expected to be about 2,200, with the greatest increase occurring in the industry groups of manufacturing, durable and nondurable goods, and retail trade. These categories can be expected to employ over 1,200 persons in 1986, or a little over one-half the total employment in Berlin.

Income and Purchasing Power

Green Lake and Waushara counties have not kept pace with the growth trends of the State of Wisconsin or the United States as a whole in population, although Green Lake County has increased its retail sales at a greater rate than the United States and has continued to exceed its share of sales for the State of Wisconsin. (See Table 5.)

According to the U.S. Census, the median income of families in Green Lake County was \$4,887 in 1960 and in Waushara County it was \$3,743. This income is substantially lower than the \$5,926 listed for the entire State of Wisconsin and the \$6,070 for Winnebago County. It may reflect several factors: many retired persons, lower salaries or wages paid, seasonal employment, or a high percentage of farm families. It does indicate, in any case, that unless customers are drawn from areas of higher income, there is less buying power to support local businesses.

Almost one-fourth of the families in Green Lake County and 40 percent of the families in Waushara County have incomes of less than \$3,000 per year. As a comparison, only 17.4 percent of the families in the entire State of Wisconsin and 13.3 percent of the families in Winnebago County had less than \$3,000 per year income. (See Table 6.)

Future Retail Sales

The total retail sales in Berlin were \$12,000,000 in 1963, an increase of about \$2,000,000 since 1958.

Table 5

RETAIL SALES: 1962 and 1964

Note: All figures in thousands

	Green Lake		Waushara		Wisconsin	
	1964	1962	1964	1962	1964	1962
Sales	\$28,863	\$22,014	\$15,246	\$14,127	\$5,490,506	\$5,166,002
Percent of USA	.0112	.0093	.0058	.0060	2.1153	2.1957
Food	7,797	4,408	3,084	3,015	1,227,714	1,198,121
Eating and Drinking	2,500	-	2,024	-	508,943	-
General Merchandise	1,738	1,350	1,073	1,764	823,838	702,488
Apparel	1,744	1,317	104	341	260,901	265,790
Furniture - Household	768	514	272	402	240,559	219,689
Automotive	5,988	4,732	2,848	2,396	969,219	887,010
Gas Station	1,500	1,067	1,658	1,176	379,219	362,877
Lumber, Build- ing, Hardware	3,642	4,584	2,310	2,372	412,044	471,857
Drug	494	318	355	390	160,201	153,948

Source: Copyright 1963-1965 "Sales Management Survey of Buying Power"; further reproduction is prohibited.

Table 6
EFFECTIVE BUYING INCOME: 1964
Selected Areas

	<u>Green Lake</u>	<u>Waushara</u>	<u>Wisconsin</u>
Net Income (\$000)	\$28,356	\$19,104	\$8,845,618
Percent of USA	.0066	.0045	2.00621
Per Capita	\$ 1,806	\$ 1,426	\$ 2,098
Per Household	\$ 5,671	\$ 4,443	\$ 7,240

Percent Households
by Income Group

To \$2,449	27.3	41.6	18.9
\$2,500 - \$3,999	21.3	20.6	15.5
\$4,000 - \$6,999	30.3	24.1	33.8
\$7,000 - \$9,999	10.3	7.5	15.1
\$10,000 or more	10.8	6.2	16.7

	<u>E.N. Central</u>	<u>U.S.A.</u>
Net Income (\$000)	\$90,478,393	\$428,951,435
Percent of USA	21.0930	100.0
Per Capita	\$ 2,349	\$ 2,225
Per Household	\$ 7,970	\$ 7,542

Percent Households
by Income Group

To \$2,449	17.2	20.9
\$2,500 - \$3,999	13.7	16.1
\$4,000 - \$6,999	32.4	30.5
\$7,000 - \$9,999	15.5	13.5
\$10,000 or more	21.2	19.0

Source: Copyright 1963-1965 "Sales Management Survey of Buying Power"; further reproduction is forbidden.

The retail sales in Berlin for 1986 are projected to be \$16,000,000 in terms of today's dollar values, an increase of \$4,000,000. The reasons for the expected increase in sales are:

1. An increase in population for the City of Berlin of at least 700 persons.
2. An increase in population for the Berlin trade area of approximately 2,000 persons.
3. Capture of a larger share of the retail sales market within its trade area.

Consumer Survey

As part of the economic survey, consumer questionnaires were distributed in the local retail establishments. The results were tabulated concerning deficiencies in the central business district. Inadequate parking; inadequate commercial, recreational, and amusement facilities; and the need of an apparel shop offering a selection of merchandise, particularly for women and children, were comments made by the vast majority. The need for all-night prescription services at prices comparable to other localities and the need for a department store or dry goods store were also strongly endorsed. A transition from taverns to other forms of amusement, and particularly a youth center type of activity, were strongly urged by a sizable number of respondents. (See Table 7.)

Although 67 percent of the respondents lived in Berlin or Berlin rural routes (53 percent lived within the city limits), 43 percent of the respondents did less than half of their shopping in Berlin, and only 34 percent did from three-fourths or all their shopping in Berlin.

Selection of merchandise, competitive prices, lack of commercial recreation, and poor service were the most often mentioned critical comments elicited by the respondents in reference to local businesses.

Table 7

SIGNIFICANT FINDINGS OF
THE CONSUMER SURVEY

	<u>All Customers</u>	<u>Living in Berlin*</u>	<u>Living Outside Berlin</u>
TOTAL	100%	67%	33%
	<u>Average Percent Shopping in Berlin</u>	<u>Average Percent Shopping in Berlin</u>	<u>Average Percent Shopping in Berlin</u>
<u>Trips to Downtown</u>			
TOTAL	100%	70%	57%
Daily	27	71	90
2-3 times per week	46	75	59
Once per week	15	38	68
2-3 times per month	8	-	40
Once per month	2	-	25
Several per year	2	-	-
<u>Reason for Trip</u>	<u>Percent of Sales</u>	<u>Percent of Sales</u>	<u>Percent of Sales</u>
TOTAL	100%	65%	35%
Primary Goods	18	10	8
Secondary Goods	31	21	10
Business	18	13	6
Medical	18	11	7
Meeting	2	2	-
Recreation	6	5	1
Cultural	5	3	2
Government	1	1	-
<u>Last Purchase</u>	<u>Percent of All Purchases</u>	<u>Percent of All Purchases</u>	<u>Percent of All Purchases</u>
CITY OF BERLIN	47%	26%	21%
Coat	10	5	6
Suit	14	9	6
Shoes	22	13	9
OTHER CITY	53	39	14
Coat	23	17	6
Suit	17	12	5
Shoes	13	20	3
TOTAL ALL SALES	100%	65%	35%

*Includes those living in Berlin rural routes.

Table 7 (Continued)

Why Purchase Goods Elsewhere?

	<u>Total</u>	<u>Living in Berlin*</u>	<u>Living Outside Berlin</u>
TOTAL	100%	100%	100%
Selection	48	43	63
Shopping Center	10	11	6
Discount Store	16	19	6
Other	26	27	25

Opinion of Berlin Central Business District

	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>
Selection	29%	49%	22%	18%	52%	30%	50%	49%	6%
Prices	29	48	23	21	49	30	47	47	6
Appearance	39	48	13	30	53	17	56	38	6
Attitude	60	23	17	50	28	22	81	13	1
Parking	26	35	39	23	33	43	31	38	31
Traffic	15	32	53	13	35	52	19	25	56
TOTAL	33%	39%	28%	26%	42%	32%	47%	34%	19%

What New Business is Desirable?

	<u>Total</u>	<u>Living in Berlin*</u>	<u>Living Outside Berlin</u>
TOTAL	100%	100%	100%
General Retail	44	37	62
Personal Services	7	8	5
Professional Services	14	14	14
Amusement	35	42	19

What is the Most Important Improvement to Make?

	<u>Total</u>	<u>Living in Berlin*</u>	<u>Living Outside Berlin</u>
TOTAL	100%	100%	100%
Traffic Signals	19	17	23
Parking	11	9	17
Amusement	30	35	17
More Stores	31	30	34
Sales Practices	9	9	9

*Includes those living in Berlin rural routes.

POPULATION

Population Trends

In 1960 the population of Berlin was a little over 4,800, while Green Lake County was over 15,400 and Waushara nearly 13,500. In 1900, the City of Berlin had approximately 4,500 persons and the two counties had almost 16,000 persons each.

Green Lake County showed a 4.5 percent population increase and Waushara lost 3.0 percent in population in the ten-year period from 1950 to 1960, while the State of Wisconsin gained 15.1 percent. This is a relatively slow rate of growth for Green Lake County when one considers the 19.2 percent increase for all east north central states and the 18.5 percent increase for the United States as a whole. In comparison, Winnebago County gained 18.5 percent. (See Table 8.)

Population Characteristics

Green Lake and Waushara Counties are losing their younger population. In 1960, persons 65 years old and older constituted 13.8 percent of the population in Green Lake County and 15.6 percent of the population in Waushara County, compared with 9.2 percent for the United States as a whole. This older age group reflects in the 1.19 percent of the population that were listed as deaths in 1959 and substantially decreases the 2.08 percent of population listed as live births in 1960 for Green Lake County. The statistics for Waushara County are even more dramatic, with only 1.67 percent of population listed as live births and 1.37 percent of the population listed as deaths. This leaves a "natural increase" of 0.89 percent of the population for Green Lake County and 0.30 percent of the population for Waushara County.

When those leaving the county for service in the Armed Forces is counted, both Green Lake County and Waushara County had a loss in population.

The State of Wisconsin had a 1.58 percent natural increase and Winnebago County had a 1.44 percent increase.

Berlin has proportionately more females and proportionately more persons in the older age groups than Wisconsin has. (See Table 9.) The State of Wisconsin has a population distribution similar to that of the United States. Both the State of Wisconsin and the United States reflect greater potential for population growth due to natural increase of births over deaths than is true of the City of Berlin. A considerably higher birth rate or an attraction of new migrants into the city would be

Table 8

POPULATION TRENDS IN BERLIN PLANNING AREA
1900 to 1960

	<u>Green Lake County</u>	<u>Berlin Town*</u>	<u>Waushara County</u>	<u>Aurora Town*</u>	<u>Berlin City</u>	<u>Planning Area</u>
1960	15,418	776	13,497	780	4,838	5,290
1950	14,749	729	13,920	731	4,693	5,117
1940	14,092	650	14,268	822	4,247	4,658
1930	13,913	711	14,427	851	4,106	4,546
1920	14,875	774	16,712	912	4,400	4,876
1910	15,491	779	18,886	936	4,636	5,119
1900	15,797	801	15,972	1,025	4,489	4,998

*Portions are within the planning area.

Source: U. S. Census

Table 9

POPULATION BY AGE AND SEX
Berlin, Wisconsin

	<u>1960</u>		<u>1950</u>		<u>1940</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Under 5 years old	225	225	251	205	125	144
5 - 9	232	234	159	187	142	159
10 - 14	218	218	134	168	173	159
15 - 19	127	148	127	172	173	179
20 - 24	82	121	116	142	151	169
25 - 29	122	130	141	161	161	172
30 - 34	139	131	159	168	149	158
35 - 39	122	152	165	181	139	158
40 - 44	155	164	150	183	124	134
45 - 49	156	159	151	155	112	115
50 - 54	137	174	129	144	134	158
55 - 59	128	129	121	133	112	119
60 - 64	126	134	125	142	84	113
65 - 69	115	124	104	120	89	106
70 - 74	91	136	74	97	70	78
75 years old or older	113	171	98	131	89	108

Source: U. S. Census

required to reflect any substantial growth for Berlin. Because the birth rate is relatively high, any large increases in the next few years would have to come from migration into the City of Berlin.

Estimated Future Population

There are many complex national and regional factors that influence population growth within a city that cannot be known in advance. However, reasonable estimates can be made from a study of population trends, from the evaluation of the economic potential, and from other projections made for the state as a whole and for the planning region.

The state and regional projections made by the Wisconsin Department of Resource Development are shown below:

	<u>Wisconsin</u>	<u>East Central Region</u>	<u>Central Region</u>
<u>Population</u>			
1960	3,952,000	648,000	251,000
1970	4,441,700	746,200	356,200
1980	5,045,300	856,900	367,600
<u>Percent of State</u>			
1960	100.0	16.4	8.9
1970	100.0	16.8	8.0
1980	100.0	17.0	7.3
<u>Percent Change</u>			
1960-80	27.7	32.2	4.7

Based on the estimates for the region of which Berlin is a part, a projection of population for the City of Berlin and Green Lake and Waushara Counties to 1986 is shown in the table below:

Population Projection to 1986 City of Berlin and Green Lake and Waushara Counties

	<u>Berlin</u>			<u>Green Lake County</u>			<u>Waushara County</u>		
	<u>Popu- lation</u>	<u>Change</u>		<u>Popu- lation</u>	<u>Change</u>		<u>Popu- lation</u>	<u>Change</u>	
		<u>No.</u>	<u>Per- cent</u>		<u>No.</u>	<u>Per- cent</u>		<u>No.</u>	<u>Per- cent</u>
1960	4,838	-	-	15,418	-	-	13,497	-	-
1970	5,000	162	3.5	16,200	782	5.0	12,800	-697	-5.0
1980	5,250	250	5.0	17,100	900	5.5	12,400	-400	-3.5
1986	5,500	250	5.0	17,900	800	5.0	12,100	-300	-2.5

Green Lake County can be expected to reach 17,900 by 1986, an increase of nearly 2,500 since 1960. By contrast, Waushara County will continue to decline in population, although at a somewhat slower rate than in the past, to a population of 12,100 in 1986.

The City of Berlin can be expected to reach 5,500 by 1986. This is an increase of approximately 700 persons over 1960.

The projected population of only 700 additional persons by 1986 indicates that the city will grow by 14 percent over the 25-year period from 1960 to 1986. The policy question posed by this modest growth increase is whether the city should take steps to accelerate growth or, instead, to gradually improve the existing city as it now is developed and provide for limited growth over the planning period. The balance of the report has been devoted to the latter approach as it does not appear feasible nor realistic, due to the geographic position of the city in the State of Wisconsin, to plan for large increases in population over and above this projection.

LAND USE

The Berlin planning area consists of three general types of development: the built-up area of the city; the undeveloped area of the city; and the agricultural area. (See Plate 2.)

Development of the area outside the city limits is severely restricted by a lack of basic utility services such as water and sewer facilities.

New construction in the undeveloped area within the city has been taking place as services are provided. The provision of a new street encourages new development quite rapidly, as is shown by past experience. The emerging bipolar pattern of two shopping areas with a deteriorating core between is largely the result of poor access across the Fox River.

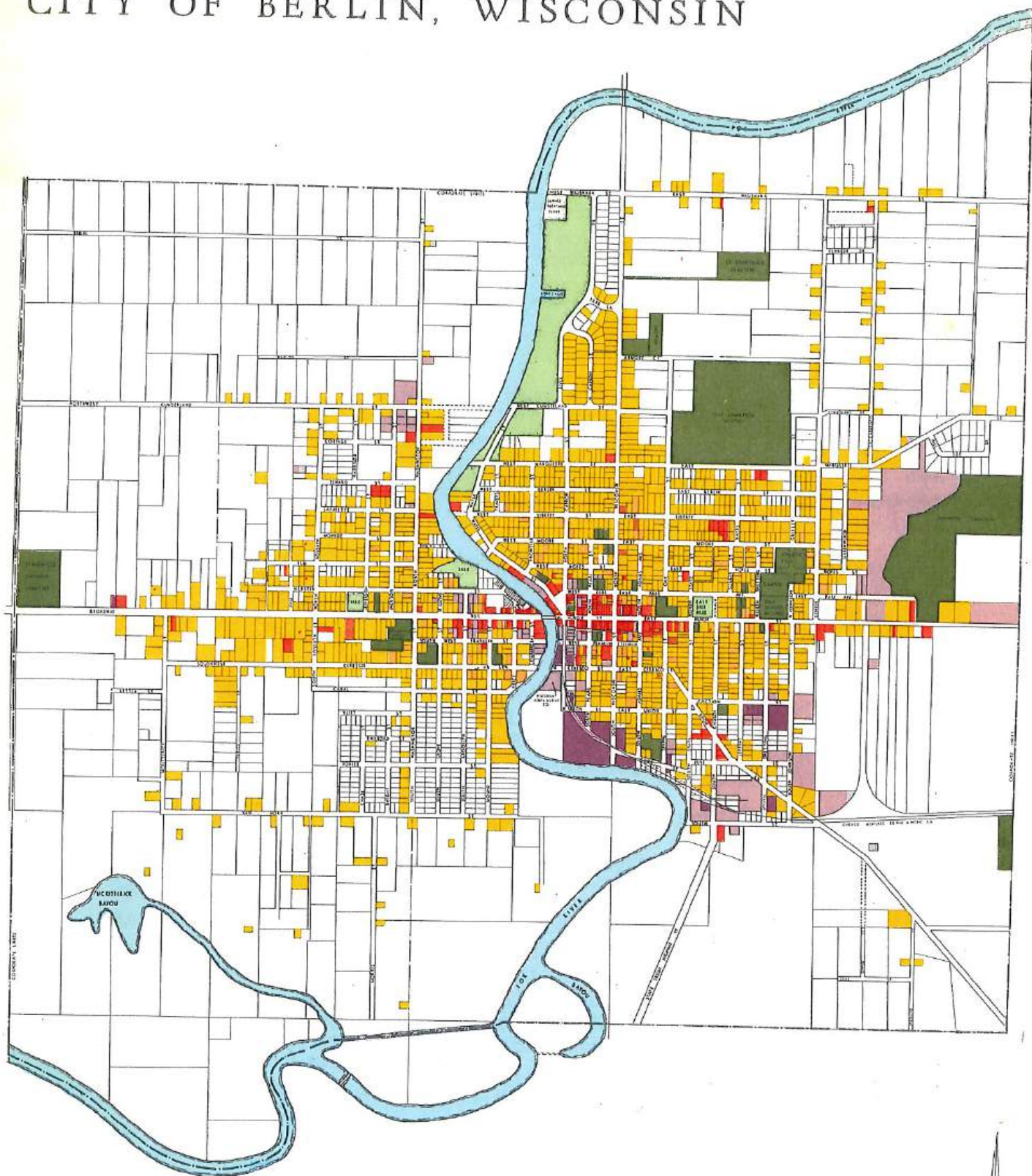
Dumping of untreated sewage into the Fox River made the land adjacent to the river less desirable. Although this has been corrected by construction of the sewage treatment plant at Waushara Street and the river, the new status of the river has not been reflected in the growth pattern.

Replacement of the deteriorating buildings, sheds, and the abandoned coal yard and grainery would permit the core area to renew its association with the Fox River in positive terms and provide an attractive asset to the commercial core.

There are approximately 22 acres of commercial use within the city limits, the great bulk of which is concentrated in an eight-block area stretching from Grove to Spring Street along Broadway-Huron Street. Many of the structures are deteriorating and would be difficult to remodel into efficient and attractive shopping facilities. Approximately 96 acres of land in Berlin are used for industrial purposes. (See Table 10.) Residential land use amounts to almost 400 acres. It is the largest of all the land use categories. Streets and roads are the second largest users of developed land, amounting to about 347 acres. The small block sizes are largely responsible for the amount of land in streets. Public and semi-public uses are the third largest land users, utilizing about 132 acres of land.

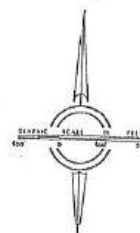
One of the most attractive features of Berlin is the visibility of steeples against the sky from various points and elevations in the city. Wisconsin and Ceresco Streets provide an impressive view of the church steeples at Washington Street and at Moore Street, and many other locations provide attractive views of these facilities.

CITY OF BERLIN, WISCONSIN



LAND USE 1966

- | | |
|--|--|
| SINGLE FAMILY RESIDENTIAL | PARKS |
| TWO FAMILY RESIDENTIAL | LIGHT INDUSTRIAL |
| MULTI-FAMILY RESIDENTIAL | HEAVY INDUSTRIAL |
| COMMERCIAL | PUBLIC & SEMI-PUBLIC |
| CITY LIMITS | |



PREPARED FOR:
CITY PLANNING COMMISSION
BERLIN, WISCONSIN

THE PREPARATION OF THIS MAP WAS FINANCIALY
AIDED THROUGH A FEDERAL GRANT FROM THE
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
UNDER THE URBAN PLANNING ASSISTANCE PROGRAM
AUTHORIZED BY SECTION 161 OF THE HOUSING
ACT OF 1949, AS AMENDED, AND WAS ENTERED
UNDER A CONTRACT WITH THE OFFICE OF URBAN
DEVELOPMENT OF REGIONAL DEVELOPMENT

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Table 10

LAND USE 1966
Berlin, Wisconsin

<u>Use Category</u>	<u>Acres</u>	<u>Percent</u>
Residential	395.2	38.5
Commercial	21.5	2.1
Industrial	77.0	7.5
Parks	34.1	3.3
Public and semi-public	131.9	12.9
Railroads and yards	19.3	1.9
Streets and roads	346.8	33.8
Total Developed	1,025.8	100.0
Total Developed	1,025.8	28.1
Water	62.2	1.7
Vacant	2,558.5	70.2
Grand Total	3,646.5	100.0

Source: Land Use Survey of 1966 by Harland Bartholomew and Associates.

Table 11

ESTIMATED FUTURE LAND USE AREAS
Berlin, Wisconsin

<u>Use Category</u>	<u>Acres Per 100 Persons, 1966</u>		<u>Estimated Future Areas</u>		
	<u>Berlin</u>	<u>Average City*</u>	<u>Acres Per 100 Persons</u>	<u>Acres Needed</u>	<u>Increase 1966-1986</u>
Residential	8.2	7.4	8.8	475	80
Commercial	0.4	0.4	0.6	30	8
Industrial	2.0	0.8	3.0	165	68
Parks	0.7	0.4	0.8	45	9
Public and Semi-public	2.7	1.9	2.6	145	11
Streets and Alleys	7.2	6.7	6.8	365	18
Total**	21.2	17.6	22.6	1,225	194

*From "Land Use in American Cities" by Harland Bartholomew.

**Railroad land use category is excluded from total.

Park land utilizes about 34 acres. The east bank of the Fox River between Berlin Street and Waushara Street is an outstanding park facility. Although the new swimming pool and park area on the west side of the river is a good beginning and an excellent location, provision of additional park space is needed.

Less than 30 percent of the land within the city limits of Berlin is developed. More than 62 acres of undeveloped land is inland water and substantial acreage is in wetlands not suited to urban use.

Future Land Use Requirements

Estimates of future land use needs for the community can be developed from past trends in the relationship between land use and population. The present population of 4,838 occupies a total area of 1,025 acres or about 21 acres of land per 100 persons. (See Table 11.)

The probable future land use needs for Berlin are based on a 1986 estimated population of 5,500. The additional population would require about 200 additional acres of land in the various urban land uses.

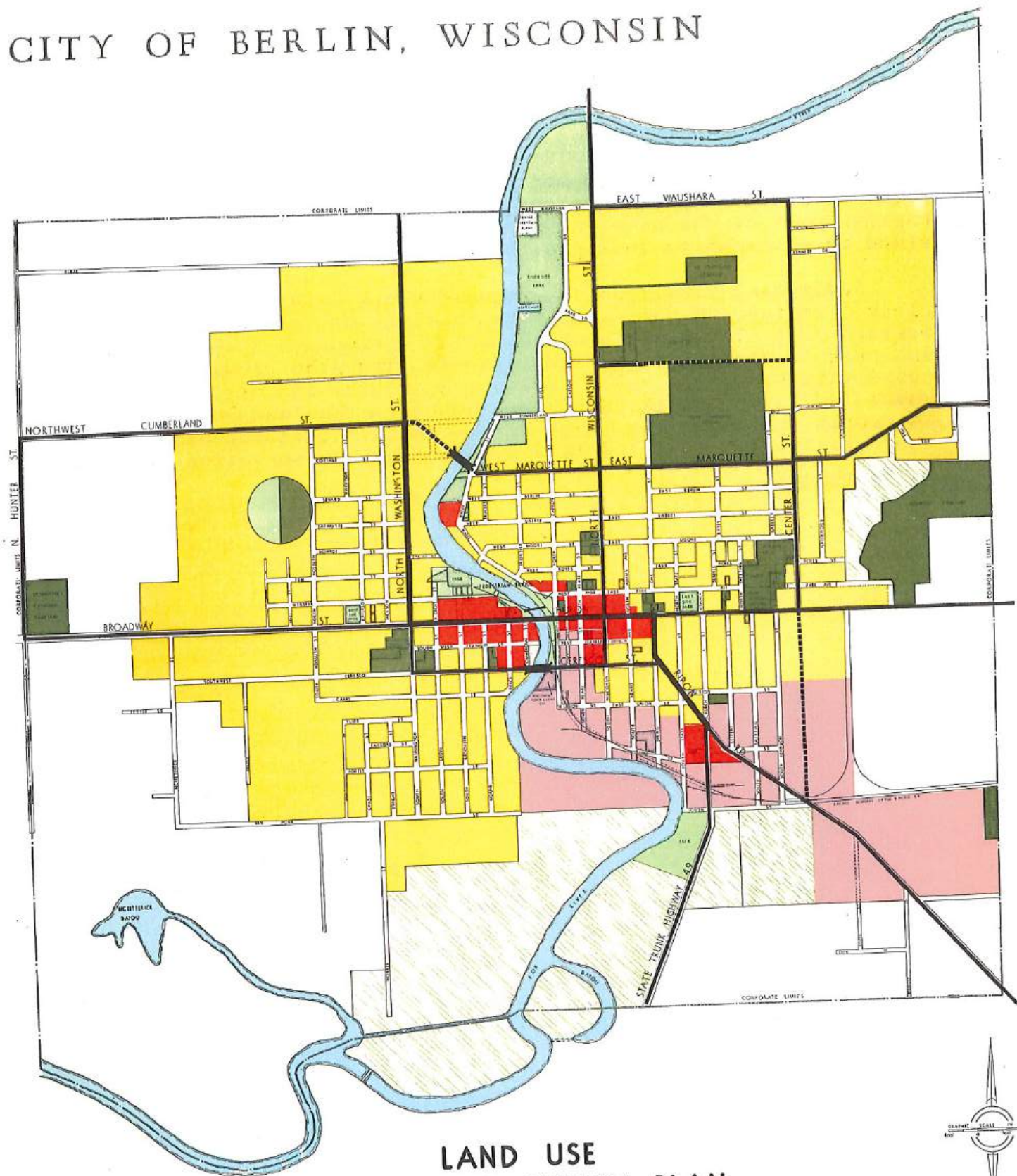
Land Use Plan

The Land Use Plan incorporates the future land use requirements of the city as well as plans for major streets, schools, parks, and other public facilities. (See Plate 3.) All new development in the foreseeable future is expected to take place within the present city limits. The wetlands area precludes much expansion in a southerly direction, and the rough topography of the quarries and cemetery restrict the growth of Berlin to the east. However, the city can grow in a northerly and westerly direction. The historical growth of the city has been to the east, however, and the insufficient water and sewer facilities west of the river may restrict growth in that direction.

The Land Use Plan envisions an expansion of the business district to the west along Broadway and a renewal of some of the commercial buildings east of the river. Primary residential expansion would take place in the northeast part of the city around the new Clay Lamberton School.

Some additional residential expansion is expected on the western side of the city. Since the present neighborhoods are expected to continue as residential sections of the city, care should be given to improving the physical facilities on both sides of the river.

CITY OF BERLIN, WISCONSIN



LAND USE AND MAJOR STREET PLAN

LAND USE		MAJOR STREETS	
	RESIDENTIAL		PROPOSED STREET
	PARKS		2 LANE MOVING TRAFFIC
	OPEN SPACE		4 LANE MOVING TRAFFIC
	PUBLIC AND SEMI-PUBLIC		PROPOSED BRIDGE
	COMMERCIAL		
	INDUSTRIAL		

PREPARED FOR:
CITY PLANNING COMMISSION
BERLIN, WISCONSIN

THIS REPRESENTATION OF THIS CITY WAS SUBMITTED
UNDER A FEDERAL GRANT FROM THE
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
UNDER THE URBAN PLANNING ASSISTANCE PROGRAM
AUTHORIZED BY SECTION 301 OF THE HOUSING
ACT OF 1937, AS AMENDED, AND WAS FURNISHED
UNDER A CONTRACT WITH THE STATE OF MISSOURI
DEPARTMENT OF REVENUE REVISIONS

HARLAN BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
SAINT LOUIS, MISSOURI 63103 CHICAGO, ILLINOIS

New industrial development, including a possible truck terminal and transportation center, is expected in the southeastern part of the city, and additional land area is provided to accommodate that growth on the plan.

Additional park land is proposed along both banks of the river. Another neighborhood park is shown on the plan on the western side of the river which could accommodate a new school and park in combination. The Land Use Plan also provides for a conservation or open space area on the south side of the city, where the river twists and turns and where the land is low and is poorly drained. The State of Wisconsin should purchase these wetlands as part of its overall state conservation program.

HOUSING

Condition

Residential structures in the Berlin planning area generally are well maintained and landscaped, a major asset of the community. New structures, particularly those close to the Clay Lamberton School, are in excellent condition and quality, and many of the older structures of 1890 vintage and even some built in the era following the Civil War are exceptionally well maintained and attractive.

The land use survey showed that there were 60 substandard and 51 deteriorating houses in Berlin. Although they appear to be scattered, concentrations exist in the industrial area and adjacent to the central business district. (See Plate 4.) Almost 40 percent of the substandard residential buildings and 51 percent of the deteriorating residential buildings are located in the area between Washington Street and Spring Street, from Noyes Street to Canal and Union Streets. Additional substandard and deteriorating structures in mixed use are in the central business district. (See Plate 10.)

Occupancy

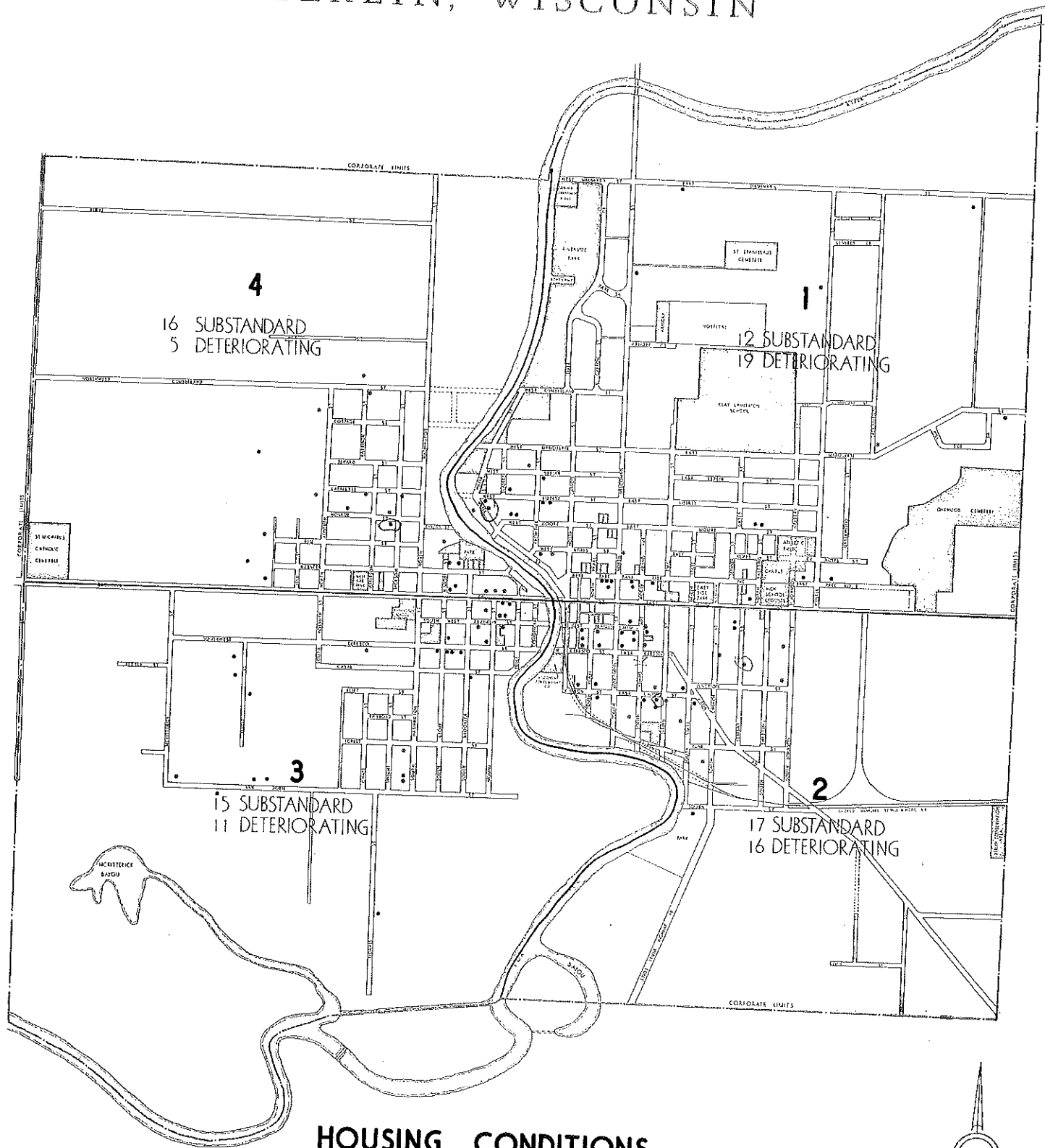
Green Lake County had 4,856 occupied dwelling units in 1960, according to the 1960 Census of Housing. Approximately 20 percent of those units were occupied by persons who had moved into them within the previous two years. About three-fourths of the dwelling units were owner occupied and about one-fourth were renter occupied. Approximately three percent were vacant.

These figures suggest a relative low turnover rate and a very low vacancy rate. They also suggest that Berlin has a housing shortage. Further evidence is seen in the conversions of retail store space into residential uses observed during the central business district survey.

Housing Plan

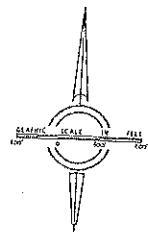
The Comprehensive Plan for Berlin provides for residential expansion in Berlin. For example, the area between North Washington Street and the Fox River (Neighborhood 4) is particularly suitable for construction of apartment buildings in a terraced formation to take advantage of the changing elevations and views.

CITY OF BERLIN, WISCONSIN



HOUSING CONDITIONS

- ONE RESIDENTIAL BUILDING
IN SUBSTANDARD CONDITION
- ONE RESIDENTIAL BUILDING IN
DETERIORATING CONDITION
- 1 NEIGHBORHOOD UNITS



HARLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
ST. LOUIS, MISSOURI NOV 1947 CHICAGO, ILLINOIS

PREPARED FOR:
CITY PLANNING COMMISSION
BERLIN, WISCONSIN

REPRODUCTION OF THIS MAP WAS FINANCED BY THE FEDERAL GOVERNMENT THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE HOUSING PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1937, AS AMENDED, AND WAS FINANCED IN PART BY A GRANT FROM THE STATE OF WISCONSIN THROUGH THE DEPARTMENT OF REVENUE AND FINANCE.

Smaller units are needed for elderly persons who do not wish to or are unable to care for larger dwellings. These units should be near shopping facilities and preferably near parks and churches, as these are the most popular trips made by senior citizens. A local Housing Authority should be established to investigate the need for smaller, less expensive dwelling units for elderly persons on limited income and to develop alternative possibilities for housing these persons. Alternatives should include investigations of Federally subsidized low-rent housing for the elderly.

Other areas provided for residential expansion are shown on the Land Use Plan.

The City of Berlin should undertake the study and adoption of a minimum housing ordinance designed to correct the substandard housing conditions. A minimum standard housing ordinance would require that all new housing meet minimum standards and that existing housing that does not meet these standards be brought up to standard within a reasonable time, or vacated.

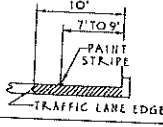
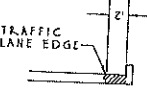
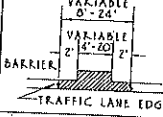
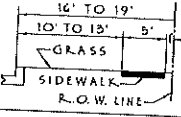
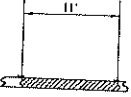
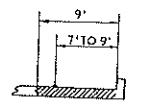
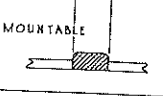
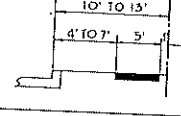
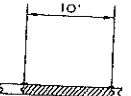
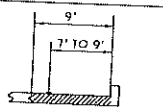
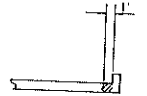
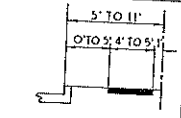
The ordinance would specify the division of responsibility between owners and occupants for the proper maintenance of dwellings and provide that dwellings unfit for human habitation may be ordered vacated until brought to a satisfactory standard. The ordinance would provide for an administrative officer to be appointed to enforce its provisions. The officer would be empowered to inspect buildings where he believes a violation to exist and to issue notices or orders requiring buildings to be brought up to standard within a reasonable period of time.

Such an ordinance would prevent the creation of any more substandard housing. By its enforcement on a progressive block-by-block basis the few areas of substandard housing could gradually be cleared up.

The city should also seek to renew its downtown business district and at the same time remove those dwellings in poor condition in this area because this is where the worst housing conditions exist. The minimum housing ordinance should be applied to those dwellings in poor or deteriorating condition outside the business district. An urban renewal project should be carried out to improve the poor housing conditions in the downtown area and foster the development of multiple housing units near the downtown business district.

GENERAL STANDARDS FOR MAJOR THOROUGHFARES

STREET CROSS-SECTION ELEMENTS

CROSS-SECTION ELEMENT RELATIVE DESIRABILITY	TRAFFIC LANE (THRU OR LEFT TURN ①)	PARKING LANE ②	BARRIER CURB CLEARANCE (TO TRAFFIC LANES ONLY)	MEDIAN ③	BORDER ④ (GRASS STRIP AND SIDEWALK)
STANDARD					
ACCEPTABLE					
MINIMUM					

RIGHT-OF-WAY REQUIREMENTS

R.O.W. WIDTH CROSS-SECTION	60' R.O.W.	80' R.O.W.	100' R.O.W.	120' R.O.W.
2 TRAFFIC LANES ⑤ 0 PARKING LANES	STANDARD 550-(600)*			
2 TRAFFIC LANES ⑤ 1 PARKING LANE	ACCEPTABLE 500-(750)*	STANDARD 600-(850)*		
2 TRAFFIC LANES ⑤ 2 PARKING LANES	ACCEPTABLE 550-(850)*	STANDARD 650-(1100)*		
3 TRAFFIC LANES ⑥ 0 PARKING LANES	ACCEPTABLE (1150)*	STANDARD (1300)*		
3 TRAFFIC LANES ⑥ 1 PARKING LANE	MINIMUM (950)*	ACCEPTABLE (1150)*	STANDARD (1300)*	
3 TRAFFIC LANES ⑥ 2 PARKING LANES	MINIMUM (1350)*	ACCEPTABLE (1500)*	STANDARD (1600)*	
4 TRAFFIC LANES ⑦ 0 PARKING LANES	MINIMUM 800	ACCEPTABLE 850	STANDARD 1100	
4 TRAFFIC LANES ⑦ 1 LEFT TURN LANE 0 PARKING LANES		MINIMUM 1050	ACCEPTABLE 1250	STANDARD 1500
4 TRAFFIC LANES ⑦ 2 PARKING LANES		MINIMUM 900	ACCEPTABLE 1200	STANDARD 1400
4 TRAFFIC LANES ⑦ 1 LEFT TURN LANE 2 PARKING LANES		MINIMUM 1150	ACCEPTABLE 1300	STANDARD 1600

- ① THE LEFT TURN LANES MAY BE 10' WIDE WITHOUT SERIOUSLY IMPAIRING OPERATION.
- ② WHERE PARKING LANES ARE TO BE USED AS PEAK-HOUR TRAFFIC LANES, THEY SHOULD BE DESIGNED TO TRAFFIC LANE STANDARDS WITH REGARD TO CURB CLEARANCE, LANE WIDTH, AND PAINT STRIPE LOCATION.
- ③ IF THE MEDIAN CONTAINS A LEFT TURN LANE, THE LEFT TURN LANE WIDTH (10'-12') MUST BE ADDED TO THE MEDIAN WIDTH.
- ④ THE LARGER BORDER WIDTHS SHOULD BE USED ON THE WIDER CROSS-SECTIONS.
- ⑤ NO MEDIAN IS CONSIDERED ON THESE CROSS-SECTIONS.
- ⑥ THESE CROSS-SECTIONS ARE FOR ONE-WAY TRAFFIC ONLY.
- ⑦ THESE CROSS-SECTIONS ARE FOR TWO-WAY TRAFFIC ONLY.

PARKING PERMITTED ONLY WHERE PARKING LANES PROVIDED.

NUMBERS UNDER CROSS-SECTION CLASSIFICATIONS DESIGNATE DESIGN CAPACITY IN VEHICLES PER HOUR BY CROSS-SECTION. PLAIN NUMBERS ARE FOR TWO-WAY TRAFFIC - PARENTHESIS NUMBERS ARE FOR ONE-WAY TRAFFIC.

DATA TAKEN FROM DESIGN CAPACITY CHARTS FOR SIGNALIZED STREET AND HIGHWAY INTERSECTIONS, BUREAU OF PUBLIC ROADS, REVISED 1959, WITH THE FOLLOWING ASSUMPTIONS: 10% TRUCKS - 20% RIGHT TURN - 10% LEFT TURN - NO BUS STOPS - GREEN/CYCLE 45% - NO SEPARATE LEFT TURN SIGNAL - PARKING PROHIBITED 100 FEET FROM INTERSECTION.

* DOWNTOWN AREA (FOR ONE-WAY STREETS ONLY)

+ FRINGE AREA (FOR ONE-WAY STREETS ONLY)

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND URBAN DEVELOPMENT DEPARTMENT, U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT. THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND URBAN DEVELOPMENT DEPARTMENT, U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

HARLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
ST. LOUIS, MISSOURI

MAJOR STREETS

One of the most important elements in the physical structure of any community is its street system. The basic objective of a major street system is to provide a network of routes that can safely and conveniently accommodate the large majority of vehicular movements within the local urban area. The proper location and design of highways connecting Berlin with other parts of the country, of major thoroughfares interconnecting the various parts of the city and urban area, and of minor streets providing access to abutting property determines both the efficiency and the livability of the community. Vehicular movements are influenced by the location and intensity of land use and physical barriers such as the Fox River, steep bluffs, and railroad tracks.

Topographic features that inhibit the major street network - for example, the Fox River, changes in land elevations, and the wetlands in the southern end of Berlin - can be overcome. But engineering and construction costs are greater than for streets built in level, well-drained land locations. Large public spaces such as Clay Lamberton School and Oakwood Cemetery also influence location and continuation of the major street network. General standards for major streets are shown on Plate 5.

Existing Street System

The existing street system has developed gradually since the original platting of the City of Berlin. With the growth of the city, new subdivisions and street rights-of-way followed the pattern established earlier. As in most cities, Berlin's street pattern is generally an unplanned product. The grid system of parallel streets running north to south and east to west is not accommodated to the natural topographic characteristics of Berlin. The recent subdivisions have deviated from the grid pattern to some extent and are more in keeping with local topographic characteristics. The grid pattern was forced upon the topography, and the Fox River, resulting in excessive cuts and fills, discontinued streets, and irregular diversions when natural barriers were encountered.

Main Street (Broadway-Huron) is the primary axis and the only continuous east-west street passing through the city. Washington and Wisconsin Streets are essentially continuous north-south streets. However, Washington Street terminates at Van Horn Street and Wisconsin Street terminates at the Fox River on the south. In the city, Ripon Road, Spring Street, Main Street (Broadway-Huron), and Washington Street carry Highway 49 and Highway 116.

Most of the major street network in Berlin has sufficient right-of-way to permit widening of pavements where necessary. The buildings on Huron Street, however, are not set back from the right-of-way line and expansion of street pavement can only take place by reducing sidewalk width. (See Table 12.) With few exceptions, additional right-of-way acquisition will not be necessary. Future increases in vehicular traffic volume can be accommodated by alternate routes such as the proposed Ceresco Street improvement and by regulations prohibiting curb parking during peak hours.

Traffic Flow

The heaviest traffic flow is on Main Street - 9,189 vehicles per day at the bridge over the Fox River. (See Plate 6.) Wisconsin Street at Huron carried 2,644 vehicles (average daily traffic), and Washington Street carried 2,686 vehicles at Broadway. Huron Street at Wisconsin Street had an east-west peak hour volume (between 3:00 and 4:00 p.m.) of 760 vehicles, with trucks and buses accounting for 62 of these. At Capron, Huron Street had an east-west peak hour (between 3:00 and 4:00 p.m.) volume of 838 vehicles of which 52 were trucks and buses.

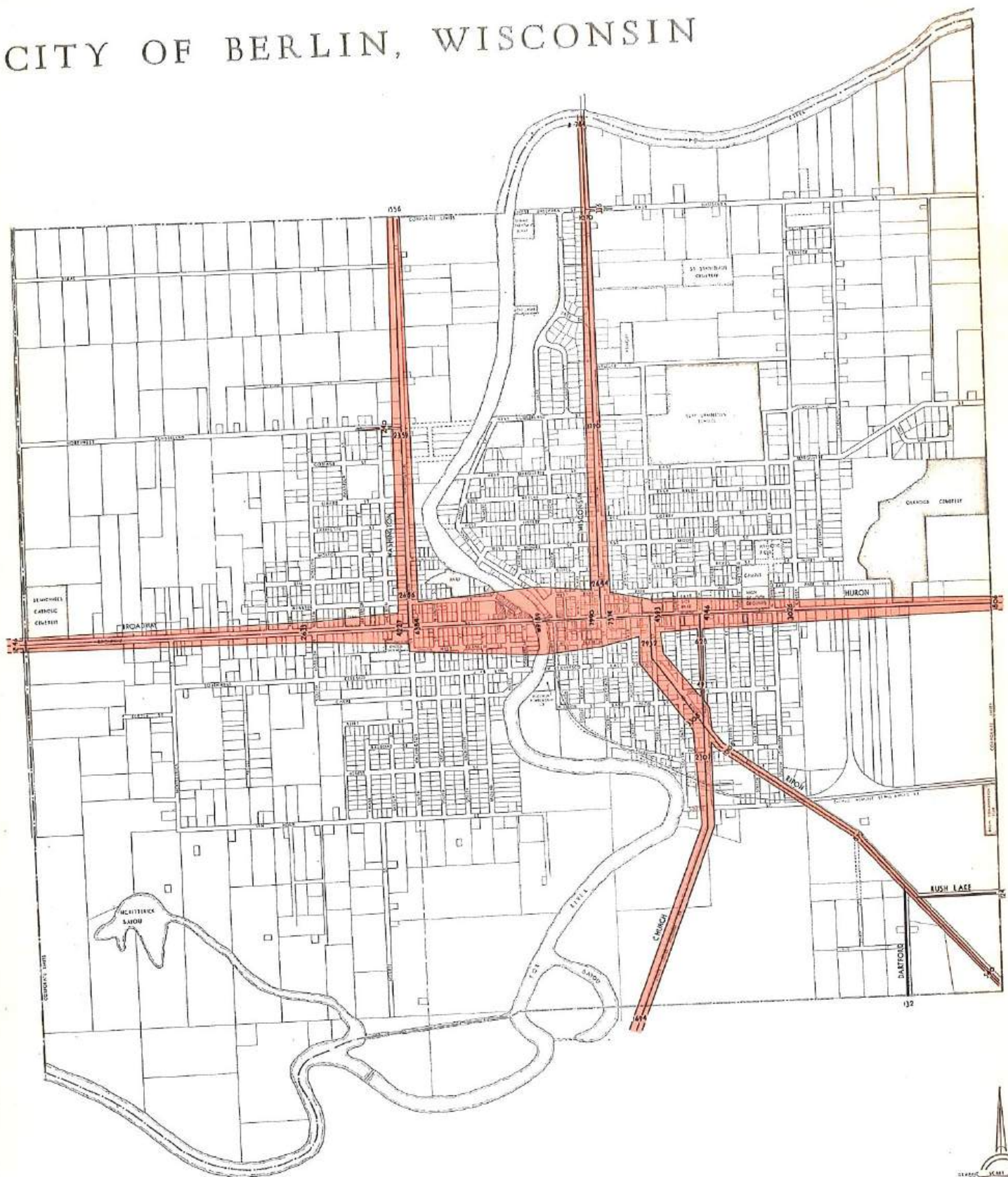
The industrial area south of Huron Street contributes significantly to the volumes on the existing bridge over the Fox River. Pearl Street contributed 120 vehicles between 3:00 and 4:00 p.m., Capron Street added 49 vehicles for a total of approximately 200 vehicles in one hour. On a February weekday in 1966 a 16-hour traffic count showed 570 vehicles from Pearl Street, 182 vehicles from Capron Street, and 390 from Wisconsin Street turning west from the industrial area. At least one-fourth or more of the traffic using the Main Street bridge could be channeled to a bridge at Ceresco Street.

Proposed Major Street Plan

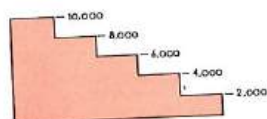
The major street plan basically follows the east-west axis of Huron-Broadway but provides for additional crossings of the Fox River. The major north-south streets of Wisconsin and Washington are supplemented with the extension of Center Street into the industrial area and terminating at Ripon Road. Principal proposals are summarized below.

A bridge should be built at Ceresco Street in order to improve traffic circulation in the central business district. Because this improvement is basic to the traffic circulation system and development of Berlin, the Capital Improvements

CITY OF BERLIN, WISCONSIN



TRAFFIC VOLUMES



VEHICULAR SCALE:
 * BRIDGE COUNT
 AVERAGE 24 HOUR DAY

PREPARED FOR:
 CITY PLANNING COMMISSION
 BERLIN, WISCONSIN

THE PREPARATION OF THIS MAP WAS FINANCIALY
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BARLARD BARTHOLOMEW AND ASSOCIATES
 CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
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Table 12
CHARACTERISTICS OF THE MAJOR STREETS
Berlin, Wisconsin

<u>Name of Street</u>	<u>Right- of-way Width</u>	<u>Pavement Width</u>	<u>Pavement Condition</u>	<u>Weekday 24-Hour Traffic*</u>	<u>Tentative Improvement Schedule</u>
Broadway					
West of City Limits	90	24	Fair	1,846	-
Rease to Kossuth	90	44	Fair	2,633	1973
Jackson to Washington	90	54	Fair	4,227	1973
Washington to Grove	84	46	Poor	6,384	1968
Grove to Mound	84	46	Poor	NA	1968
Mound to Fox River	84	66	Poor	NA	1968
Center					
Waushara to Huron	66	36	Good	NA	1981
Huron to Ripon Road	-	-	-	-	1980
Ceresco					
Spring to Wisconsin	66	36	Fair	NA	1970
Wisconsin to Pearl	66	34	Poor	NA	1970
Pearl to R.R. R-O-W	66	22	Poor	NA	1971
New Bridge	NA	NA	NA	NA	1970
Commercial to Pierce	66	20	Poor	NA	1971
Pierce to Mound	66	24	Poor	NA	1971
Mound to Washington	66	35	Poor	NA	1971
Church					
South of City Limits	100	18	Good	1,694	-
R.R. R-O-W to Ripon	66	44	Fair	NA	1975
June to Ripon	66	44	Fair	2,307	1975
Cumberland					
Washington to Jackson	66	22	Poor	240	1975
Jackson to Kossuth	66	22	Poor	NA	1975
Kossuth West	66	22	Poor	NA	1980
Huron					
Fox River to Pearl	66	40	Poor	9,189	1968
Pearl to Wisconsin	66	40	Poor	7,990	1968
Wisconsin to Adams	66	40	Poor	7,574	1968
Spring to State	66	40	Poor	4,593	1971
Church to Leffert	66	36	Fair	4,146	1971
Johnson to Center	66	28	Fair	3,026	1980
East of City Limits	66	18	Fair	1,806	-

Table 12 (Continued)

<u>Name of Street</u>	<u>Right- of-way Width</u>	<u>Pavement Width</u>	<u>Pavement Condition</u>	<u>Weekday 24-Hour Traffic*</u>	<u>Tentative Improvement Schedule</u>
Marquette-Cumberland					1981
Bridge Across Fox River	NA	NA	NA	NA	1981
Washington to Water	66	NA	Good	NA	1982
Water to Wisconsin	66	NA	Good	NA	1982
Wisconsin to Center	66	NA	Good	NA	1982
Center to City Limits	66	NA	Fair	NA	1982
Ripon Road					1975
Union to Church	66	35	Good	3,308	1975
Church to Leffert	66	18	Good	1,008	1975
Leffert to Dartford	66	24	Poor	872	1975
Southeast of City Limits	66	24	Poor	540	-
Spring					1970
Ripon to Huron	66	36	Good	2,932	1970
Washington					-
North of City Limits	66	20	Good	1,556	-
Cumberland to Webster	66	44	Excellent	2,359	-
Webster to Broadway	66	44	Excellent	2,686	-
Broadway to Ceresco	66	36	Excellent	NA	-
North of Cumberland	66	-	-	-	1978
Waushara					1979
East City Limits to Center	66	20	Poor	NA	1980
Center to Wisconsin	66	20	Poor	NA	1980
Wisconsin					1976
Ceresco to Huron	66	44	Good	NA	1976
Huron to Park	66	46	Good	2,644	1976
Park to Noyes	66	36	Fair	NA	1976
Noyes to Liberty	66	45	Fair	NA	1976
Liberty to Marquette	66	37	Poor	NA	1976
Marquette to Cumberland	66	38	Good	1,790	1981
Cumberland to Park Lane	66	38	Excellent	NA	1981
Park Lane to Waushara	66	26	Fair	NA	1981
Fox River Bridge	-	-	-	784	-

*Average November Weekday 1965.

Source: State Highway Commission of Wisconsin and City Engineer of Berlin, Wisconsin Records. More detailed data is available in the office of the City Engineer.

Program contains the recommendation that construction on the bridge be started in 1970. The construction of this facility would require the abandonment or removal of railroad trackage within the proposed street right-of-way east of the Fox River. To replace the abandoned railroad trackage with more adequate facilities and to reduce unwarranted downtown congestion, a transportation terminal to facilitate freight handling by rail and trucks should be established on the southeast industrial area land owned by the city.

The section of Huron Street east of State Street would provide for a 48-foot pavement and two 9-foot sidewalks, as would the section of Broadway Street west of Washington Street. That part of these streets between Washington Street and State Street is currently being designed in accordance with State Highway Commission Standards, and is expected to be under construction in 1968.

Cumberland Street on the west side and Marquette Street on the east side can be effectively linked to provide an efficient east-west traffic carrier. The offset of the two streets from each other permits use of a reasonably short bridge. The ideal pavement width should be 44 feet. The bridge should be a minimum of 24 feet wide with a sidewalk on at least one side.

Center Street should be extended south of Huron Street to Ripon Road to serve the industrial development anticipated in that part of the planning area. This street is designed primarily as a collector and distributor for the industrial area, Berlin High School, Clay Lamberton School, and the residential areas surrounding it.

Spring Street between Ceresco Street and Huron Street is designed for carrying a heavy volume of traffic from Ripon Road, the industrial area, and from Ceresco Street. By 1970, the street should provide for four 12-foot traffic lanes with no parking permitted between 8:00 a.m. and 6:00 p.m. Ceresco Street is expected to act as a by-pass to the central business district and as such may be used by drivers continuing on Route 49.

Wisconsin Street is one of the main north-south traffic arteries of the city. Its primary function is as a collector and distributor for local streets and as a traffic carrier between northern residential areas and the central business district and industrial areas. It provides a link with Ripon Road and Highway 49 via Ceresco Street or via Main Street. Wisconsin Street traffic also utilizes Main Street to meet with Highway 116 or with County "F". Should the Cumberland-Marquette Bridge be erected, alternative traffic patterns will evolve.

The segment of Wisconsin Street between Marquette and Ceresco Streets should have a 44-foot pavement and future vehicular volumes may require parking restrictions. The segment north of Marquette Street may efficiently act as a collector and distributor with a pavement 44 feet wide, including two 10-foot parking lanes.

Street Closings

The central business district plan calls for the closing of north Brooklyn Street, Mill Street, and Dock Street between Broadway and Webster Streets, and for the closing of Webster Street east of Grove Street as a public street and its use as a service drive for the proposed shopping center and Webster Park, should the final detailed shopping center site plan require such closings. Water Street and Park Avenue would be realigned to provide a smooth circulation flow with the closing of Water Street south of Park Avenue. June Street would be closed between Church Street and Ripon Road to provide safer traffic flow and space for a minor shopping complex. Access to industry from Route 49 should be diverted to improve South Street and south Swetting or south Johnson Streets, which should also be improved.

Sidewalks

When streets are improved, any necessary sidewalk improvements should be made. In addition, a survey of sidewalks should be conducted to determine their condition and their existence. Sidewalks in urban renewal areas are considered in the costs of improvements and should not require special assessments. However, missing sidewalks and deteriorated sidewalks should be replaced throughout the city and in accordance with standard construction requirements, which should be adjusted to provide consistent widths and elevations for continuous walkways.

GENERAL STANDARDS FOR SCHOOLS & PARKS

HARLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS
ST. LOUIS, MISSOURI

LARGE PARKS

SHOULD CONTAIN:

- AREAS FOR ACTIVE RECREATION SUCH AS TENNIS COURTS, GOLF COURSES, BALL FIELDS, WATER, SPORTS.
- AREAS WHOLLY NATURALISTIC TO BE USED FOR PICNICKING, GROUP CAMPING, HIKING, KIDING, NATURAL STUDY, ETC.
- AREAS FOR PASSIVE RECREATION - AMPHI-THEATERS FOR CONCERTS AND DRAMATICS, ZOOS, MUSEUMS.
- LARGE PARKS OF THE CITY SHOULD BE SUPPLEMENTED BY COUNTY AND STATE PARKS.



SMALL PARKS

- PROVIDE OPEN SPACE FOR REST AND PASSIVE RECREATION WITHIN THE MORE INTENSIVE DEVELOPED PORTIONS OF THE CITY.
- IN THE OUTLYING PORTIONS OF THE CITY SMALL PARKS HAVE LITTLE VALUE EXCEPT TO IMMEDIATELY SURROUNDING PROPERTIES.



THE "CENTER OF COMMUNITY LIFE" FOR THE AVERAGE FAMILY IS THE ELEMENTARY SCHOOL AND THE NEIGHBORHOOD PARK.

NEIGHBORHOOD PARK

SHOULD HAVE:

- A SITE OF FIVE ACRES OR MORE.
- A SITE ADJACENT OR NEAR A NEIGHBORHOOD SCHOOL.
- FACILITIES FOR RECREATION OF ALL AGE GROUPS. COUNT GAMES, FIELD GAMES AND PICNICKING.
- IF POSSIBLE, AREAS OF SPECIAL NATURAL INTEREST.

ELEMENTARY SCHOOL

SHOULD HAVE:

- AN ENROLLMENT OF AT LEAST 300 PUPILS AND SHOULD NOT EXCEED 600.
- A SITE OF FIVE ACRES PLUS ONE ACRE FOR EACH 100 ENROLLMENT. SITE SHOULD NOT BE LOCATED ON MAJOR STREETS.
- A ONE-HALF MILE RADIUS OF SERVICE.
- A PLAYGROUND WITH SUPERVISION.
- FACILITIES IN THE SCHOOL BUILDING THAT CAN SERVE AS A COMMUNITY CENTER.



DISTANCE NOT IMPORTANT, HOWEVER, SHOULD BE EASILY ACCESSIBLE TO ALL RESIDENTIAL AREAS.

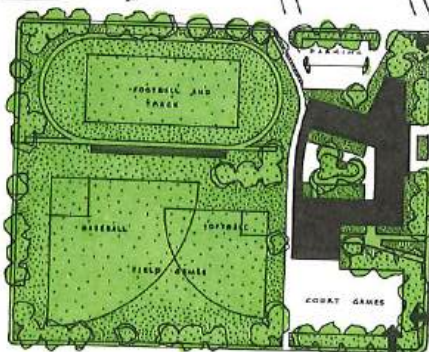
IF DISTANCE IS MORE THAN ONE MILE, THEN HIGH SCHOOL SHOULD BE ACCESSIBLE BY LOCAL TRANSIT FACILITIES.

DISTANCE FROM AN ELEMENTARY SCHOOL TO A JUNIOR HIGH SCHOOL SHOULD NOT BE OVER ONE MILE.

SENIOR HIGH SCHOOL

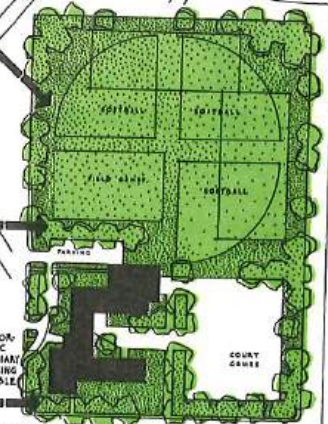
SHOULD HAVE:

- AN ENROLLMENT OF AT LEAST 1000 BUT SHOULD NOT EXCEED 1500 PUPILS.
- A SITE AREA OF 20 ACRES PLUS ONE ACRE FOR EACH 100 PUPILS ENROLLED. THE SITE SHOULD BE LOCATED ON A MAJOR STREET AND ON A LOCAL BUS ROUTE, IF POSSIBLE.
- A PLAYFIELD ADEQUATE TO ACCOMMODATE THE RECREATIONAL PROGRAM OF THE SCHOOL.
- SPECIAL FACILITIES WITHIN THE SCHOOL BUILDING SHOULD BE AVAILABLE TO THE COMMUNITY.



DISTANCE IS NOT IMPORTANT UNLESS ATHLETIC FIELD IS USED AS AUXILIARY PLAYFIELD THEN WALKING DISTANCE IS DESIRABLE.

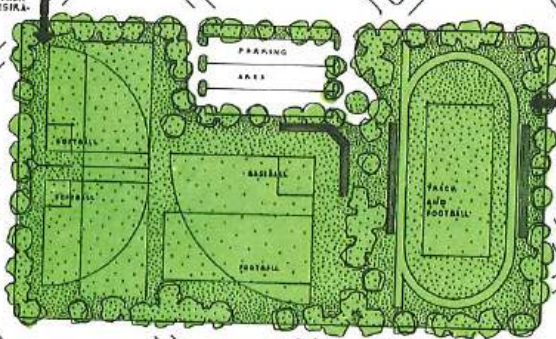
DISTANCE FROM JUNIOR HIGH TO SENIOR HIGH SCHOOL IS NOT IMPORTANT.



DISTANCE NOT IMPORTANT UNLESS ATHLETIC FIELD IS USED AS AUXILIARY PLAYFIELD THEN WALKING DISTANCE IS DESIRABLE.

ATHLETIC FIELD

- SOMETIMES DEVELOPED TO AUGMENT HIGH SCHOOL PLAY FACILITIES, ALSO FOR COMMUNITY SPORTS COMPETITIONS.
- SITE AREA DEPENDS ON FACILITIES TO BE PROVIDED, COULD INCLUDE: SOFTBALL, BASEBALL, FOOTBALL, SWIMMING POOLS, GOLF COURSE, ETC.
- PROVISION FOR ADEQUATE OFF-STREET PARKING SHOULD BE MADE.



JUNIOR HIGH SCHOOL

SHOULD HAVE:

- AN ENROLLMENT OF AT LEAST 500 AND SHOULD NOT EXCEED 1500 PUPILS.
- A SITE AREA OF TEN ACRES PLUS ONE ACRE FOR EACH 100 PUPILS ENROLLED. THE BUILDING SHOULD BE LOCATED AT A CORNER OR ONE END OF THE SITE, IN ORDER TO GIVE AS MUCH PLAY AREA AS POSSIBLE.
- A ONE MILE RADIUS OF SERVICE.
- A PLAYFIELD ADEQUATE TO ACCOMMODATE THE RECREATIONAL PROGRAM OF THE SCHOOL.

COMMUNITY FACILITIES

Community facilities, parks, schools, and public buildings, are an important element of the Comprehensive Plan.

Criteria for Planning

Park Standards

Approximately one acre of land should be reserved for park and recreational purposes for each 100 persons in the community. About one-half of this area should consist of neighborhood parks, while the other half should be large, more naturalistic parks and open spaces. (See Plate 7.) A neighborhood park should contain at least 10 acres and should be located within one-half mile of the people living in each residential neighborhood. When combined with an elementary school, a park area will afford many economies in acquisition, development and maintenance. Large parks should normally contain approximately 100 acres of land or more and should be selected primarily because of their topographic and scenic advantages; locations on lakes and rivers and areas containing rugged topography and heavily wooded sections are appropriate. Large parks should be maintained in a natural condition, but provided with roads, hiking trails, picnic areas, and facilities for other specialized activities.

School Standards

The elementary school site should contain a minimum of five acres and an additional acre for each 100 pupils expected to attend the school. Furthermore, the school buildings should be designed so that they may serve as community centers for the entire neighborhood and be combined with neighborhood parks wherever possible. A junior high school should have a minimum site of 15 acres. Senior high school sites should comprise 25 acres or more.

Park Plan

Berlin's present system of parks includes a total of 34 acres of land, a ratio of 0.7 acres per 100 persons of population. This ratio is higher than the average for cities the size of Berlin, but is lower than the one acre per 100 persons recognized as the basic standard. In view of the outstanding natural feature of the Fox River, future park plans should

provide for both local recreational needs and future tourist attractions. Berlin's present park system includes Riverside Park, East Side Park, West Side Park and Webster Park. (See Plate 8.) The Park Board and Recreation Commission are responsible for the maintenance and operation of the parks and recreational programs in conjunction with the Department of Public Works.

Riverside Park is Berlin's largest and most heavily used recreation facility. Located on almost 30 acres of land (Sewage Treatment Plant excluded), it provides camping sites, a shelter house, toilet facilities, barbecue pits, accommodations for boating and parking, and serves boating and camping from other areas as well as local Berlin residents as it is easily accessible for both automobiles and boats.

Webster Park contains the swimming and wading pools, and is used for ice skating in winter. A bath house for summer use and a warming house for winter use are provided as well as a ramp for launching boats. In addition, playground equipment is provided for use by smaller children. This park, with its active recreational facilities, is mostly used by local Berlin children, and the swimming pool is a major attraction during the summer months. Enclosure of the swimming pool would extend its use to year-round activity.

West Side Park, located at Jefferson Street and Broadway and East Side Park, located at State Street and Huron Street, are comparable in size and facilities, with playground equipment for smaller children, mature trees, some plantings, and a few benches.

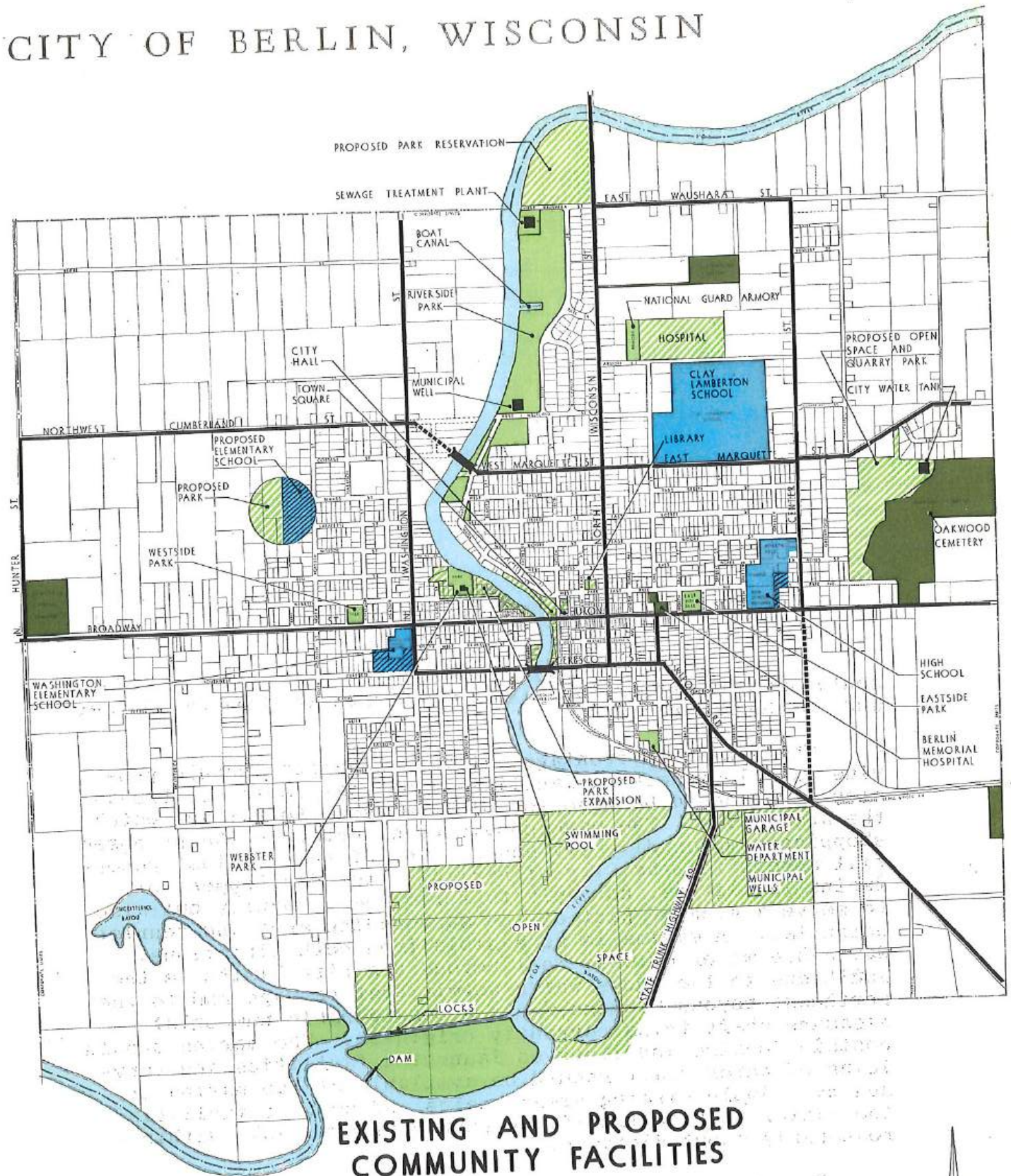
The Mascoutin Country Club, Route 3, maintains a nine hole golf course having both public green fees and memberships. The club has undertaken installation of an underground irrigation system. The Country Club is not city owned.

The City of Berlin also owns and operates Oakwood Cemetery, located on Huron on the east side of the city.

Berlin at present has a good system of park facilities. The most serious shortcoming in the present system is the lack of recreational and tourist facilities to take advantage of the tourist potential of the area. Also needed is a marina or small boat harbor within the city.

Although Riverside Park is well developed for camping and picnicking use, and provides space for limited boat docking,

CITY OF BERLIN, WISCONSIN

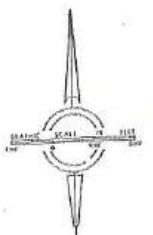


EXISTING AND PROPOSED COMMUNITY FACILITIES

- EXISTING PARK AREAS, PUBLIC OPEN SPACES AND PUBLIC BUILDING SITES
- EXISTING SEMI-PUBLIC OPEN SPACES AND SEMI-PUBLIC BUILDING SITES
- PROPOSED PUBLIC PARKS, OPEN SPACES AND BUILDING SITES
- EXISTING PUBLIC SCHOOL SITES
- PROPOSED SITE EXPANSION FOR SCHOOL AND NEIGHBORHOOD PARK COMBINATIONS
- EXISTING MAJOR STREETS
- PROPOSED MAJOR STREETS

PREPARED FOR:
CITY PLANNING COMMISSION
BERLIN, WISCONSIN

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DEPARTMENT OF REGIONAL DEVELOPMENT



HARLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
BARTHOLOMEW, 1115 SOUTH WASHINGTON CHICAGO, ILLINOIS

the facilities are insufficient for docking the large number of boats attracted to the area in the summer. Boat rentals are not readily available.

The Clay Lamberton School Playground area has sufficient site space and is suitably located to accommodate active recreation facilities for the east side of Berlin. The Berlin High School has an adequate athletic field for organized sports. The west side of Berlin is deficient in provision of parks and recreation facilities.

Webster Park is the beginning of a modern facility to accommodate recreational activities that are growing in interest. However, to provide adequate facilities within a limited space requires the addition of approximately four and one-half acres to the present three-acre site. Enclosure of the swimming pool and erection of adequate bathing facilities would permit year-round use of this popular facility. An addition to the bath house could provide warming house facilities for ice skating. Some parks provide wood working shops and other facilities, but these could better be provided in high school facilities. The northwestern part of the site should provide a softball field with spectator benches. The southeastern part of the site should open to Broadway Street and to the Fox River.

The Fox River frontage, at this location, should provide excellent docking facilities and boat rentals. Provision also should be made for older persons to sit and watch the activities. The park should be oriented to the proposed shopping complex directly south. One of the greatest potential assets for the City of Berlin is the development of marina facilities, not only to serve the community but also to serve a greater part of the surrounding area and tourist potential. A marina is accessible from both directions. Navigable water extends well beyond the city limits to the south due to the locks which permit boat passage and to the northeast beyond Oshkosh where a considerable number of pleasure craft trips currently originate. The marina should contain docking and improved launching facilities and servicing of water craft should be available at the marina or nearby. Ample parking areas, sales and service facilities, and winter storage facilities should be available within a reasonably short distance.

Berlin has an opportunity of reserving undeveloped land for a new combination elementary school and neighborhood park to serve projected increased school enrollment and population growth in the northwest part of the City. (See Table 13.) A 12-room elementary school with auxiliary

Table 13

PROPOSED PARK AND SCHOOL AREAS

Berlin, Wisconsin

Existing Park Areas and Open Space	Area in Acres			Major Use of Area
	Existing	Proposed	Total	
Riverside Park	38.3(a)	18.7	57.0	Camping and pic- nicking
Webster Park	3.1	4.3	7.4	Active park and marina
East Side Park	1.6	-	1.6	Small park
West Side Park	1.2	-	1.2	Small park
Oakwood Cemetery	37.9	-	37.9	Cemetery
Quarry Park	21.6	-	21.6	Historical site and reservoir
Subtotal	103.7	23.0	126.7	
<u>Proposed New Park Areas</u>				
Proposed N.W. Side Park	-	10.0	10.0	Neighborhood park
Proposed S.W. Side Park	-	4.0(b)	4.0	Neighborhood park
Proposed "Town Square"	0.9	1.2	2.1	Scenic park
Proposed S. Capron Street Parks	-	2.8	2.8	Scenic parks
Subtotal	0.9	18.0	18.9	
<u>School Sites</u>				
Washington Elementary	2.3	3.1(b)	5.4	School site and S.W. Side Park
Clay Lamberton	35.0	-	35.0	School and Neighbor- hood Park
Berlin High School	9.1	4.7	13.8	School and Athlet- ic Field
Proposed Elementary	-	8.6(c)	8.6	School site and N.W. Side Park
Subtotal	46.4	16.4	62.8	

(a) Includes 8.4 acres for sewage treatment plant.

(b) Combined School-Park at Washington Elementary school site.

(c) Combined School-Park west of Kossuth Street, and south of
Cumberland Street - total area 18 to 20 acres.

facilities and a neighborhood park can combine facilities on an 18 to 20 acre site. Projected population growth suggests the site be located south of Cumberland Street and west of Kossuth Street. The purchase and reservation of the land should be accomplished before the land is built up with residences. The minimum size park located adjacent to the new elementary school proposed for the area near Kossuth Street south of Cumberland Street, and a four acre park, which should be located west of Washington Street and south of Broadway Street, would be largely for active recreational use.

Redevelopment of the Town Square at Capron Street and Huron Street is proposed as a means of providing a more direct and safer traffic pattern and providing a scenic park for shoppers that permits open view of the Fox River. Provision should also be made for continuance of the monthly Farm Market in this area. The development of this site would complement the Webster Park and commercial developments and provide relief in a congested part of the community. The city owns approximately one acre of this site in right-of-way and should add approximately one acre to this along the Fox River frontage.

Retention of West Side Park, East Side Park, and the redevelopment of the "Town Square" would provide adequate passive recreational areas along the heavily used Main Street and provide continuity as anchors for beautifying Main Street for visitors as well as for local residents.

A small park fronting the Fox River along the East Bank between Huron and Ceresco Streets and one along the West Bank between southwest Franklin and Ceresco Streets, would complete needed expansion of the park system.

Reservation of land north of the sewage treatment plant would provide future protection of the Fox River park frontage.

These facilities as well as development of boat docking facilities would provide a park system in keeping with the beautiful tree-lined local streets with their well maintained homes and with the evolution of a more dynamic central business district.

School Facilities

The Joint School District No. 1 maintains facilities for the City of Berlin as well as the towns of Berlin, Bloomfield, Brooklyn, St. Marie, Seneca, Aurora, Leon, Marion, Poy Sippi, Saxeville, Warren, Nepeuskun, and Rushford. (See Table 14.)

Table 14
EXISTING SCHOOL FACILITIES
Joint School District No. 1

	<u>School Buildings</u>						
	<u>Poy Sippi</u>	<u>Rural Hts.</u>	<u>Aurora-ville</u>	<u>Washing-ton</u>	<u>Clay Lamber-ton</u>	<u>Clay Lamberton Jr. High</u>	<u>Berlin High School</u>
<u>Classrooms</u>							
Regular Classrooms	5	2	2	9	8	10	13
Fine Arts and Sciences Classrooms	2	-	1	2	2	7	9
Applied Arts and Business Rooms	-	-	-	-	-	-	12
Exceptional Rooms	-	-	-	1	-	3	2
Number of Students Grades	145 K-6	50 1-4	50 1-6	155 K-5	243 K-5	283 6-8	712 9-12
<u>Site in Acres</u>	15	4	3	2.3	*	35	15
<u>Building</u>							
Year Con-structed	1962	1962	1930	1925	*	1963	1955
Student Capacity	175	60	60	275	*	500	800

*Shared with Clay Lamberton Junior High School

Three of the schools are located within Berlin (see Plate 8) and three of the schools are located in outlying areas of Poy Sippi, Rural Heights, and Auroraville. These three schools have a total enrollment of 160 pupils and a capacity for 290 pupils. Berlin's three schools are of a larger size.

Washington Elementary School is located at Broadway and Washington Street on a site of less than five acres. This school was erected in 1925 and contains nine regular classrooms, two kindergarten rooms, one room for mentally handicapped, one multi-purpose room and two shower rooms. It is a masonry building of concrete beam construction and is heated by a forced-air, oil fed furnace. No sprinkler system, enclosed stairwells, hose stations, or early warning devices are available thereby presenting a hazardous condition.

Sixty-one pupils were enrolled in kindergarten in the Washington School, 146 were enrolled in the first through fifth grades, and seven children were enrolled in a special program for handicapped, for a total September, 1966 enrollment of 214. The total number of students who can be taught in the school is 275. According to national standards, this school site should be approximately eight acres at minimum, and the building should contain automatic sprinklers and enclosed stairwells for safety.

Clay Lamberton School is located at 259 East Marquette on a site of 35 acres. This school was constructed in 1963 and is in excellent condition. Facilities are shared by kindergarten through fifth grade and by junior high school classes. The portion used by the elementary school is composed of eight regular classrooms and two kindergarten classrooms, and the junior high school utilizes ten regular classrooms, two music rooms, one art room, three science rooms, one language laboratory, two rooms for mentally handicapped and a library. In addition, there are nine administrative rooms including three guidance rooms and two health rooms, a gymnasium with movable seating, a lecture room with a stage and movable seating, and a 400 square foot audio-visual room as well as central kitchen and dining room facilities and four shower rooms.

Enrollment in September, 1966 was 94 pupils in kindergarten, 218 students in sixth through eighth grade, and 19 special students for a total enrollment of 626. Total capacity for educational purposes is estimated at approximately 800. The building is constructed of masonry with poured

concrete floors and roof and is heated by gas fed unit ventilators. This school is well-built, fire-resistant, and efficient.

Berlin High School is located at 289 East Huron Street on a site of approximately 15 acres. The original building was constructed in 1917 of masonry and concrete beam construction. No automatic sprinkler system, enclosed stairwells, hose stations or early warning devices are contained.

A masonry addition was erected in 1955 and is of fire resistant construction with gas fed unit ventilators. This school contains 13 regular classrooms, two music rooms, one art room, one drivers education room, three business education rooms, three home economics rooms, one agriculture room, one drafting room, one agriculture shop, one woodworking shop, one metal working shop, five science rooms, one language laboratory, one multi-purpose room, a library and a study hall. Although there is no auditorium, there is a gymnasium with a seating capacity of 1,550 and a small audiovisual room. There are 11 administrative rooms including three guidance rooms, a health room, and the School Superintendent's office. This senior high school has a four-year curriculum and had an enrollment of 712 students in September, 1966. The capacity for the school is estimated at 800 students. The high school also provides full central kitchen facilities except for a dining room used solely for lunches and a personnel office for supervisory personnel of the school lunch program. The original high school building has depreciated considerably and actually is obsolete and should be replaced.

Proposed School Facilities

The growth in enrollment from 1960 to 1966 amounted to 526 students or almost 40 percent. (See Table 15.) The greatest growth has been in kindergarten enrollment which increased by 58.8 percent followed by first to eighth grade enrollments which increased by 46.1 percent. The lowest increase was in the senior high school grades and that was almost 30 percent.

The kindergarten and elementary school grades are projected to have an enrollment of approximately 1,260 students and a capacity for 660 students including 90 elementary students sharing facilities with the junior high school. This indicates a projected shortage of 20 to 24 classrooms for elementary grades and kindergarten.

Table 15

TRENDS IN SCHOOL ENROLLMENTS
1960 to 1966

<u>Year</u>	<u>Elementary</u>		<u>High School</u>	<u>Total</u>
	<u>Kindergarten</u>	<u>1-8</u>		
1960	119	642	556	1,317
1961	114	804	589	1,507
1962	118	783	630	1,531
1963	159	950	684	1,793
1964	192	898	686	1,780
1965	153	908	695	1,756
1966	189	938	716	1,843

Note: The above figures represent total enrollment of the entire joint school district and not just those pupils attending from Berlin.

This suggests construction of a new 12-classroom school which could be located west of Kossuth Street and south of Cumberland Street. This location was selected because of the anticipated population growth in this section of the city and the ability of students to walk to school rather than increasing the bus requirements.

The Washington Elementary School is in need of rehabilitation. The ideal location for this school would be one block southwest of the present site but the economics of retaining the existing site and purchasing an additional 3.1 acres adjacent to it would weigh in favor of the existing location. This facility can also be developed as a combined school-park to serve the southwest part of the city.

The Clay Lamberton site is adequate to provide space for a ten-room elementary school addition, which would absorb most of the elementary school children presently using Clay Lamberton facilities and permit the space to be used to accommodate junior high school increased enrollments requiring 10 to 12 additional rooms.

The high school has an estimated capacity of 800 students which suggests a deficiency of approximately five classrooms plus auxiliary facilities.

The old part of the high school that was built in 1917 should be given early priority for replacement. The high school site could be expanded by use of the athletic field on its present site and a new high school building could be built adjoining the 1955 addition.

Public Buildings

Provision for flexibility and for enlargement of public buildings should be a major consideration in their location. The usefulness of a public building is measured partly by the character of its design and the quality of its construction, and partly by the appropriateness of its location.

There are three major municipal buildings in the City of Berlin. These buildings were built over a period of years and are generally well located. Some of the sites, however, are of inadequate size to function at optimum efficiency, and some of the structures are functionally obsolete.

City Hall

The Berlin City Hall, located on North Capron Street, contains the Fire Department and Police Department as well as administrative offices and meeting rooms. The spaces are well utilized, but the building layout is so functionally obsolete that working efficiency is difficult. The site is also unusually small.

City Council Chambers, the City Treasurer's office, and the City Engineer's office are on the upper floor. In addition, the American Legion leases space, and rooms are used for public gatherings. Office space is inadequate.

The building should be renovated to permit more efficient use of space. This would require changes in the layout of the Police and Fire Department areas to provide access. Some of the land adjacent to and north of the present City Hall should be purchased in the future and used for off-street parking. If a parking deck were to be provided approximately two feet below grade with access from Fox alley, a one-story addition to City Hall could be built over the parking lot at some future time on the same level as the existing main floor of City Hall.

Library

The Carnegie Library, located on West Park Avenue was built in 1903 in the classical style of architecture. No significant alterations have been made and the building is now functionally obsolete. In 1966, the library contained approximately 16,000 volumes and had a circulation of 25,500. Physical facilities seriously limit service to the community. There is no space for records or films for audio-visual aids, a fine arts program or display space, or facilities for a senior-adult reading program (although some large print books have been acquired). In 1967, the City Council began negotiations with owners of the church property next door in an effort to enlarge the present facilities.

To enable a more adequate facility to be provided, property directly east of the library should be purchased and the library enlarged.

City Garage

The original portion of the city garage, located at 241 Spring Street, was built in 1930. A \$40,000 addition was built in 1963. The site contains approximately three-fourths of an acre and is well located being in the industrial area close to major transportation routes.

The older part of the building shows some deterioration. The addition, however, is in good condition. As the city grows and undertakes additional services, the city garage may have to be expanded in the future. If the city assumed the responsibility for garbage collection and chose to utilize city-owned trucks or to add equipment such as street sweeper or snow removal equipment that requires sheltered storage, the space would be inadequate.

Present discussions with Ripon and Green Lake suggest that Berlin may share in a joint venture for construction of an incinerator but collection would be left to private contractors.

Berlin Memorial Hospital

Based on a report prepared by John J. Flad and Associates, an architectural firm, the officials of the hospital have purchased a site for a new hospital in the northeast part of town next to the armory. The construction of the new hospital will permit an alternate use of the old facilities on Main Street. One of the major alternatives is to convert the old facility for geriatrics care for senior citizens making adjoining properties suitable for a senior citizens' housing project.

The major street plan has been revised since the preparation of the preliminary report to allow for a major street with two lanes of pavement on the south edge of the new hospital site between the hospital and Clay Lamberton School.

Public Services

A major objective of the Comprehensive Plan is to guide and direct the growth of the Berlin planning area so that it will be compact, but not congested, spacious but not too scattered. The proper balance between a spacious and compact development will insure the most economical provision of public utilities. Public services - the distribution of water, the collection and disposal of sewage, storm water drainage and garbage - are essential for the proper functioning of an urban area.

Publicly owned and operated utilities in Berlin consist of the sanitary and storm sewer system and a water distribution system. Being underground for the most part, these facilities attract little public attention or concern. Even though they are out of sight and taken for granted, the provision of these facilities is a major municipal function.

An ample supply of potable water, properly distributed to the population, has been essential to the existence and growth of cities since early times. More recently, an increased knowledge of the nature of diseases has placed more importance on the sanitary removal and disposal of waste. Berlin has been planning and designing these facilities for many years and has developed an extensive system of public services.

Sanitary Sewer System

The city's sanitary sewer system consists of lateral service lines connected to several main interceptor lines and lift stations that carry the effluent to a sewage treatment plant at Waushara Street and the Fox River. (See Plate 9.) The sewage treatment plant, constructed in 1951, is adequate for the foreseeable future. Industrial wastes, particularly from the tannery, should be pretreated by the industry prior to being introduced into the sewage system. The plant provides a two-stage treatment for both primary and secondary treatment of wastes. It has a capacity of 2,500,000 to 3,000,000 gallons per day and treats a volume of 700,000 to 900,000 gallons per day.

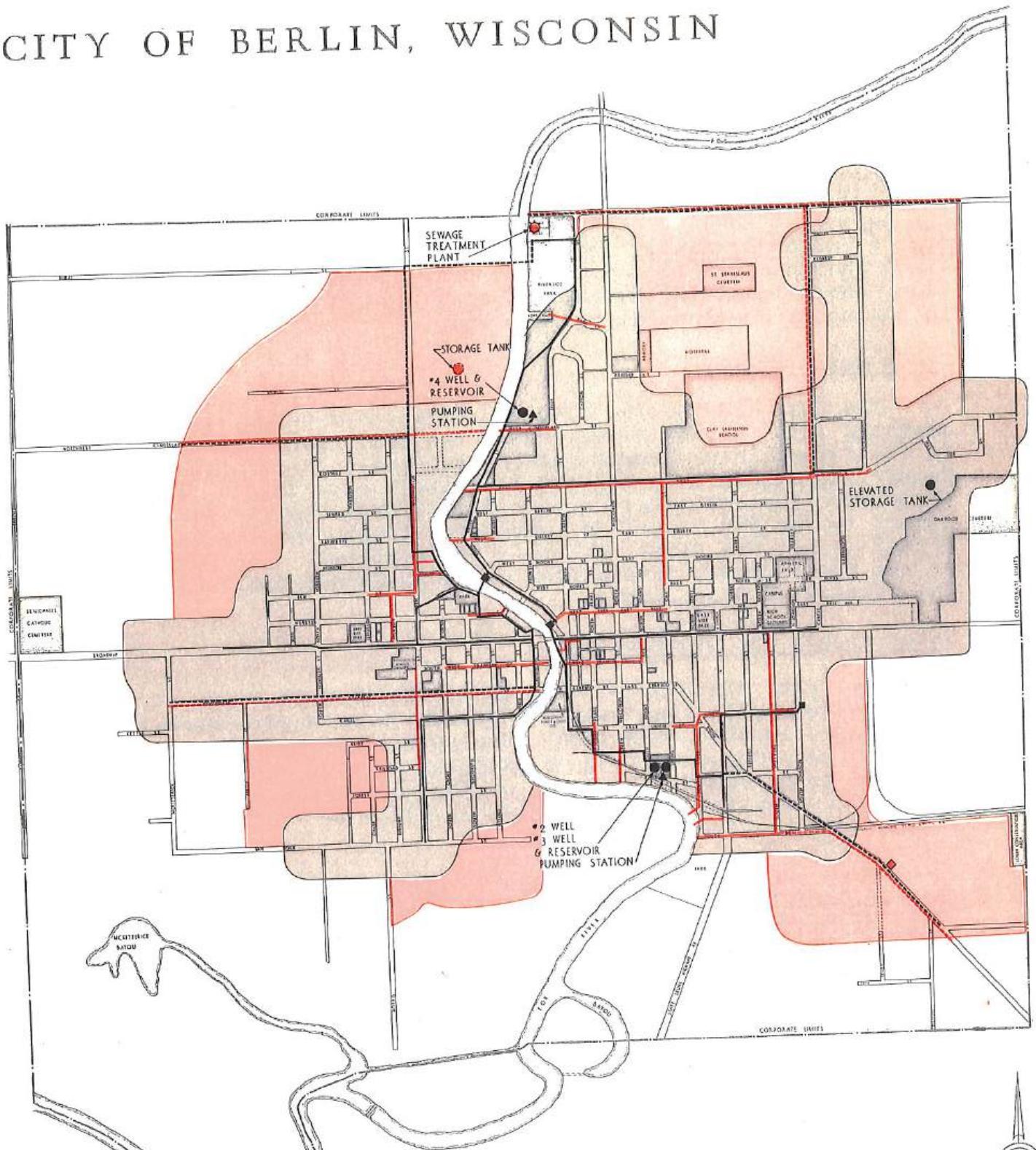
The system was designed to serve a population of 26,000 persons. Berlin has a population of approximately 19 percent of the design capacity, but uses 28 to 30 percent of the design capacity. This apparent over-use may be accounted for by the substantial amount of industry in Berlin. Berlin's current volume of sewage would be average for a population of approximately 8,000 persons.

Prior to establishment of the sewage treatment plant in Riverside Park, sanitary sewer laterals emptied into the Fox River polluting the water and making it an open sewer. The sanitary sewer system is separate from the storm sewer system. A study of condition and adequacy of the underground facilities should be made to schedule replacement of components and determine if larger sizes or additional lift stations are required. Almost all laterals are eight inches in diameter.

There are a total of four lift stations to service land areas of lower elevation and additional lift stations may be required as expansion of the community proceeds. Although the sewage treatment plant is presently adequate and will be for an estimated 5,500 persons, an engineering study of the adequacy and condition of the rest of the sanitary sewer system should be made as needed.

Sanitary sewers should be extended to all the developed area now served by water distribution as soon as possible. However, many water laterals, particularly in the older sections of the city, are in questionable condition and should

CITY OF BERLIN, WISCONSIN



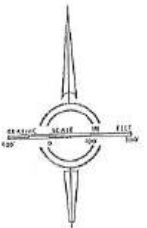
PUBLIC SERVICES

EXISTING

- SANITARY SEWER INTERCEPTOR
- STORM SEWER INTERCEPTOR
- AREA SERVED BY WATER & SEWER
- LIFT STATION
- WATER STORAGE TANK
- ▲ PUMPING STATION
- ★ SEWAGE TREATMENT PLANT

PROPOSED

- SANITARY SEWER INTERCEPTOR
- STORM SEWER INTERCEPTOR
- AREA SERVED BY WATER & SEWER
- LIFT STATION
- WATER STORAGE TANK
- ▲ PUMPING STATION
- ★ SEWAGE TREATMENT PLANT



HB
CA

HAROLD BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
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PREPARED FOR:
CITY PLANNING COMMISSION
BERLIN, WISCONSIN

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ACT OF 1937, AS AMENDED, AND WAS UNDERTAKEN
UNDER A CONTRACT WITH THE CITY OF BERLIN
DEPARTMENT OF PUBLIC UTILITIES

be replaced when street work is done. The mains appear to be in relatively good condition. Future residential expansion can permit scheduling of interceptor and lateral sewer lines over a period of time. The installation of sewer and water lines should occur in coordinated timing with street construction, where feasible, to avoid destruction of new pavement and to influence development of the land.

Storm Sewer System

The west side of the city has five storm sewer outlets emptying into the Fox River, while the east side has twelve. In the future, storm sewer interceptors will be required on Cumberland Street from McKitterick Street extended to the Fox River, for Southwest Ceresco Street from McKitterick Street to the Fox River, for Waushara Street from Leskey Street to the Fox River, and for Center Street. An extension of the South Street interceptor can accommodate drainage from the industrial development.

Water Supply and Distribution

The water distribution system is adequate in terms of capacity to supply the demand. However, many water laterals are in questionable condition. Recent street openings revealed severe deterioration of existing piping, however, mains appeared to be sound. A survey of the condition of the underground distribution system should be conducted to determine replacement requirements.

Berlin has three deep wells in operation and a water storage capacity of 739,000 gallons, sufficient to permit a full day's normal use without any additional water being pumped. Annual capacity is 686,200,000 gallons and annual demand is approximately 153,100,000 gallons. A small amount of caustic soda and a trace of chlorine are added and the water is fluoridated.

The peak demand in June of 1965 was 913,000 gallons and the low in February was less than half the June demand. The annual demand was less than 25 percent of the capacity and the peak demand was less than 50 percent of the daily capacity. Daily consumption of water averaged 86 gallons per capita in 1965 while capacity of the system averaged 388 gallons per capita. Peak demand in June required 188 gallons per capita which allows for 200 gallons of unused capacity per capita. Unless unusually demanding water using industry, such as glass manufacturers or rubber industries, are developed the supply is adequate for the foreseeable future.

Two wells and a 150,000 gallon reservoir are located at the rear of the Water Works Building. A 12-inch pipe feeds under Spring Street north to Huron Street, east to Oakwood Cemetery, then north to the 514,000 gallon elevated reservoir in the Quarry. Another well and a 75,000 gallon reservoir are located in Riverside Park immediately north of Cumberland Street. A 12-inch pipe feeds east to Oak Street, south to Marquette, and Marquette Street east to the elevated reservoir in the Quarry.

Although water distribution lines have been extended prior to extension of the sanitary sewer system in the past, these systems should be extended concurrently in the future as shown on Plate 9. The reservoir capacity of 739,000 gallons appears adequate for the present population, but will require expansion in the future to accommodate population growth and increasing per capita demand. By 1986, the water storage capacity should be equal to peak demand plus a reservation for fire fighting. This is estimated as a required capacity of 1,100,000 gallons or an increase of approximately 49 percent (350,000 gallon reservoir) over present capacity.

A water storage tank could be added in the future in the northwest part of the city where natural elevation could be utilized.

Solid Waste Disposal

Although garbage disposal is presently transacted on a private basis, consideration should be given to making this service a cooperative effort in which a publicly financed incinerator could be built to service Berlin, Ripon, and Green Lake. The garbage collection franchises should provide for the required use of the incinerator in order to justify financing of the plant by revenue bonds.

Prior to construction of the incinerator, definitive engineering studies should be performed which would take into consideration the projected population of Berlin, Ripon, Green Lake and any other users of the facility, as well as the type of incinerator, life of the incinerator, disposal of non-combustibles, trends in per capita refuse types, and amounts and disposition of industrial wastes. These and other engineering studies should be performed before any financial program can be developed.

Private Services

Provision of electric power, gas, and telephone service are necessary and important elements in any urban area. Although the responsibility of providing these services lies

with other than municipal agencies, and they are generally provided as needed, the planning of these facilities in advance of need can bring obvious benefits. For example, the relation of new extensions and service areas to the Land Use Plan can serve to avoid duplication and poorly located facilities.

Electrical transmission lines appear to be adequate to serve projected population growth. However, the northwestern part of the city west of Kossuth Street apparently needs additional gas service. An additional service line should be installed in Cumberland Street where sewer and water distribution systems are extended, and existing gas transmission lines should be extended to serve the areas around Leskey and Waushara Streets and the proposed industrial development south of South Street near Ripon Road.

CENTRAL BUSINESS DISTRICT

All communities require a strong, healthy, growing center commonly referred to as the Central Business District. The primary purpose of an urban community is to bring together a number of activities in such a fashion that they can operate more efficiently together than they could as isolated enterprises. It is self-evident that there should be one central place where this communication can take place.

Existing Situation

In a city the size of Berlin, the Central Business District serves a number of functions. It is and should continue to be the retail center. It also serves as the location for city offices as well as the center for professional and personal services. Within this area are also found churches, restaurants, lodges, and meeting places.

Although the condition of the downtown area may seem to be of little importance to the average citizen, the matter is not quite that simple. A city exists and grows by providing goods and services to persons living beyond its boundaries. The more persons served, the more business the city does, and the more it grows and prospers. Administrative officers are attracted to a vigorous active, attractive center. As more outside residents are attracted to Berlin to purchase goods and services, the more prosperous the city and its surrounding area will become and the more it will grow. When a farmer or resident of a small town living in the Berlin trade area takes his business to Fond du Lac, Oshkosh, or Green Lake, then Berlin suffers economic consequences that adversely affect everyone within the city.

A single, vigorous city center, providing a full complement of goods and services will attract more people who will come more often and from greater distances than would a number of smaller, less complete centers.

Berlin is not too different from most cities its size and age. The Central Business District which is the oldest part of the city, is surrounded by residential areas of fairly low density except for the industrial development to the south. No site in the Berlin trade area is as well located as the present downtown Central Business District.

Many cities have made studies to determine trends, economic growth potential, building condition and arrangement,

access and parking, all culminating in a long-range plan and a short-range action program for the Central Business District. The downtown area is of such importance to the city's economic welfare that even the most drastic or unusual public actions are warranted. Any plan for public action must have the support of the municipal authorities, the downtown businessmen, and the general public.

Business Establishment Survey

According to the business establishment survey, a majority of the local retail firms feel that their existing facilities are adequate. (See Table 16.) Approximately one-fourth of the firms anticipate future expansion; the majority indicating that it would be in the Berlin business district. Most of the firms felt that their present location was suitable; but they indicated that a lack of adequate parking, poor traffic circulation, and poor building appearance are serious defects.

The average trade area was stated as 23 miles. The majority of the customers reside in Berlin. A vast majority of the firms felt that the business district did not attract all the customers it could, but with certain improvements could increase the number of customers.

Trade Area Survey

Berlin serves as a trade center for convenience goods rather than for primary goods. Persons contacted indicated that their main reason for visiting Berlin was to shop for secondary goods. (See Table 17.) Over one-half of the persons last purchased key clothing items in other communities, because of the better selection that was provided. When asked to give their opinion of the Berlin business district, a substantial number of customers rated the selection of merchandise as poor, and approximately 50 percent rated parking and traffic conditions as poor. In addition, the persons contacted expressed a strong desire for more retail facilities, to provide a better selection.

Evaluation of Buildings

Most of the downtown buildings are two stories high, in fair condition, and over thirty years old. (See Plate 10.) The commercial buildings on the east side of the river are generally in better condition than those on the west side. However, few buildings were classified as being in excellent condition.

Table 16

CHARACTERISTICS OF THE
DOWNTOWN BUSINESS ESTABLISHMENTS

Berlin, Wisconsin

1. 229 - Employees and proprietors
132 male; 97 female
5 out of 6 live in Berlin
2. Merchandise comes from -
East - 22 percent
Midwest - 39 percent
West - 22 percent
South - 17 percent
3. Is building adequate in regard to -
Sales or service space? 52% Yes - 44% No
Storage space? 64% Yes - 32% No
Loading space? 68% Yes - 28% No
4. Do you anticipate any expansion? 24% Yes - 72% No
5. Expansion would occur - two kinds in downtown
6. Four-fifths of the merchants lease their space.
7. Three-fourths think their present location is the most suitable one in the business district.
8. Downtown business people consider that the most critical downtown problems are -
Lack of adequate parking - 41 percent
Appearance of building - 24 percent
Poor traffic circulation - 21 percent
Inadequate variety of merchandise - 7 percent
9. Business men estimate that two-fifths of their customers come from outside Berlin. The average trade area radius is 23 miles. Almost three-fourths of the merchants believe that the downtown area is not attracting all the customers that it should, and 84 percent think that with some improvements, there would be more customers.
10. Almost 90 percent report increases in business activity over the past 10 years, but almost half report adverse effects from competition of discount stores.

Source: 1966 Survey, Harland Bartholomew and Associates.

Table 17

CUSTOMER CHARACTERISTICS
CENTRAL BUSINESS DISTRICT

Berlin, Wisconsin

1. Customers come from -

Winnebago County	-	33%
Waushara County	-	17%
Green Lake County	-	50%
		<u>100%</u>
Berlin	-	38%
Green Lake	-	20%
Omro	-	20%
Other	-	22%
		<u>100%</u>
2. The average family -
Has 3.6 persons in it. Its head is 44 years old, owns its own home (86 percent), and does 54 percent of its shopping in the Berlin business district.
3. 7 percent visit the downtown area everyday -
38 percent every other day
17 percent once a week, and
38 percent less often than once a week
4. Almost half (47 percent) come to shop -
17 percent for business, financial and legal matters
18 percent for medical or dental appointment, and
the remaining 18 percent for a wide variety of reasons.
5. In the Berlin business district -
43 percent bought their last coat
34 percent their last suit
50 percent their last shoes
6. "Better selection" was given as the major reason (60 percent) for purchasing goods elsewhere.
7. Customer opinion of downtown Berlin in that -

	Good	Fair	Poor
Selection of merchandise is -	26%	48%	26%
Prices are -	32%	53%	15%
Building appearance is -	40%	49%	11%
Employee attitude is -	59%	30%	11%
Parking facilities are -	23%	28%	49%
Traffic conditions are -	22%	25%	53%
8. New businesses that would encourage more use of the business district are reported to be -

Retail	40%
Personal service	4%
Professional service	20%
Amusement	32%

Source: 1966 Survey by Harland Bartholomew and Associates.

The classifications used in evaluating the buildings are as follows:

- Excellent - A modern building; can serve another 20 to 30 years without remodeling.
- Good - Will require remodeling and renovation to permit satisfactory service for 20 to 30 years.
- Fair - Will require major remodeling, possibly should be torn down and replaced.
- Poor - Substandard; should be torn down and replaced.

In evaluating the condition of structures, external survey techniques were utilized, combined with spot checks of the interiors and rears of the buildings. An evaluation of this type is based on observed structural deficiencies that are often symptomatic of serious interior problems. Condition of buildings is such that an urban renewal project is feasible, and the outline of such a project is shown on the Central Business District Plan.

Existing Parking Facilities

In general, two types of persons seek parking spaces in and near the Central Business District: (1) the customer or patron who is of prime importance to the well-being of the Central Business District, and (2) the employee or owner of the retail store or office, who requires all-day parking. The shopper requires short-term parking in close proximity to his destination. Sound economics dictate that most convenient parking be reserved for the customer and not pre-empted by the employee or proprietor. Parking facilities in the Central Business District as of August, 1966 may be summarized as follows:

Type of Space	Municipal ¹		Private ¹		Total
	W	E	W	E	
On-Street ²					
2 hour metered	66	221	-	-	287
12 minute metered	-	2	-	-	2
Other	73	135	-	-	208
Off-Street					
Paved ³	26	-	154	55	235
Unpaved	-	-	220	212	432
Total Parking Supply	165	358	374	267	1,164*

¹Due to the river bisecting the CBD, data was divided according to the west (W) or east (E) side of the Fox River.

²Of the on-street parking spaces, 135 are diagonal parking and 4 are parallel parking on the west side of the river. On the east side of the river 85 are diagonal and 273 are parallel spaces.

³The only municipal parking lot is located on Water Street across from the City Hall.

*Location is shown on Plate 11.

Approximately 66 percent of the available parking spaces were occupied. As the day of the survey was a normal working weekday in August, the demand for parking would undoubtedly exceed the supply on Saturday, the biggest shopping day of the week. About 35 percent of the women in the community are employed which contributes to Saturday being the busiest shopping day. Since the submittal of the preliminary report, the city established a 30 space paved parking lot behind the post office, shown on Plate 11, and Kroger's added a new lot on Broadway.

Central Business District Plan

The Central Business District Plan (see Plate 12) is designed to accomplish several objectives, among which are the following:

1. Improve appearance at the riverfront.
2. Provide commercial expansion in downtown Berlin to meet future needs.
3. Improve traffic circulation.
4. Provide expansion area for public buildings.
5. Provide a built-in downtown population through increasing residential density.
6. Provide a system of off-street parking facilities related to the downtown business district.
7. Provide a more attractive image of downtown.
8. Be practical - within reach of the community.

The park system would be expanded along the Fox River. The West Bank Park along Webster Street should be expanded to the north and to the south along the river as far south as Broadway. Along the eastern banks of the Fox River, the park should be extended along Water Street as far south as West Franklin. When the Water Street connection is made with West Park, the area along the river and west of Capron should be treated as a village green or village square.

Several substandard buildings along Huron and Water Streets should be removed, enabling an opening-up of the land along the Fox, making it attractive. At the same time, the river would be opened to the City Hall on Capron and an attractive "front yard" created for the city building. The Farmers Market should be permitted to continue use of this "front yard" as a market place.

Commercial Expansion

The plan provides for expansion of the Berlin business district primarily in the area west of the river north of Broadway and south of Webster Street. This area should be completely cleared and a new "downtown shopping center" with parking created along Broadway. The park should open into the shopping center. A good start has already been made with the construction of the new Kroger store and automobile sales agency on Broadway in 1967.

The commercial area on the east side of the river should be provided with additional parking facilities backing up to the business properties fronting on Huron. Several new parking lots along Park Street and Franklin Street should be established. When the angle parking is taken off of Broadway, the conversion will result in a net loss of 24 spaces, which should be provided for in off-street parking lots. There are presently 133 on-street spaces along Broadway.

In order to connect the two business areas, a pedestrian bridge should be provided north of the bridge on Huron-Broadway.

The new shopping center north of Broadway provides for approximately 75,000 square feet of new commercial floor space after deducting existing commercial footage to be removed. This is to serve the needs of the 1986 population and trade area. There were 400,000 square feet of gross general retail floor space in 1966. The parking ratio was one square foot or parking to every 344 square feet of gross commercial area. This ratio is too low and should be increased to approximately one to 254 square feet by 1986. This information is summarized as follows:

Existing Floor Space in CBD

General Retail	400,000 square feet
Existing Parking Supply	1,164 spaces
Parking-Floor Space Ratio	1 space to 344 square feet

Future Floor Space in CBD-1986

Existing Floor Space	400,000 square feet
Shopping Center	75,000 square feet
Total	475,000 square feet

Future Parking Supply

Existing Parking Spaces*	1,164 spaces
Future Parking	715 spaces
Total	1,879 spaces

Parking-Floor Area Ratio 1 to 254 square feet

*Does not include new 30 space Post Office lot nor Kroger lot.

Traffic Circulation

The new bridge over the river at Ceresco Street would reduce the amount of truck traffic over the old bridge and along the city's retail business street. Reconstruction of Huron Street with related sidewalk construction and landscaping improvements will be of assistance also. Street stop lights should be provided at the intersection of Wisconsin and Huron and at Capron and Huron or Pearl and Huron. Pending determination of appropriate locations for the latter two, conduit should be installed under the new paving which would permit any and all alternatives. Pearl Street should be one-way from Huron Street south. Water Street should be extended in an easterly direction to join Park Street thus creating an open area in front of the City Hall.

Public Buildings

Expansion area is provided for the City Hall to the north if expansion is required in the future. Also recommended in the plan is additional public and semi-public land along Park Avenue backing up to the residential district.

Residential Development

The plan provides for the retention of residential development in the north, southeast, and southwest parts of the CBD. In these areas, the density of housing can be

increased to provide for two-family dwellings or apartment houses. In the area near the existing hospital, it is conceivable that housing for the elderly could be built. This location would be very desirable for such a residential development.

Future Parking Facilities

Provision of 715 additional off-street parking spaces less new parking lots built in 1967 strategically located are proposed. These additional spaces represent the new increase when the spaces lost due to the change of diagonal parking to parallel parking on Broadway-Huron and other necessary changes are subtracted. Some of the new spaces would serve multiple purposes such as the lot provided at Park and Adams which could also serve the hospital requirements. The new lot on Franklin and Mound would also be useful for church parking in addition to serving the needs of the businesses on the south side of Broadway. The new lot on the north side of Broadway could hold approximately 100 cars. The new parking lots should contain tree planting and landscaping.

Improving the Appearance of Downtown Buildings

Many of the buildings downtown were built in the late 1800's and a Victorian theme could be used when they are rehabilitated. Some of the residential buildings surrounding the Central Business District and fronting on Spring, south of Huron, are typical of this period also. The city of Geneva, Illinois developed a Victorian theme by permitting old houses to convert to commercial shops. The Wells Street shopping area in Chicago is another example of period architecture being used successfully to give a special character to a business district.

Another example of the possibilities for Berlin is demonstrated in New Glarus and Monroe, Wisconsin, where a Swiss theme resulted in painted and redecorated exteriors of the buildings in a colorful and decorative fashion. The Town and Country Restaurant in Berlin has already created a very attractive store front appearance in Colonial style. Another practical idea would be the cooperative effort of all businessmen on the north side of Huron to provide awnings for shoppers in the summer. In New Glarus, the Chamber of Commerce secured similar cooperative action.

Property owners should adopt a distinctive theme for the entire downtown. As each one in turn fixes up his store front,

makes an addition, or builds a new building, the eventual desired result will be achieved. One only has to look at the large and successful shopping centers in large cities to see how effective a dominant architectural theme is in creating an attractive business area.

When the new commercial area is developed on the north side of Broadway, west of the river, one building could be built to contain all businesses that wish to be located in that area. This type of development has been successfully carried out in Urbana, Illinois in the Lincoln Square project.

Visual Features

Visual features such as decorative fountains, flagpoles, drinking fountains, large trees, covered walkways, sculpture, and street furniture should be provided in the downtown area. Some features would be located in the park along the river and in the village green, providing pleasant stopping places for shoppers to sit down or meet their friends.

Urban Renewal

The Central Business District Plan contains a line that represents the boundaries of a proposed urban renewal project. Within this area, buildings could be cleared, rehabilitated, or left untouched as their conditions warrant. (See Plate 12.)

Any urban renewal project must have the support and cooperation of local residents and purchasers for the land obtained by the urban renewal authority. Berlin is fortunate in having an Industrial Development Corporation which may be able to assist in developing land included within the project. It would be helpful if this corporation could assist the city in renewing the downtown just as they have already proven to be successful in industrial development.

The urban renewal area has been tentatively outlined in as broad a scope as possible and costs have been inflated to insure maximum flexibility in developing a plan. The actual costs would undoubtedly be reduced substantially after a survey and planning study was performed to provide sufficient detailed information on which to base planning decisions. However, limitations on funding at the federal level require a broad request for fund reservations that can be reduced without difficulty but which cannot be increased without beginning the process of a survey and planning application over again. As much time as four years could be lost by requesting too small a reservation of funds. Therefore, it is more prudent to submit an application for a reservation of funds that will be unquestionably adequate.

CAPITAL IMPROVEMENTS

A municipal government is similar to a public utility except that the services it provides are more varied and the standards for them less well recognized. Public utilities have carefully prepared and financed improvement programs that keep their physical plant up-to-date and efficient. An electric or telephone company, for example, would not allow its equipment to become obsolete or its maintenance costs to get out of hand. A city is no different. The systems of streets, sewers, water, public buildings, parks, police and fire protection, etc., must be kept up-to-date. This requires careful scheduling and financial planning. It cannot be left to chance. Capital improvement programs related to financing realities should be an integral part of municipal operations.

Municipal Revenues and Expenditures

Total revenues of the City of Berlin have increased from \$329,000 in 1960 to \$434,000 in 1965, or about 31 percent. (See Table 18.) Total expenditures have increased from \$278,000 in 1960 to \$375,000 in 1965, or an increase of approximately 35 percent. More than 85 percent of the increased revenue came from general taxes, gifts and grants and special assessments while the greatest amount of increase in expenditures was for protection of person and property and for education and recreation. The significant increase in expenditures for streets and other transportation facilities since 1960 reflects a change from a pattern of minimal maintenance and patching to one of replacement of worn out facilities.

Expenditures by the City of Berlin for the operation of the municipal government have increased continually as they have for almost all cities. Total operating costs have increased from \$222,857 in 1960 to \$280,475 in 1965, or almost 26 percent, while outlays for materials and contractual work have increased almost 73 percent during the same period.

Berlin's major sources of revenue are from property taxes, utility and income taxes from the state and from state aid for local street improvements. These sources of revenue have increased greater than expenditures. However, the expenditures do not reflect costs of deferred improvements.

The Berlin School District property tax accounts for almost 62 percent of the total tax on property and increased by almost 16 percent from 1960 to 1965. The City of Berlin accounts for less than 20 percent of the total tax on property and this decreased by about 7 percent from 1960 to 1965. The growing school enrollment will require a greater share of the property tax to provide for additional school facilities in

Table 18
MUNICIPAL REVENUES AND EXPENDITURES

Berlin, Wisconsin

	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
<u>REVENUES</u>						
General Taxes	210,118	203,346	183,806	228,768	217,493	278,917
Licenses	9,234	8,781	6,849	7,132	7,059	6,890
Permits	NA	NA	2,441	1,901	1,854	2,259
Fines and Forfeitures	1,352	1,596	2,676	2,490	4,276	6,401
Gifts and Grants	56,070	59,726	60,205	62,046	63,207	65,909
Special Assessments	5,687	7,649	7,056	4,475	8,388	16,768
All Other	25,725	26,862	25,857	25,380	28,518	28,524
Total General Revenue	308,186	307,960	288,890	332,192	330,795	405,668
Interest	4,663	6,217	6,395	6,510	7,847	4,719
Rent	1,885	2,264	1,961	2,062	1,876	1,872
Departmental Earnings	11,719	1,921	18,085	21,844	24,203	21,877
All Other	2,642	12,879	137	179	126	153
Total Commercial Revenue	20,909	23,281	26,578	30,595	34,052	28,621
<u>TOTAL ALL REVENUES</u>	329,095	331,241	315,468	362,787	364,847	434,289
<u>EXPENDITURES</u>						
General Government	37,703	43,862	44,503	48,265	50,008	52,015
Protection of Per- son and Property	52,325	56,204	62,413	63,826	73,275	78,077
Health and Sani- tation	3,738	3,009	3,044	3,003	4,018	4,098
Streets and Transportation	60,700	64,637	72,497	77,879	72,976	68,300
Education and Recreation	14,144	21,717	23,285	23,169	24,830	28,878
Charity	2,741	3,840	1,891	5,675	3,452	1,460
Indebtedness	25,725	25,275	25,813	25,338	25,850	28,313
Development	NA	NA	NA	939	184	406
Unclassified	12,781	12,692	12,342	12,944	14,968	15,232
Public Service Enterprises	13,000	10,000	3,000	3,000	3,000	3,696
Total Operating Costs	222,857	241,236	248,788	264,038	272,561	280,475

(continued)

Table 18 (continued)
MUNICIPAL REVENUES AND EXPENDITURES
Berlin, Wisconsin

	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
<u>OUTLAY</u>						
General Government	638	917	14,427	945	3,807	2,981
Industrial Development	1,200	NA	NA	NA	NA	NA
Protection of Person and Property	936	433	437	843	2,499	593
Health and Sanitation	NA	NA	NA	720	NA	650
Streets and Transportation	49,787	82,073	39,173	82,809	60,352	90,403
Education and Recreation	701	609	616	194	153	NA
Public Service Enterprises	1,555	5,956	4,721	NA	NA	NA
Total	<u>54,817</u>	<u>88,988</u>	<u>59,374</u>	<u>85,511</u>	<u>66,811</u>	<u>94,627</u>
<u>TOTAL ALL EXPENDITURES</u>	277,674	330,224	308,162	349,549	339,372	375,102

the future, and it is likely that the City of Berlin will receive an even smaller share of the property tax.

Assessed Valuations and Tax Rates

The assessed valuation of property in the city determines the amount of money that can be raised through a given tax levy and the bonded indebtedness that the city may incur. This indebtedness is set by state statutes at 5 percent of the equalized value for general government.

Assessed valuations in 1961 were 11.3 million dollars, with estimated equalized value at 20.6 million dollars. The assessed value represented 55 percent of market value. The assessed value of property in the city increased to 12.3 million dollars in 1965 and the estimated equalized value was considered to be 27.9 million dollars. The assessed value then represented 44.1 percent of market value. (See Table 19.) The equalized value per capita was \$4,238 in 1961. The assessed values and resulting equalized values have increased steadily since that time to a total equalized value of 27.9 million dollars in 1965. Based upon an estimated population of 4,925 persons, the equalized value per capita in 1965 was \$5,689.

Property taxes paid by property owners in Berlin are determined by the assessed values of the property and the aggregate tax levy of the city, the school district, Green Lake County or Waushara County (whichever county the property is located within), and the State of Wisconsin. The City of Berlin's tax levy in 1961 was .0088536 out of the total tax levy of .042000 or 42 mils. The tax rates for the city, school district, the county, and the state have varied widely in the intervening years. In 1965, the City of Berlin's tax rate was 10.8 mils out of the total tax mil rate of 55 mils. The city portion of the tax levy was 21.1 percent in 1961 and 19.6 percent in 1965.

A total tax rate varying from 42 mils in 1961 to 55 mils in 1965 has produced an increasing total tax levy. The total tax rate and the assessed valuations have increased steadily during the five year period. The resulting tax levies increased from \$468,000 in 1961 to a total of \$697,000 in 1965.

Bonded Indebtedness

The total bonded indebtedness of the City of Berlin as of December 31, 1966, was \$419,000. The outstanding bonds are shown below:

Table 19

ASSESSMENTS AND TAX RATES

Berlin, Wisconsin

	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
	<u>ASSESSED VALUATION OF PROPERTY</u>				
Total Assessed Value	10,871,000	11,252,000	11,382,875	11,783,200	12,346,150
Estimated Equalized Value	20,555,820	21,665,180	23,882,560	26,672,430	27,936,790
Berlin Population (Est.)	4,850	4,865	4,880	4,895	4,910
Equalized Value Per Capita	4,238	4,453	4,893	5,448	5,689
(Increased Average 7.67%)	-	+5.07%	+9.88%	+11.34%	+4.42%

TRENDS IN TAX RATES

(Tax Rate Per \$1,000 of Assessed Value)

Taxing Agency					
City of Berlin	.0088536	.011115	.008616	.010453	.010769
School District	.0223331	.027846	.029904	.031841	.033810
Green Lake County	.0104353	.010654	.011060	.009753	.009968
State of Wisconsin	<u>.0003780</u>	<u>.000385</u>	<u>.000420</u>	<u>.000453</u>	<u>.000453</u>
Total	.042000	.050000	.050000	.052500	.055000
Total Mil Rate	42 mils	50 mils	50 mils	52.5 mils	55 mils

PERCENTAGE DISTRIBUTION OF TOTAL TAX RATE

Taxing Agency					
City of Berlin	21.1	22.2	17.2	19.9	19.6
School District	53.2	55.7	59.8	60.6	61.5
Green Lake County	24.8	21.3	22.1	18.6	18.1
State of Wisconsin	<u>.9</u>	<u>.8</u>	<u>.9</u>	<u>.9</u>	<u>.8</u>
Total	100.0	100.0	100.0	100.0	100.0

Total Tax Levy

(Excludes)

Waushara County	467,877	565,899	581,477	624,277	697,169
	3,632	4,676	4,748	5,162	5,383

Year	Outstanding Debt		Total
	Sewage System ^{a)}	High School ^{b)}	
1967	257,000	162,000	419,000
1968	241,000	141,000	382,000
1969	225,000	119,000	344,000
1970	209,000	96,000	305,000
1971	192,000	73,000	265,000
1972	174,000	49,000	223,000
1973	156,000	25,000	181,000

a) Self-liquidating bonds.

b) Funds are on hand to satisfy this obligation.

The bonded indebtedness limit in 1966 is estimated at approximately \$1,395,000. The outstanding bonded indebtedness, (not on a self-liquidating basis), was \$162,000 leaving an unused balance of \$1,233,000 remaining bond limit.

In 1967 the general bonding limit of the city is estimated at \$1,632,262; the present general obligations bonds outstanding at that time will be \$162,000 which leaves a remaining bonding power of about \$1,470,262. (See Table 20.) By 1973, the estimated bonding power of the city would be about \$2,607,000. The City of Berlin has a sufficient bonding power to finance a substantial public improvement program.

Proposed Capital Improvement Program

The proposed six year capital improvement program aggregates \$1,380,000, well within the estimated bonding power of the city. The program is summarized in Table 21.

Major Streets

The major street plan proposes the widening and improvements of Main Street (Broadway-Huron) and engineering studies are currently underway to provide plans for the improvement. The reconstruction and improving is estimated to cost \$33,000 and the utility lines construction \$50,000. If plans are completed this year costing approximately \$7,000, the project should be undertaken in 1968.

Library Site Expansion

Under normal procedures actual spending of urban renewal funds could not be expected for about two years. The church site currently for sale adjacent to the library is, therefore, budgeted for 1967 at the current price of \$12,000, to accommodate \$8,500 purchase and \$3,500 site clearance and preparation.

Table 20

ESTIMATED FUTURE BONDING LIMITS: 1967-1973

Berlin, Wisconsin

Year	Estimated Population	Est. Equalized Value/ Capita (1)	Estimated Equalized Value	General Bonding Limit (2)	Present General Obligation Bonds Outstanding (3)	Estimated Remaining Bond Limit
1967	4,950	6,595	32,645,250	1,632,262	162,000	1,470,262
1968	4,965	7,101	35,256,465	1,762,823	141,000	1,621,823
1969	4,980	7,646	38,077,080	1,903,854	119,000	1,784,854
1970	5,000	8,232	41,160,000	2,058,000	96,000	1,962,000
1971	5,025	8,863	44,536,575	2,226,829	73,000	2,153,829
1972	5,050	9,543	48,192,150	2,409,608	49,000	2,360,608
1973	5,075	10,275	52,145,625	2,607,281	25,000	2,582,281

- (1) Based on increase per capita from 1961-1965 trend and adjusted for anticipated construction.
- (2) Based on five percent for general government as the school system is separate.
- (3) Based on maturity table as supplied by the City of Berlin. This includes bonds for which funds are available and excludes the self-liquidating bonds which do not limit bonding power.

Urban Renewal

The capital improvement program is largely an urban renewal project as the central area is where the most improvements need to be made and where the most problems of the city are found. In brief, the urban renewal project would cost the City of Berlin \$3,000,000 if federal funds and the urban renewal program were not used. However, if the city does use the federal urban renewal program, it will require an investment of approximately \$1,250,000 to gain the same benefits achievable under urban renewal. The program, size of area, and costs can be reduced after closer examination through survey and planning activities. The examination or survey and planning should cover the largest area and program possible because decreases in scope and cost are possible while increases would require beginning all over again with a new application.

The urban renewal plan for the central area includes a total area of approximately 100 acres proposed for rehabilitation and remodeling of existing structures, clearance of deteriorated buildings that are past the point of economic rehabilitation and provision of adequate public and private facilities.

The following paragraphs summarize the activities to be undertaken in the Central Berlin Urban Renewal Project area and include estimates of total public costs both federal and city. The city's share of the costs are also shown on Table 21.

1. Survey and Planning Funds. Approximately \$23,000 for the preparation of a "Survey and Planning Application" and for the administrative and planning funds will be needed to undertake the cost of planning in detail what should be done in the renewal project. This cost would be borne by the city to accelerate the program and is listed for expenditure in 1967 and 1968.

2. Webster Park. Expansion of site \$80,000; enclosure of swimming pool and construction of new field house including bathhouse and warming house \$45,000; development of boat docking and launching facilities \$50,000. Together the three items total \$175,000 which should be contributed by the city as part of the total city contribution.

3. Shopping Center. Based on the preliminary studies of the feasibility of a renewal project, it was estimated that approximately \$1,000,000 would be needed to acquire and demolish present structures west of the river. Of this total, \$250,000 (1969-70) would represent the city's share, the balance of the

cost to be borne by the federal government as a part of the renewal project. These figures do not include resale of the land for commercial development which would decrease the net cost.

4. Off-Street Parking. Based on the parking studies, it was determined that additional parking lots were needed downtown which would cost approximately \$750,000 to purchase and develop. Under the renewal project the cost to the city would be \$188,000 and is scheduled over a four year period beginning in 1969. These could be financed by revenue bonds and still count as part of the local share if no special assessments are made. However, effort should be made to keep the parking free.

5. Library. The expansion and renovation of the library is estimated to cost approximately \$100,000 which is scheduled for 1971-72 and is considered as a contribution by the city to the project as part of its one-fourth share of the total cost of the total renewal project.

6. Elderly Housing. Provision for land acquisition to provide a site is estimated to cost \$150,000 which would be a part of the cost of the overall project and not directly attributable to the city in any one year.

7. City Hall. Renovation is estimated to cost \$50,000 which would be scheduled for 1972.

8. Town Square. Redevelopment of the town square is estimated to cost \$335,000 of which \$59,000 would represent the city's share. Much of the total cost represents land acquisition of existing land and buildings.

9. Open Space. The acquisition of this property is estimated to cost \$95,000 and the development of the site for parking and recreation is estimated to cost \$20,000. Of this total amount of \$115,000, it was estimated that the city's share would be \$29,000 as a part of the renewal project scheduled for 1971-72. Actual timing could be adjusted after survey and planning studies.

10. Ceresco Street Bridge. Reconstruction of Ceresco Street with provision of necessary utilities and construction of a new bridge across the Fox River is estimated to cost \$390,000. Utility line construction is estimated to cost \$103,000 and the street construction and reconstruction is estimated to cost \$115,000. Due to the fact that the Ceresco Bridge will be on the edge of the renewal project, \$213,000 of the \$218,000 is scheduled for 1971 and 1972 as the city's share of the urban renewal costs. Estimated cost of the bridge over

the Fox is \$172,000, scheduled for 1970 and 1971. Any non-federal portion of this expenditure donated by the State of Wisconsin is credited to the city even though the cash outlay did not come from the city. The figures on Table 21 do not reflect these amounts or donations and thereby can be reduced by any state, local or private contributions.

11. Pedestrian Bridges. The estimated cost for providing pedestrian bridges is \$14,000 which is considered to be included in the city's share as part of the renewal project and is scheduled for 1971.

These 11 improvements would cost the City of Berlin over \$3,000,000 (if the urban renewal program is not used) without consideration being given to the private money that would have to be generated of an estimated \$5 million additional expenditure or approximately \$8 million total value of new improvements to the City of Berlin. A city investment of \$1,250,000 to be repaid over a 20 year period would amount to an annual repayment of \$55,000 plus interest. The increased revenue from new construction and commercial activity and \$34,150 or about half the amount currently allocated to streets and other transportation facilities could repay the bonds following current growth rates without any significant effect upon the present property tax levy.

The state's share of the cost of reconstructing Huron Street and repaving Broadway Street may be deducted from the city costs of the urban renewal program if a project is submitted and approved by the Department of Housing and Urban Development less than three years after eligible work has begun.

The sale of bonds should also not occur all in one year, but be staged over a four year period to reduce any adverse interest charges. The capital improvement program is well within the projected bonding power of the City of Berlin and is an opportunity to provide a significant future for present and forthcoming generations.

Schools

Although schools are an integral part of the community and construction of these facilities must be coordinated with the growth of the community they are not included in this proposed capital improvement program because the Joint School District No. 1 is a separate administrative and taxing body.

Priorities for Improvements

The capital improvements program is designed so that the expenditures for the various improvements are spread over a six year period so far as practicable. They tend to cluster most heavily in the three year period from 1969 through 1971 as this is a reasonable period of execution for the majority of undertakings in the proposed urban renewal program through which funds would be available for large-scale improvements.

An alternative program without urban renewal was outlined at a local cost of approximately one-half the proposed program, but it would accomplish only one-tenth the amount of improvement and would not permit treatment of the central business district.

Financing the Program

The proposed six year capital improvement program would require the City of Berlin to issue \$1,100,000 in general obligation bonds for municipal purposes. It is proposed that the city issue these bonds in accordance with the priorities established in the capital improvements program, ranging from \$100,000 in 1968 to \$400,000 in 1971. The estimated future bonding limit of the city indicates an increasing assessed valuation of property and an increasing equalized value.

The proposed program would create a debt service requirement of \$86,200 by 1972. No additional tax levy would be required to raise tax moneys to pay this debt service. The 1965 tax rate of 10.8 mils could remain if past growth trends in equalized value continue.

Year	Amount of Issue	Out- standing Debt	Payments		Total Debt Service Require- ment	Increased Revenue Over 1965(1)
			Prin- cipal	Interest		
1968	100,000	100,000	-	-	-	21,000
1969	300,000	395,000	5,000	3,000	8,000	48,000
1970	300,000	675,000	20,000	11,850	31,850	62,000
1971	400,000	1,040,000	35,000	20,250	55,250	63,000
1972	-	985,000	55,000	31,200	86,200	78,000
1973	-	930,000	55,000	29,550	84,550	78,000
1974	-	875,000	55,000	27,900	82,900	95,000
1975	-	820,000	55,000	26,250	81,250	114,000

(1) This column indicates the amount of excess revenues over and above 1965 real estate tax revenues, resulting from increased equalized values and a 1965 constant mil rate of 10.8 mils.

The table above indicates that the outstanding debt created by the proposed program (in addition to present bonds outstanding) would increase from \$100,000 in 1968 to a high of \$1,040,000 in 1971, following the final issue of \$400,000 in bonds that year.

The City of Berlin will have \$141,000 outstanding in general obligation bonds in 1968. Thus, the total outstanding debt in 1968 (excluding self-liquidating bonds) for the City of Berlin would be \$241,000 if present issues are added with the proposed program. At that time the general bonding limit of the city, as established by state statutes, would be \$1,430,665. Thus, the existing and proposed debt would use approximately 17 percent of the debt limit requirement of the community in 1968.

The Comprehensive Plan for Berlin provides a guide for obtaining a more efficient and pleasant community. Whether its objective is reached depends upon the willingness of the citizens to undertake essential improvements to maintain and improve the community. The financial analysis indicates that the citizens of Berlin could carry out the proposed six year program for improvements without financial strain. The program is within the legal debt limit established by state statutes, and a relatively small increase in the total tax rate might be required to accommodate other increased government costs. The decision rests with citizens of Berlin.

IMPLEMENTATION

The completion and adoption of the Comprehensive Plan are only the beginning and not the end of the planning program. The plan itself is a blueprint for the orderly, efficient, and attractive community that Berlin can be in the future. This can be accomplished through careful guidance and direction of the many day-to-day activities affecting the physical city and by gradually carrying out the various improvements proposed in the plan. The plan is of little or no value unless it is followed and its recommendations are carried out.

The plan should be adopted by the City Planning Commission, kept up-to-date and thereafter periodically reappraised and revised when necessary to meet changing conditions. It is not too great a task to prepare a planning program, but to preserve the plan's integrity and to consistently carry out its proposals is much more difficult.

Both public and private improvements must be coordinated with some single overall scheme if a satisfactory community is to be created. Into the development of each parcel of private property and the planning for each public project, must necessarily go a significant number of detailed considerations on the part of many individuals and groups. Throughout the next 20 years countless decisions of this type will be made. No single group in a given time can possibly foresee the ramifications of all these many decisions. Many people will be involved in programs recommended by the comprehensive plan. The plan, consequently, will require changes and modifications in the future, in order that it always represent the latest and best thinking for the future development of the city. The basic principles set forth in this plan should remain valid, however.

Subdivision Regulations

Any physical expansion of a community is primarily accomplished by the development of new subdivision land. The process of platting new streets, blocks and lots establishes a pattern which firmly attaches itself to the land and, thereafter, is difficult to change or alter. Therefore, it is essential that the process of subdividing land be subject to reasonable public regulations and control so that the pattern of development is properly related to the overall community plan. This procedure will protect the interest of the prospective purchaser, the developer, and the city. The creation of new subdivisions often offers opportunities for implementing

various proposals of the comprehensive plan such as the location of major thoroughfares, sites for schools, parks and other public facilities.

Subdivision Planning

Subdivision regulations are one of the most important tools available to implement the Comprehensive Plan of Berlin and obtain orderly growth in the community. The City of Berlin has the authority to control the subdivision of land in the corporate limits and within the unincorporated territory for a distance of one and one-half miles as established in Chapter 236 of the Wisconsin Statutes.

The City Plan Commission is vested with the responsibility of reviewing new subdivisions under the Wisconsin Statutes. This power of review is established through the adoption and enforcement of subdivision regulations by the City Council. Subdivision regulations are concerned with standards of design, standards of minimum physical improvements, the procedures to be followed and information required to be shown on a preliminary and final plat. It is in the public interest to require that the developer provide certain minimum physical improvements in accordance with applicable standards of the city to prevent premature placement of public facilities and excessive maintenance costs, as well as to safeguard the public health and interest.

Upon adoption of the subdivision regulation ordinance by the City Council, the City Plan Commission will be required to review each new subdivision. This offers an excellent opportunity for the city to apply sound planning principles in the development of area. It is important that specific standards be available to use in appraising the merit of each proposal.

The creation of a new subdivision is usually the first step in the development or the expansion of a residential neighborhood. As each parcel of land is developed, it should be oriented to the neighborhood and become an integral part of it. The land use plan has identified a strong potential growth area in Berlin, the focus of which is upon a combined elementary school and neighborhood park. Future local streets within the neighborhood should be so arranged as to discourage through traffic.

Certain basic principles of planning standards should be observed whether a proposed subdivision is developed by one developer or many separate developers over a period of

years. Attention should be given to the physical characteristics of the topography of the area under consideration. Natural features should be preserved. In the case of Berlin, interest should be created in the design of streets because of the terrain. Minor streets should enter major streets at right angles to avoid traffic hazards. Whenever possible streets should follow main drainage lines, dead-end streets should be avoided except where needed to connect to a future development of adjacent property. Lots should be adjusted to obtain maximum frontage on existing and proposed open spaces.

Proposed Subdivision Regulations

The text of a proposed ordinance was submitted in the preliminary report. This ordinance contains all of the necessary requirements and procedures for the control of platting within Berlin and the one and one-half mile planning area.

The procedure for filing a plan is set forth in this ordinance. A preliminary plat must first be submitted to the City Plan Commission for report and approval whereupon the plan is then submitted to the City Council for its approval or disapproval. This preliminary plan must show the existing dimensions of the site, proposed streets, lot dimensions, utilities, adjoining properties, contours and grades and profiles of the proposed streets. Following approval of the preliminary plat, the subdivider must install minimum improvements or insure their future installation. Upon approval of the improvements, the final plat is submitted and recorded. The final plat must show the proposed streets, the lots, building lines and easements, all dimensions, both linear and angular, the location of survey monuments, a certificate of survey, private deed restrictions placed on the land and finally a certificate of approval by the City Council.

Minimum standards and requirements are prescribed in the ordinance that must be observed in creating good subdivision design. These include minimum specifications concerning street and block dimensions, lot sizes, general street arrangement, easements for utilities and similar basic elements of subdivision design. The design standards include additional requirements pertaining to the character of development of a particular area, dedication of five percent of the land for parks, school sites and other public sites and for easements along existing streams.

Basic physical improvements should be installed at the inception of subdivision development in order to insure good living conditions and a good quality of building construction

in the future. These needed improvements include the grading of streets, street pavements, curbs and gutters, sewer lines, water lines, proper storm drainage facilities and appropriate street tree planting. The proposed subdivision ordinance requires: (1) that the subdivider install the minimum improvements; (2) file a bond to secure the construction of improvements; or (3) provide for an assessment of the property owners guaranteeing such installations.

The ordinance contains sections for general administration, on variations and exceptions, violations and penalty, validity and the repeal of conflicting ordinances. The City Council may modify or vary the requirements of the ordinance and the ordinance may be changed or amended from time to time by the City Council.

Zoning Regulations

The first objective of zoning is to direct the growth of the city in accordance with the comprehensive plan. Under the provisions of the revised zoning ordinance (see preliminary report), city growth would be arranged according to that pattern of land use proposed in the comprehensive plan and which would bring maximum benefit to the entire community. A second objective of zoning is to encourage the most appropriate and reasonable use of the land. Thirdly, zoning should conserve and protect property values. In a residential zone, a given parcel of land might bring a much higher price if it could be used for commercial purposes. However such a use would depreciate rather than conserve the value of the surrounding residential property. The fourth objective of zoning is to provide adequate light and air and to prevent overcrowding of the land.

The City of Berlin adopted its first zoning ordinance in 1963. Prior to the adoption of the present ordinance an interim zoning ordinance was used. The existing ordinance is generally satisfactory and only a few minor revisions are proposed to bring it into conformance with the comprehensive plan.

Three new sections have been added to the ordinance consisting of another business district (B-2), another manufacturing district (M-2), and a new section dealing with signs and their regulations. The existing zoning districts have also been renamed and given new letter designations to make them easier to understand and remember for the general public and easier to administer. The "Park District" would be renamed the "Conservation District" and additional permitted uses added. The Agricultural District would replace the "Rural Residential District" to more aptly describe the purpose of the

district. The proposed zoning district map (Plate 13) is similar to the existing zoning map in many respects; however, the large commercial acreages shown on the east and northwest sides of the city have been almost entirely eliminated as they were not compatible with the comprehensive plan. This map should be reviewed by the Planning Commission and forwarded to the City Council along with the new zoning ordinance text for their review and adoption.

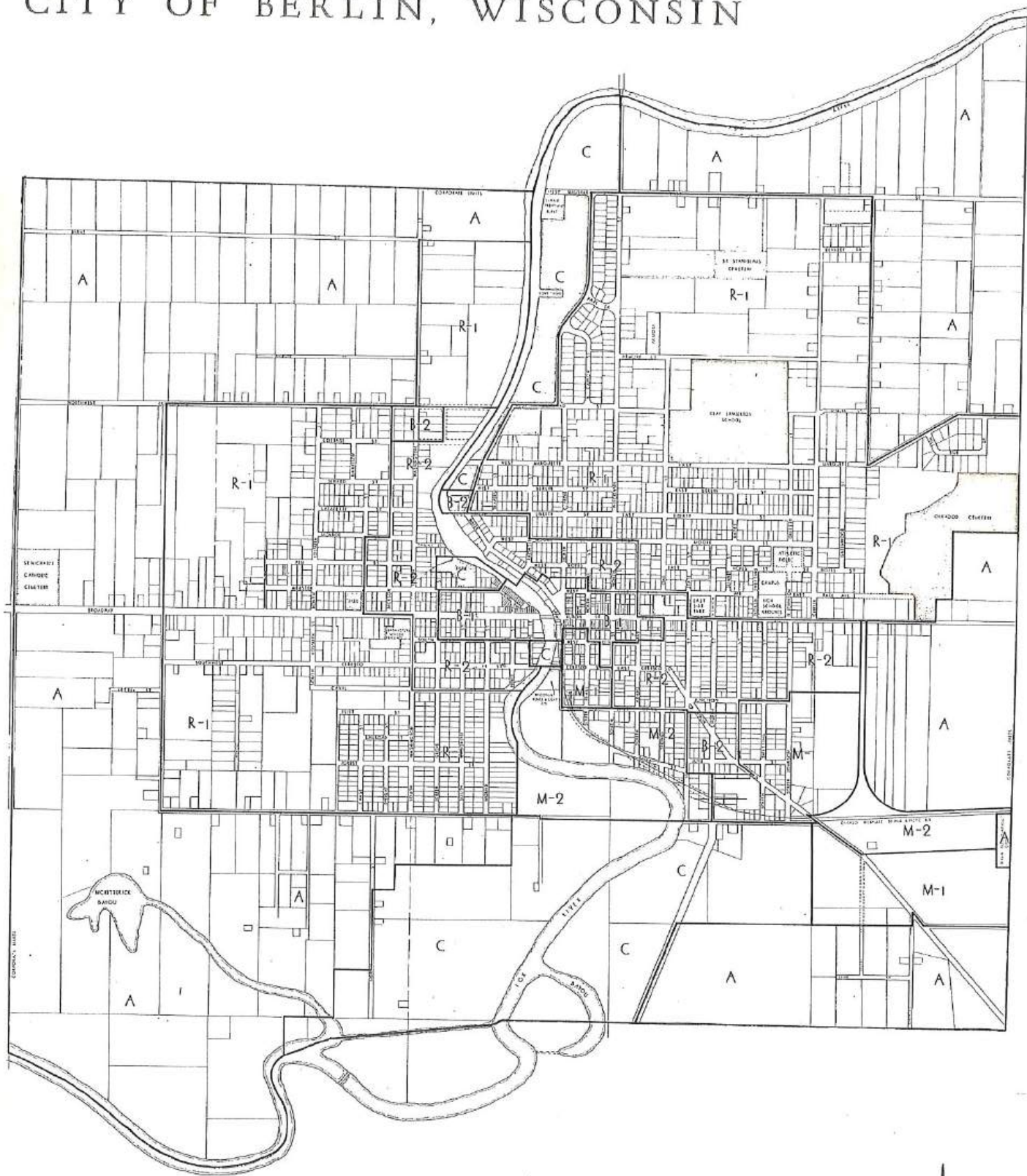
At the present time the A-1 and A-2 Residential Districts contain 1036 acres. This would be increased to 1,434 acres in the new R-1 and R-2 Districts more than ample to provide for the 475 acres estimated to be requested for residential use in the future. The future population would require 30 acres in commercial use. Thus the 240 acres now zoned is completely out of scale with the realities of land use in Berlin. The new ordinance would reduce this to 72 acres, still more than twice as many as needed. Industry is estimated to need 165 acres by 1986. The new ordinance provides 326 acres for industry, a slight reduction from the 373 in the present ordinance. "Rural Residential" zoning now includes 1875 acres; the new "Agricultural" District would contain 1380 acres. The "Conservation" District would contain 373 acres in comparison with 61 acres in the present "Park" District.

Immediate Program for Planning Implementation

Certain major steps should be initiated by the City Planning Commission and the City Council in the near future as follows:

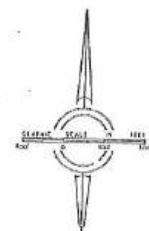
1. Adoption of the Comprehensive Plan. The first and the most important step is the adoption of the comprehensive plan. All of the other actions and programs of the city to guide the future development are based upon this comprehensive plan. The City Planning Commission adopts the plan, following review of the preliminary reports by the Commission and a citizen's advisory committee. The plan should be forwarded to the City Council for its review and adoption.
2. Adoption of Regulatory Ordinances. The City of Berlin does not at present have adequate control over the development of subdivisions within the city or the surrounding area. The proposed subdivision regulations should be reviewed by the Planning Commission, adopted by the Commission and forwarded to the City Council so that these regulations become a city ordinance through official adoption by the Council. Similar action should be taken on the proposed changes in zoning regulations.

CITY OF BERLIN, WISCONSIN



PROPOSED ZONING MAP

- | | | | |
|-----|-----------------------|-----|------------------------|
| C | CONSERVATION DISTRICT | B-1 | BUSINESS DISTRICT |
| A | AGRICULTURAL DISTRICT | B-2 | BUSINESS DISTRICT |
| R-1 | RESIDENTIAL DISTRICT | M-1 | MANUFACTURING DISTRICT |
| R-2 | RESIDENTIAL DISTRICT | M-2 | MANUFACTURING DISTRICT |



HB
CA

HARLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
ST. LOUIS, MISSOURI 63101 CHICAGO, ILLINOIS 60601

PREPARED FOR:
CITY PLANNING COMMISSION
BERLIN, WISCONSIN

THE PREPARATION OF THIS MAP WAS FINANCED BY THE CITY OF BERLIN, WISCONSIN, THROUGH A SPECIAL ORDER FROM THE DEPARTMENT OF PUBLIC WORKS AND COMMUNITY DEVELOPMENT, UNDER THE TERMS OF A CONTRACT AWARDING AGREEMENT AUTHORIZED BY ORDER OF THE BOARD OF SUPERVISORS OF THE CITY OF BERLIN, WISCONSIN, DATED MAY 14, 1968. THE CITY OF BERLIN, WISCONSIN, IS THE OWNER OF THE MAP AND THE CITY OF BERLIN, WISCONSIN, IS THE USER OF THE MAP.

3. Recommendations on a Capital Improvement Program. The comprehensive plan outlined an extensive number of public improvements that should be developed by the city during the next 20 years. These public improvements should start immediately so that they are developed gradually over a period of years. The Planning Commission should review the capital improvement program and forward it to the City Council recommending its execution.

4. Establish a Redevelopment Authority. Most of the elements of the comprehensive planning program can be carried out by existing agencies within the city. However, the urban renewal activities proposed for the central business district would require the establishment of a new agency. The City Council should appoint a Redevelopment Authority for the City of Berlin in accordance with the Wisconsin Statutes. This Authority will then have the responsibility for undertaking the urban renewal project outlined in the comprehensive plan. This agency can make more detailed studies of the area, select the exact project boundaries, prepare a Survey and Planning Application for submission to the Department of Housing and Urban Development, and then proceed to carry out the project.

A "Workable Program for Community Improvement" must be approved before the city may receive any federal funds for urban renewal. The purpose of this "workable program" is to assure the Department of Housing and Urban Development (HUD) that the city has a long-range plan and program for the elimination of blight within its limits. This is in order that the city will not clear out one blighted area and allow another blighted area to start in another part of the city. The workable program is a report from the city to the Federal Government, stating that the city has or will take certain actions to insure a sound program for the elimination of blight. Once a workable program has been certified by Housing and Urban Development Department, the city may apply for a loan and cash grant to carry out the urban renewal project. The workable program must include the passage and enforcement of a minimum standard housing ordinance.

Public Understanding and Support

Planning is a democratic process and to be effective it should have the understanding and support of the citizens of the community. While all technical details may not be grasped by all of the people, the objective and aims of the plan and its principle proposals should be sufficiently publicized so that the public as a whole can see their reasonableness and recognize their advantages. No matter how effective the legal procedures are for carrying out the plan, its administration

cannot be completely successful unless the plan is understood by and has the support of the public. The following measures should be employed by the City Planning Commission and the City Council to obtain public understanding and support of the planning program.

1. Publication of the Plan. After approval of the Preliminary Report on the Comprehensive Plan, publication and distribution of the Final Comprehensive Plan Report is the next important means of familiarizing the public with the Commission's activities. The mere printing of the plan in its entirety will not, however, be an adequate means of securing public understanding. Many people will not read the report and many will not remember the large amount of data and recommendations contained in it. It is essential that an education program, using graphic illustration, be presented. A summary brochure of the plan should be printed for a widescale distribution.

2. Special Publicity Programs. Slides, displays in retail stores, talks before groups and newspaper stories are all effective means of appraising the public of the facts and advantages of the plan. It is particularly desirable that someone experienced in public relations within the community assist in these special publicity programs.

3. School Curriculum. A study of the comprehensive plan should be included as a part of the school curriculum. This is particularly desirable in the junior and senior high schools. Even the older elementary school pupils can be informed of certain phases of the planning work. The student of today is a citizen of tomorrow and, if familiar with the plan and its advantages, will be much more interested in seeing that the plan is properly followed in the future.

4. Educational Program. The Planning Commission should inaugurate an educational program within the near future. Educational activities must be continued in succeeding years, for a single program, even though intensive, is quickly forgotten. The Planning Commission should publish annual reports as well as any special studies of city-wide interest it may undertake. These reports should clearly present accomplishments that have been made under the comprehensive plan and through capital improvement programs.

5. Citizen Advisory Committee. An active citizen committee should remain as a permanent organization as it can be of much value in a long-range planning program. By establishing a permanent committee, the wishes of the community are represented and expressed. The intelligent understanding and wide representation of such an organization can consolidate public opinion and favor developing the city in a truly democratic manner along the principles established in the comprehensive plan.

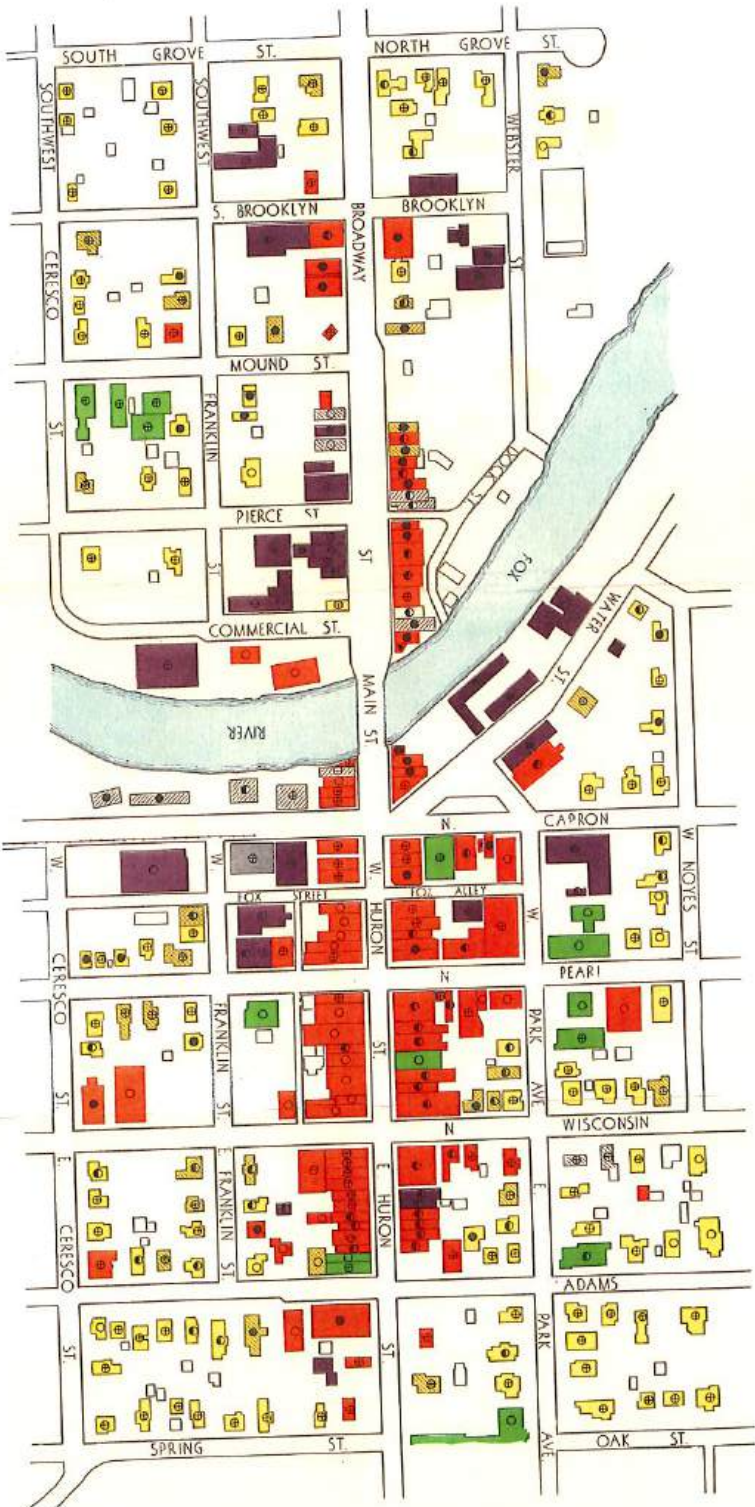
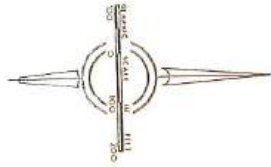
Table 21
PROPOSED CAPITAL IMPROVEMENT PROGRAM
Berlin, Wisconsin

Capital Improvement	Total Cost*	1967	1968	1969	1970	1971	1972
Main Street: Reconstruction & Repaving Sewer & Water Lines & Cables	\$ 40,000 50,000	\$ 7,000 -	\$ 33,000 50,000	- -	\$ - -	\$ - -	\$ - -
Library: Site Expansion	12,000	12,000	-	-	-	-	-
Central Berlin Urban Renewal Survey, Planning Funds	23,000	3,000	20,000	-	-	-	50,000
City Hall Renovation	175,000	-	-	80,000	45,000	50,000	-
Webster Park Development	250,000	-	-	200,000	30,000	29,000	-
Shopping Center Land Purchase	59,000	-	-	-	60,000	60,000	8,000
Town Square Restoration	188,000	-	-	60,000	60,000	15,000	14,000
Off-Street Parking	29,000	-	-	-	80,000	92,000	-
S. Capron Street Bridge	172,000	-	-	-	-	140,000	73,000
Ceresco Street Reconstruction	213,000	-	-	-	-	14,000	-
Pedestrian Bridges	14,000	-	-	-	-	50,000	50,000
Library Addition	100,000	-	-	-	-	-	-
TOTAL COSTS	\$1,375,000	\$22,000	\$103,000	\$340,000	\$265,000	\$450,000	\$195,000
BOND ISSUES	\$1,100,000		\$100,000	\$300,000	\$300,000	\$400,000	

* City share of improvements excepting state funds or contributions which have not been deducted from urban renewal costs.

Revenue bond items and special assessment items are not included in the above table and, after sufficient study, these types of improvements such as sidewalks or garbage incinerators should be added to the capital improvements program by the City Engineer and the Plan Commission in order to schedule the improvements and provide allocation of resources.

CENTRAL BUSINESS DISTRICT BERLIN, WISCONSIN



CITY PLANNING COMMISSION
BERLIN, WISCONSIN

THE PREPARATION OF THIS MAP WAS FINANCED BY THE CITY OF BERLIN, WISCONSIN, AND WAS PREPARED BY THE CITY PLANNING COMMISSION, BERLIN, WISCONSIN, IN COOPERATION WITH THE STATE OF WISCONSIN, DEPARTMENT OF REVENUE, DIVISION OF REVENUE, DIVISION OF REVENUE.

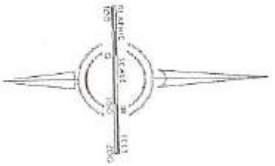
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SAINT LOUIS, MISSOURI AND NEW CHICAGO, ILLINOIS



BUILDING USE AND CONDITION

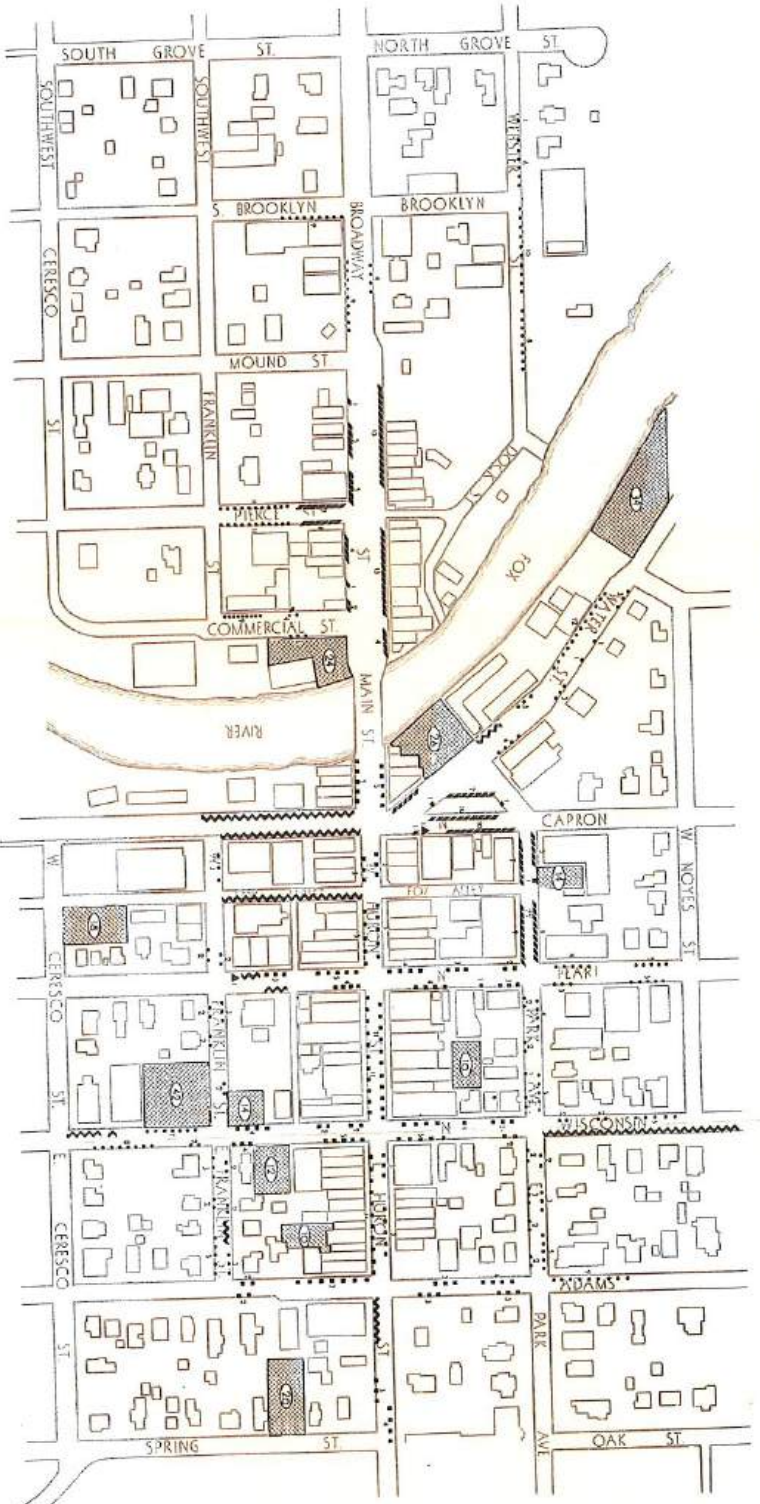
- | MAIN STRUCTURE USE | | STRUCTURE CONDITION | |
|--------------------|---------------------------|---------------------|------------------------|
| | SINGLE FAMILY RESIDENTIAL | | PUBLIC AND SEMI-PUBLIC |
| | TWO-FAMILY RESIDENTIAL | | RAILROAD |
| | MULTI-FAMILY RESIDENTIAL | | LIGHT INDUSTRIAL |
| | COMMERCIAL | | VACANT |
| | | | EXCELLENT |
| | | | GOOD |
| | | | FAIR |
| | | | POOR |

CENTRAL BUSINESS DISTRICT BERLIN, WISCONSIN



CITY: BERLIN
PLANNING: WISCONSIN
COMMISSION: WISCONSIN
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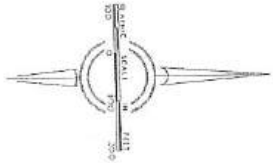
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CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
SOUTH BEND, INDIANA 46601
CHICAGO, ILLINOIS 60601



EXISTING PARKING FACILITIES

- PARALLEL PARKING - TWO HOUR METER
 - DIAGONAL PARKING - TWO HOUR METER
 - ▲ TWELVE MINUTE METER
 - UNMETERED MARKED SPACES
 - ~~~~~ NO PARKING
 - INDICATES SPACES AVAILABLE
 - PARKING LOT AND NUMBER OF SPACES (NO SPACES OR MORE)
- NOTE: CAR DEALER LOTS ARE NOT ILLUSTRATED

CENTRAL BUSINESS DISTRICT BERLIN, WISCONSIN



CITY PLANNING COMMISSION
BERLIN, WISCONSIN

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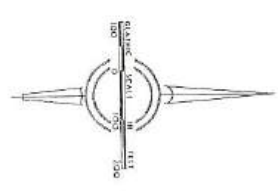
HARLAND BARTHOLOMEW AND ASSOCIATES
CIVIL ENGINEERS, LANDSCAPE ARCHITECTS,
PLANNERS, AND SURVEYORS
SAINT LOUIS, MISSOURI 63101, CHICAGO, ILLINOIS 60601



CENTRAL BUSINESS DISTRICT PLAN

- RESIDENTIAL
- COMMERCIAL
- PARKS AND OPEN SPACE
- INDUSTRIAL
- PARKING LOTS
- PUBLIC AND SEMI-PUBLIC
- BUILDING SET BACK LINE
- NEW BRIDGE LOCATION
- URBAN RENEWAL PROJECT BOUNDARY

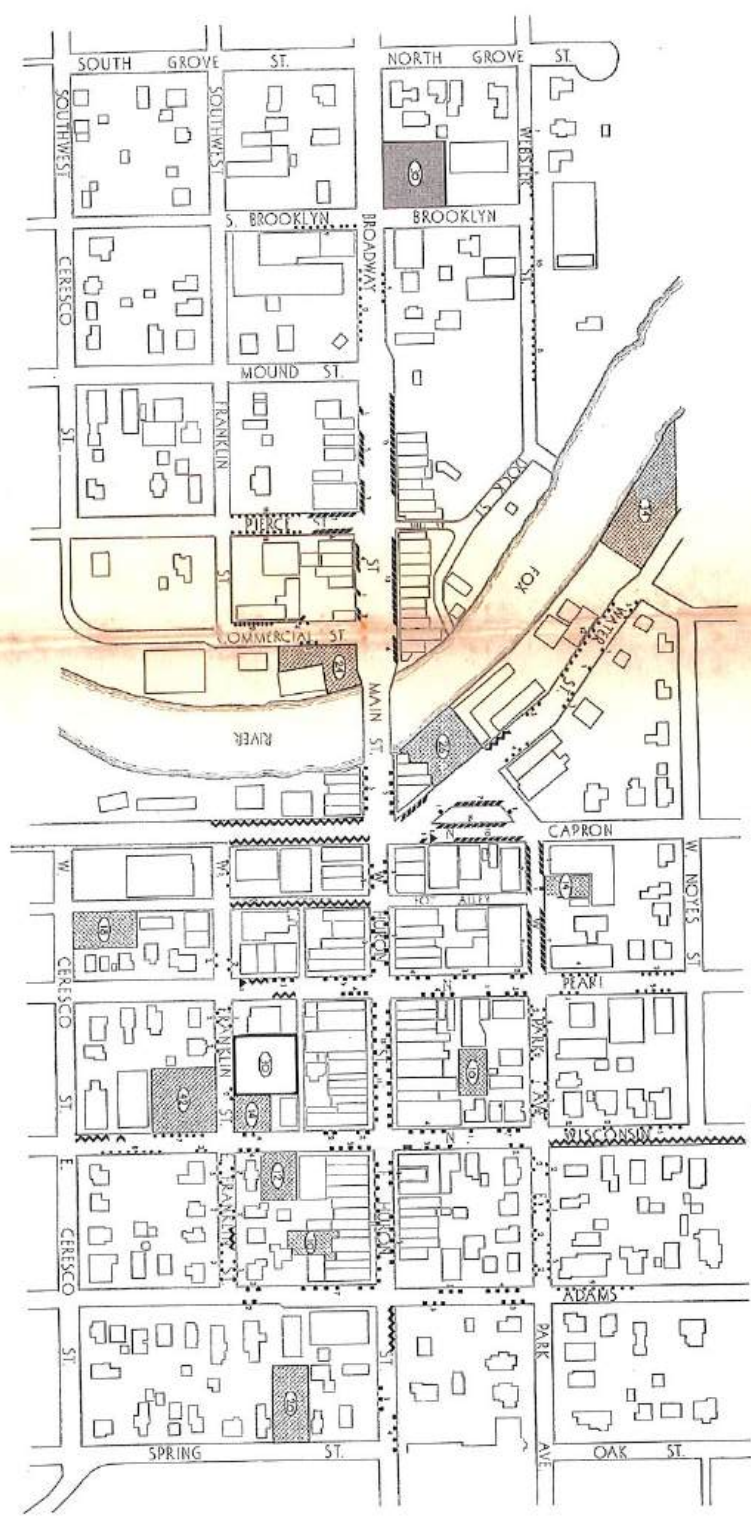
CENTRAL BUSINESS DISTRICT BERLIN, WISCONSIN



CITY PLANNING COMMISSION
CITY OF BERLIN, WISCONSIN

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HARTLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, ARCHITECTS
1001 SOUTH MICHIGAN, SUITE 100, CHICAGO, ILLINOIS 60605



PARKING FACILITIES - 1967

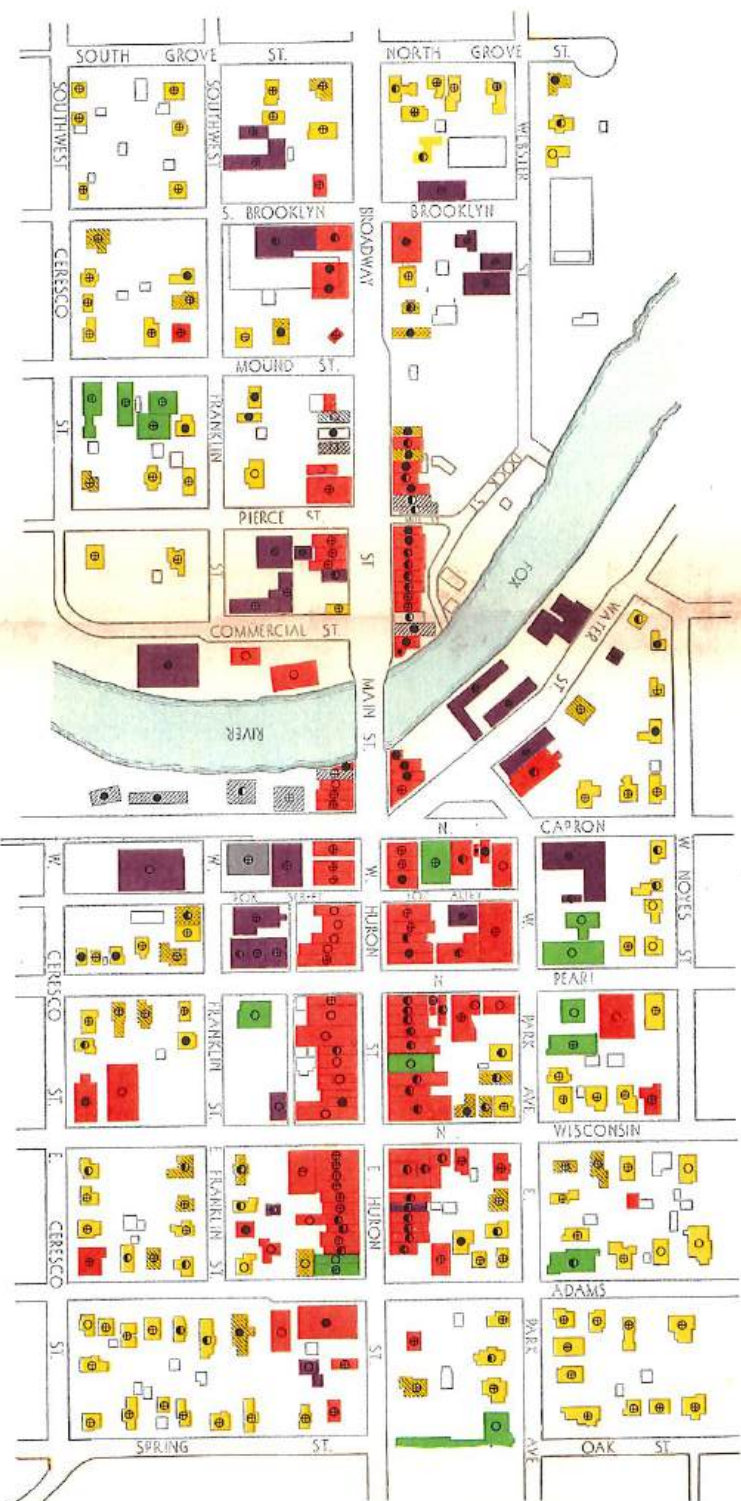
- PARALLEL PARKING - TWO HOUR METER
- ~~~~~ DIAGONAL PARKING - TWO HOUR METER
- ▲ TWELVE MINUTE METER
- UNMETERED MARKED SPACES
- ~~~~~ NO PARKING
- INDICATES SPACES AVAILABLE

- PARKING LOT AND NUMBER OF SPACES
(NO SPACES OR MORE)
- NEW 30 CAR DEALER PARKING LOT
(BUILT IN 1967)
- NEW 30 CAR MUNICIPAL PARKING LOT
(BUILT IN 1967)

A graphic scale bar with two units. The top unit is miles, with markings for 0, 10, and 20. The bottom unit is kilometers, with markings for 0, 10, and 20. The bar is divided into segments by vertical lines.

[illegible]

HARLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
SAINT LOUIS, MISSOURI NOV 1967 CHICAGO ILLINOIS



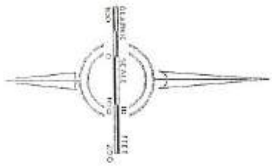
MAIN STRUCTURE USE

	SINGLE FAMILY	RESIDENTIAL		PUBLIC AND SEMI-PUBLIC
	TWO-FAMILY	RESIDENTIAL		RAILROAD
	MULTI-FAMILY	RESIDENTIAL		LIGHT INDUSTRIAL
	COMMERCIAL			VACANT

STRUCTURE CONDITION

- EXCELLENT
- GOOD
- FAIR
- POOR

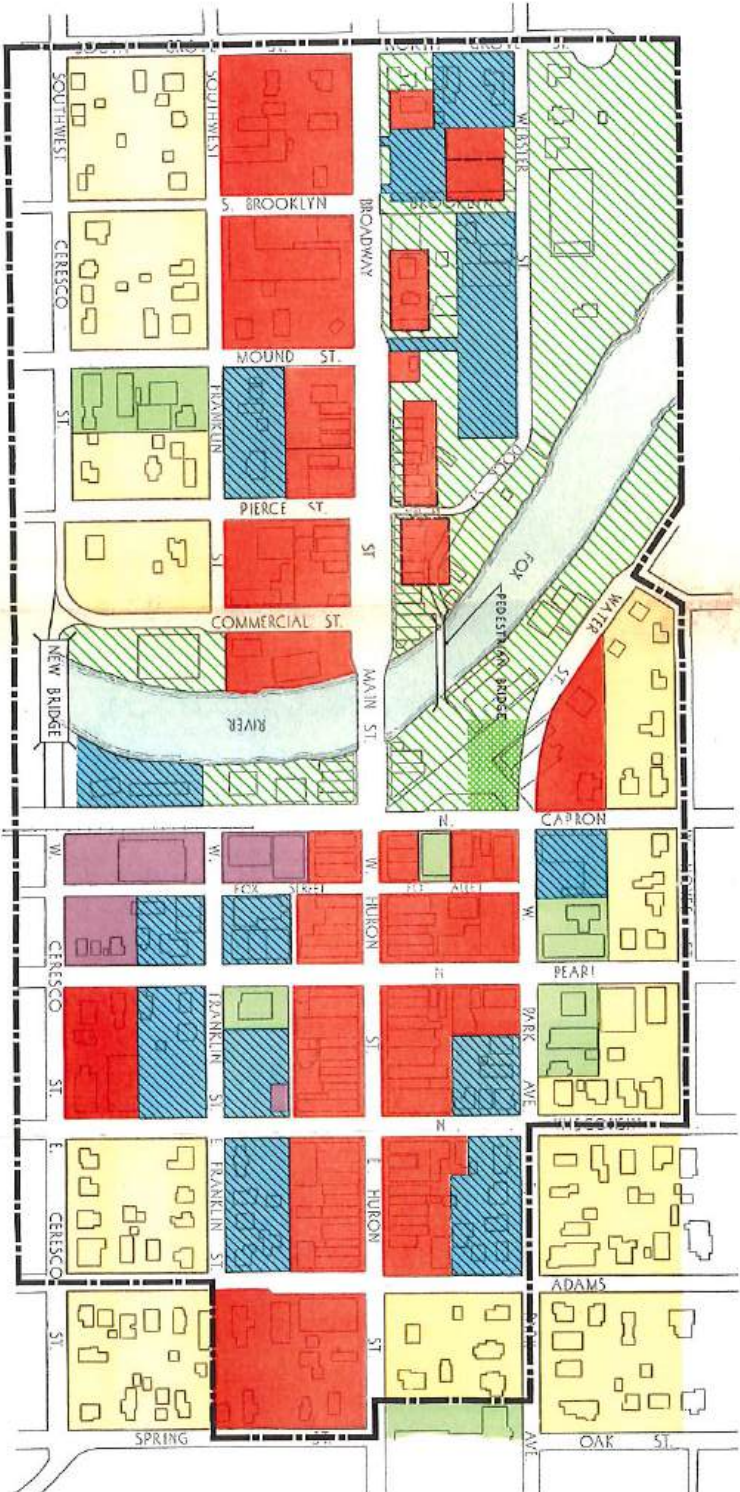
CENTRAL BUSINESS DISTRICT BERLIN, WISCONSIN



CITY PLANNING COMMISSION
BERLIN, WISCONSIN

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CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
SAINT LOUIS, MISSOURI NOV. 1947 CHICAGO, ILLINOIS



CENTRAL BUSINESS DISTRICT PLAN

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PARKS AND OPEN SPACE
- PUBLIC AND SEMI-PUBLIC
- BUILDING SET BACK LINE
- NEW BRIDGE LOCATION
- RESERVED FOR FARMERS
- TENTATIVE URBAN
- RENEWAL PROJECT
- MARKET
- BOUNDARY

