



# Winnebago County

*The Wave of the Future*

## PLANNING & ZONING, GIS AND PROPERTY LISTER

### 2022 ANNUAL REPORT



*Our mission is to promote, preserve, and protect the economy, public health, safety, general welfare and natural resources of the County through well planned development and responsible stewardship of the land through the equitable administration of ordinances, regulations and practices which implement sound planning principles.*

## PLANNING DEPARTMENT

### Planning Department

Jerry Bougie – *Director of Planning & Zoning*  
Peggy Heise – *Administrative Associate – Planning*

### Planning Division

Brian O'Rourke – *Land Use Planner*

### Zoning Division

Cary Rowe – *Zoning Administrator*  
Daniel Lefebvre – *Assistant Zoning Administrator*  
Matthew Goldthwaite – *Erosion Control Technician*  
Lydia Rappl – *Zoning Associate*

### GIS Division

Adam Dorn – *GIS System Analyst/Administrator*  
Diane Culver – *GIS Specialist II*  
David Levine – *GIS Specialist I*

### Property Lister Division

Liz Nichols – *Real Property Listing Supervisor*  
Lindy Ludwig – *Tax Listing Specialist*  
Mandie Weidemann – *Tax Listing Associate*

### Planning & Zoning Committee

Tom Egan	Maribeth Gabert
John Hinz	Howard Miller
Shanah Zastera	

### Board of Adjustment

Greg Kargus	Tom Tuschel
Sue Drexler	Tom Verstegen
Larry Kriescher	Jerry Braasch

### Industrial Development Board

Robert Keller	Mary Krueger
Morris Cox	Jon Doemel
Mary Ann Mueller	George Dearborn
Elizabeth Hartman	Andy Buck
Nate Gustafson	Tom Egan
Bryan Stafford	

### Land Records Council

Eric Rasmussen	Mary Krueger
Robert Keller	Jim Smith
Mike Zuege	Paul Schmidt
Natalie Strohmeyer	Liz Nichols
Jerry Bougie	



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## DIRECTOR'S MESSAGE



Jerry Bougie - Director

Hello Everyone. 2022 was another busy year for us. So, let's take a look back at our activities in the Planning and Zoning Department last year. By reading through this report you'll get good idea of the amount and types of permits, petitions and documents that were reviewed and processed in our office, the revenue resulting

from our work, and the onsite field work conducted by our staff related to the development projects we oversee. In summary, you will see our office processed over a thousand different transactions during the 2022 calendar year. This includes permits issued, certified survey maps and subdivision plats reviewed, addresses issued, public hearing items reviewed and so on – and this doesn't include the over 5000 property related documents reviewed and processed by our Property Lister's office last year. Part of the activities not shown here are the extensive meetings, correspondence and communication we have with affected property owners, the development community (i.e. builders, plumbers, engineers, surveyors, realtors, attorneys), local officials, other County departments & state offices, etc. This interaction ensures that each transaction is thoroughly reviewed to ensure compliance with the various land-based ordinances we are responsible for managing and that the public is properly served.

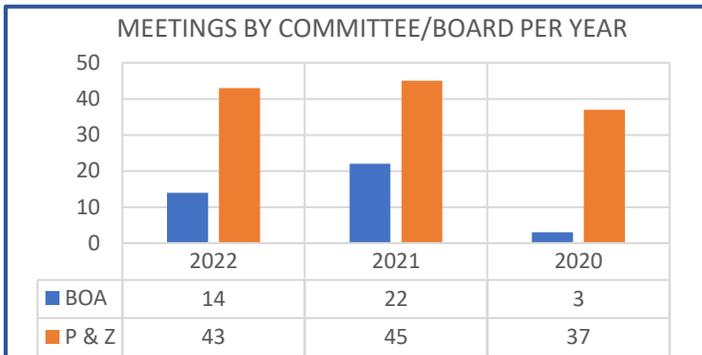
We hope you enjoy reading our Annual Report.



## COMMITTEE MEETINGS

The Planning & Zoning Committee (P & Z) and the Board of Adjustment (BOA) meet a minimum of three (3) times each month, based on the public hearing applications submitted, as part of the scheduled public hearing process. They meet more frequently than any other committee/board in the county.

This involves a Viewing meeting, the Public Hearing and Deliberative meetings. Zoning Map Amendments also require a County Board recommendation and decision.



There may be as few as one (1) or as many as 11 public hearing items processed in a single month depending upon the applications submitted.

Additionally, meetings are held for the Industrial Development Board, the Land Records Council, Town Chairman's meetings, and informational meetings for the public on land use issues.



L-R: Tom Egan, Maribeth Gabert, John Hinz, Howard Miller, Shanah Zastera

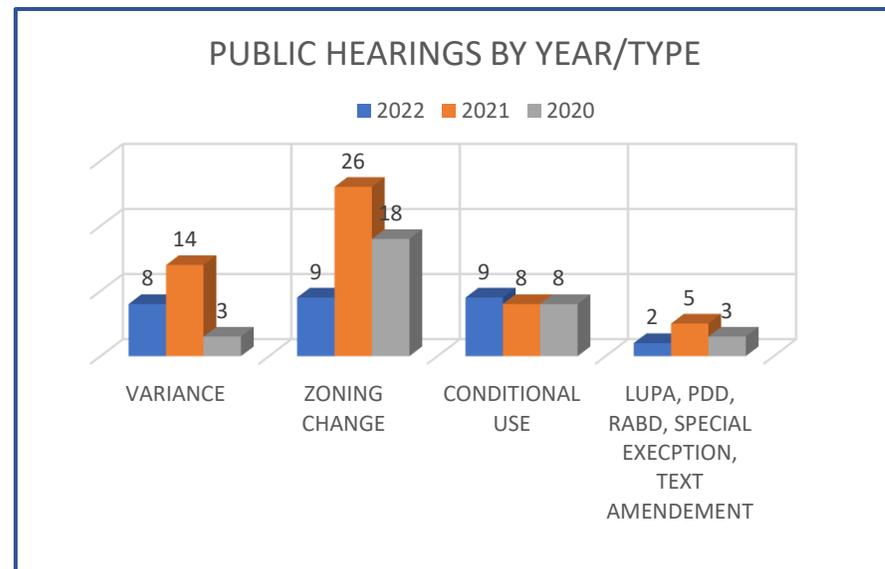


L-R: Greg Kargus, Tom Tuschl, Sue Drexler, Tom Versteegen (Absent: Larry Kriescher)

## PUBLIC HEARINGS

Public Hearings are conducted on a monthly basis for property located under the County's jurisdiction. Public Hearings for property outside of the County's zoning jurisdiction are done by the town of jurisdiction. Zoning Map Amendments done by the towns are then submitted to the Zoning Department for additional processing.

The Planning and Zoning Committee makes determinations regarding public hearing applications for Zoning Map Amendment, Conditional Use Permits, Land Use Plan Amendments (LUPA), Residential Area Building Determinations (RABD), Planned Development Districts (PDD), Special Exception and Text Amendments.



The Board of Adjustment is a citizen involved board appointed by the County Executive and County Board.

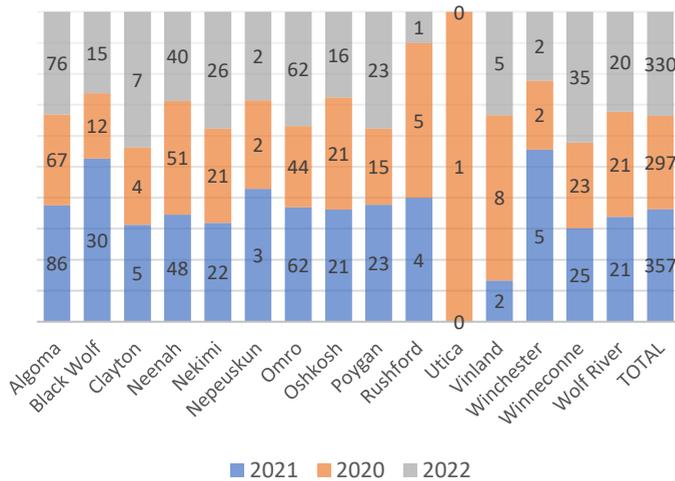
The Board of Adjustment makes determinations for public hearing applications for Variances and P & Z decision appeals. Regulated by both the State of Wisconsin and Winnebago County, the public hearing proceedings span a period of three months, from submission to determination, for each application. This involves working closely with the County Clerk's office to make sure agendas and notices are timely mailed to committees/ boards and also posted on the Winnebago County Meetings and Agenda Calendar.

## PERMITS

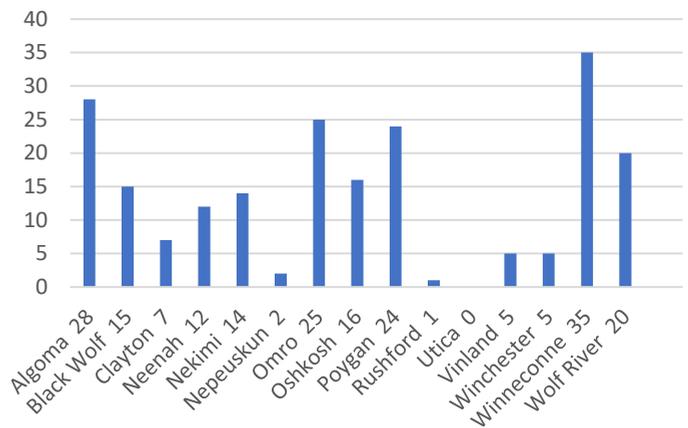
The Winnebago County Zoning Department issues county zoning permits in the towns of Algoma, Neenah, Nekimi and Omro and also maintains jurisdiction in all shoreland areas for the entire county. Shoreland areas include property within 1000 ft. from a lake, pond or flowage or 300 ft. from a navigable stream, river or mapped floodplain.

All sanitary permits for Private Onsite Wastewater Treatment Systems (POWTS) are issued by the Zoning Department and require a Code Enforcement Officer to perform a field inspection prior to completion. Additionally, approximately 2000 Sanitary Maintenance Inspection reminder cards are mailed and processed each year.

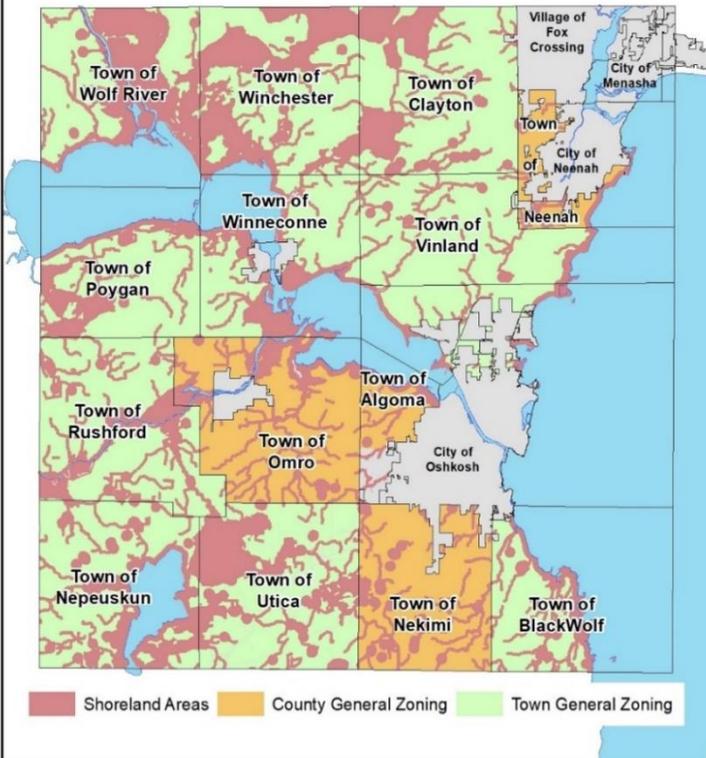
### ZONING PERMITS BY TOWN



### 2022 SHORELAND ZONING PERMITS ISSUED BY TOWN (209 TOTAL)

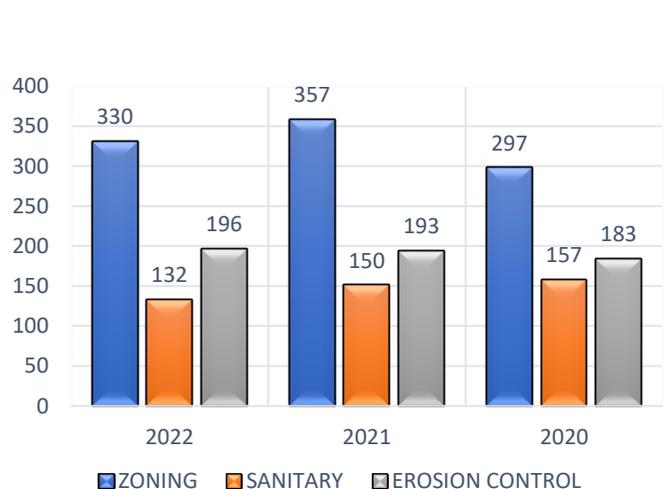


### General and Shoreland Zoning Jurisdiction Map



The Zoning Department issues Erosion Control permits for all of the county towns, except the Town of Omro. An erosion control permit is required for construction of a structure more than 1000 sq. ft. and for land disturbances over 4000 sq. ft. which includes adding or removing fill. A stormwater permit is required for land development or re-development which increases the impervious surfaces greater than 15,000 sq. ft.

### PERMITS ISSUED BY TYPE/YEAR



## REVENUE

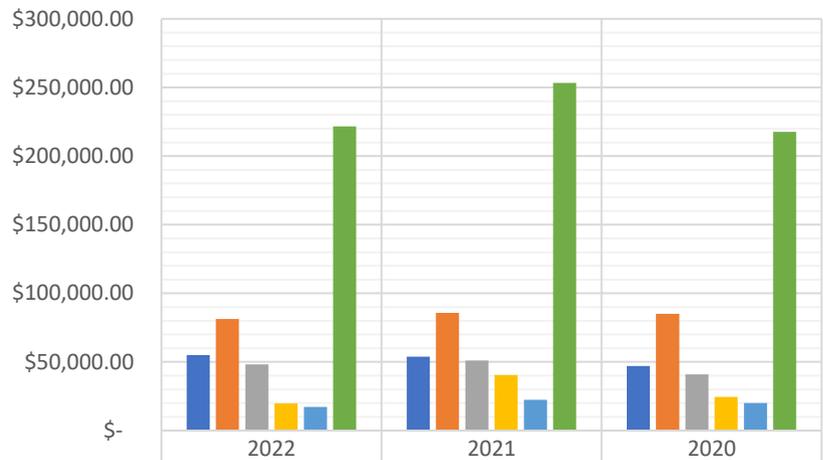
2022 experienced a small decline in revenue from 2021, most likely due to the increased cost of building supplies and a shortage of available workers.

Zoning permits were issued for 94 new single family dwellings and new 2 multi-family dwellings, with an estimated value of almost \$44,000,000.00.

Residential accessory /addition zoning permits were also issued with an estimated valued of over \$6,000,000.00.

Winnebago County continues to grow despite a slight lag in the number of issued zoning permits.

### 2022 REVENUE



ZONING	\$55,050.00	\$53,790.00	\$47,025.00
SANITARY	\$81,260.00	\$85,700.00	\$85,150.00
EROSION CONTROL	\$48,310.00	\$50,945.00	\$40,999.50
PUBLIC HEARINGS	\$19,890.00	\$40,545.00	\$24,480.00
CERTIFIED SURVEY MAP	\$17,217.00	\$22,440.00	\$20,020.00
ANNUAL REVENUE TOTAL	\$221,727.00	\$253,420.00	\$217,674.50

## ON-SITE ACTIVITIES

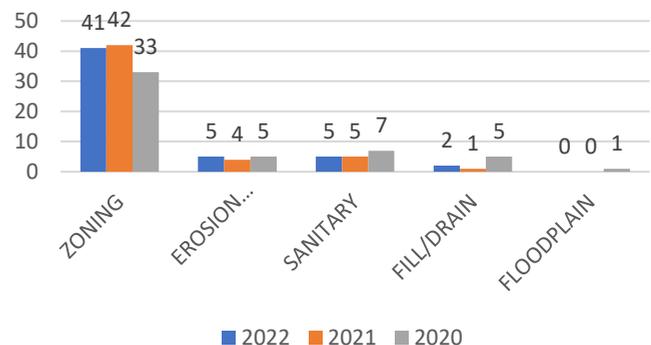
When a sanitary permit or an erosion control permit is issued, a staff member is required to conduct an on-site inspection for compliance. Occasionally this may require multiple on-site visits.

The Zoning Code Enforcement Officers and the Erosion Control Technician are out "in the field" when they are conducting those on-site sanitary or erosion control inspections. They also go out in the field to make determinations of the Ordinary High Water Mark (OHWM), impervious surface area and setback averaging or for consultations regarding POWTS/soils.

Our staff are also required to follow up with on-site visits for the numerous calls we receive regarding complaints and potential violations. A file is created for each complaint and a staff member performs an on-site investigation to determine if there is a violation. The complaint remains in an open status until it is resolved and in compliance with the ordinance(s).



### COMPLAINTS FILED BY YEAR/TYPE



## LAND RECORDS

**CERTIFIED SURVEY MAPS** - Area surveyors submit their Certified Survey Maps (CSM) for unincorporated areas to the Zoning Department for review. Each CSM submitted is reviewed by the County Property Lister, GIS Specialist II and Zoning Administrator pursuant to state law and county code ensuring the submitted information is complete and accurate prior to the Register of Deeds recording it as a legal document.

After a Certified Survey Map has been recorded with the Register of Deeds, it is returned to the Real Property Lister for additional processing and updating of information. The GIS Specialist II also receives the updated data to apply to the map(s) and information in

**ADDRESSES** – The GIS Specialist I issues and maintains all town addresses. When an address is issued or updated, GIS notifies the town, the US Postal Service, 911 Center, the Property Lister's office, AT&T, WE Energies and WPS. GIS also receives address information from the area cities and villages that issue and update their own addresses in Winnebago County. Those addresses are recorded and updated in the GIS 911 program for emergency calls and the on-line area maps.

**GIS (Geographic Information Systems) AND LAND RECORDS** – Winnebago County began using GIS technology in the mid 1980's. Seeing a critical need for a modern land records system, the county created the Land Records Program in 1989. In 2010 the Winnebago County Land Records Council (LRC) was formed to reflect a new requirement in the Wisconsin State statute 59.72(3m).

In 2021, the LRC approved the 3 year update to the Land Information Plan which is a requirement of state statute for the Land Records Program. The GIS Division supports GIS activities related to county operations as well as GIS web applications for the public.

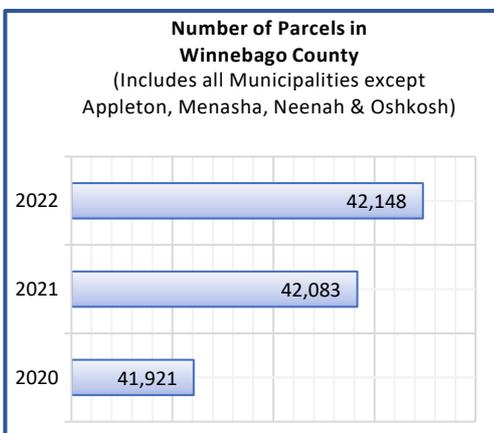
This technology allows spatially referenced information to be stored, analyzed and visualized. The division supports internal and external partners through data maintenance, mapping, application development and end user assistance.

**GIS APPLICATIONS** – The most publicly visible service provided by the GIS Division comes in the form of GIS viewers available on the County GIS website. This allows the public to view representations of features such as property boundaries floodplain, zoning and topography.

Geographic Information System (GIS) data is a key part of the 911-dispatch system. This includes roads, addresses, commonplace names, and the Police, Fire, EMS, and Towing response areas. Dispatchers use the over 1.2 million records to help public safety agencies. They find the location of 911 calls, contact the right response agency, and give related information.

Public safety agencies in the Fox Valley serve areas across municipal and county boundaries. This makes it difficult to make a shared map for the three separate 911 dispatch centers in Calumet, Outagamie, and Winnebago Counties. In 2017, the three counties created a shared database. This gives a reference for each dispatch center.

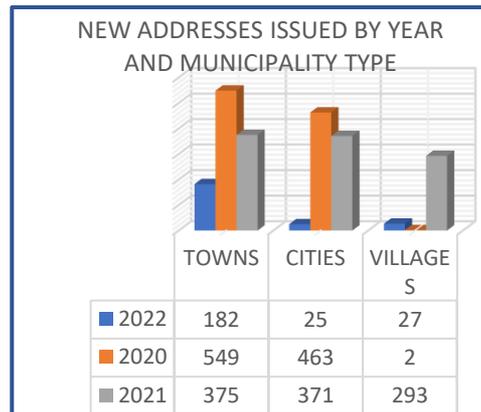
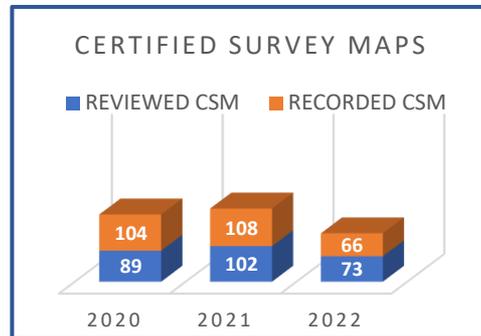
In 2022 the Sheriff's Office and GIS Division worked with Outagamie and Calumet County to prepare for Next Generation 911 (NG911). To learn more about NG911, go to <http://www.911.gov/issues/ng911>. Our data needs to be at least 98% free of critical errors to be



ready for NG911. In 2020 the state estimated our data was 90.77% error-free. We are working to fix these errors with software, database, record, and address changes. We expect to perform updates in 2023 and 2024.

*Please note the errors are specifically for NG911 and DO NOT reflect 911-dispatch system errors.*

**REAL PROPERTY LISTER** - The Real Property Lister's office, generally known as the Property Lister, maintains property records for over 42,000 county parcel for the end purpose of providing and mailing annual tax bills in December. This includes determining and implementing updates for changes in ownership, annual tax records, tax assessments, tax mailing addresses, legal description changes or corrections, and processing data from numerous other Register of Deeds recorded documents on a daily basis.



## OVERVIEW

### The Planning Department:

- oversees operations for the Zoning Department, Property Lister Office and GIS Office
- is the coordinator for the area economic development funding through the Industrial Development Board
- reviews and obtains approval for subdivision plats
- coordinates Land Use Records with other county departments and outside entities
- conducts monthly meetings with the Planning & Zoning Committee
- maintains and updates the Comprehensive Plan
- oversees land monument records and supplies
- responsible for all current and archival land use records – GIS Maps, Certified Survey Maps, permits, ordinances, property tax records, public hearings, etc.
- is overseen by the Planning & Zoning Committee and the County Executive

### The Zoning Department:

- monitors, regulates and protects public health, land use, land divisions, private sewage systems, construction, erosion control and all other state and federal duties adopted by the County in a uniform and consistent method for property owners located in the unincorporated areas of Winnebago County.
- responsible for issuing:
  - ◇ zoning permits
  - ◇ sanitary permits
  - ◇ temporary use permits
  - ◇ erosion control permits
  - ◇ stormwater permits
- conducts public hearings for:
  - ◇ Zoning Changes
  - ◇ Conditional Use permits
  - ◇ Variances
  - ◇ Land Use Plan Amendments
  - ◇ Rural Accessory Building Determinations
  - ◇ Text Amendments
  - ◇ Planned Development Districts
  - ◇ Special Exceptions
- maintains and updates ordinances
- implements state and federal regulations as they pertain to county government
- enforces ordinances, issues violations and citations and reviews complaints

### GIS – Geographical Information Systems

- maintains and updates spatial land records for the county including zoning districts, voting districts, wetlands, airport zoning, school districts, annexations, highways, monuments, chemical locations, quarries, floodplains, sirens, census demographics, offender placement, etc.
- works with 911, Highway dept., Emergency Management, DNR, Public Health, municipalities, and the State of Wisconsin
- reviews Certified Survey Maps (CSM) for accuracy and maps CSM changes
- issues and updates addresses
- maps and maintains new structures, structural changes, etc.
- responsible for GIS maps on county website

### Property Lister

- maintains property records for 15 towns and 3 municipalities
- issues tax parcel numbers
- maintains property tax information
- updates and generates annual property tax bills
- reviews deed information for accuracy
- reviews Certified Survey Maps for accuracy



TOP: Daniel Lefebvre, Matt Goldthwaite, Jerry Bougie, Brian O'Rourke, Cary Rowe, Mandie Weidemann  
Bottom: Diane Culver, Adam Dorn, David Levine, Peggy Heise, Lydia Rapp

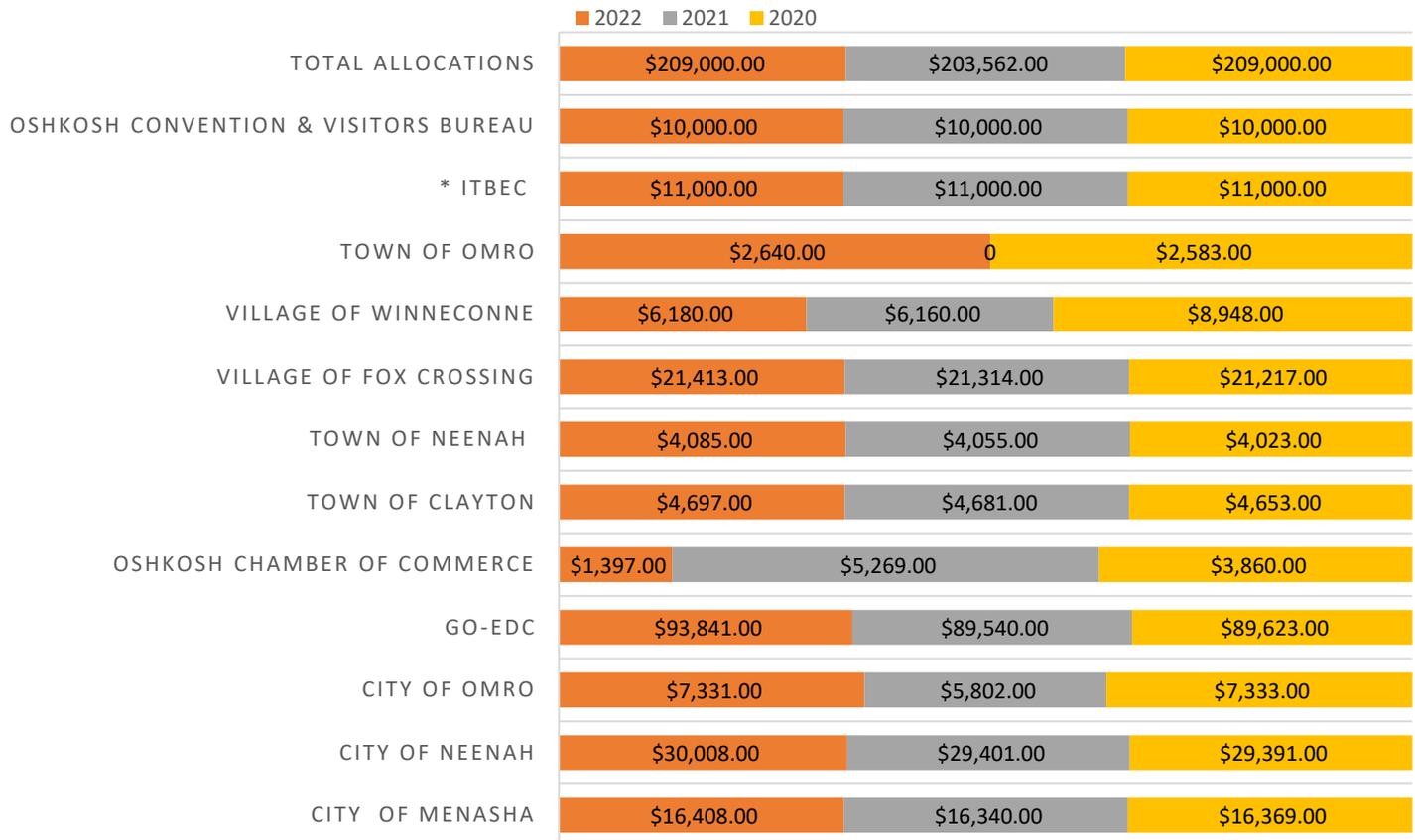
## INDUSTRIAL DEVELOPMENT BOARD



Each year, through the IDB's Per Capita Economic Development Grant program, the IDB distributes grant funds to area economic development organizations and communities to assist in economic growth.

The Industrial Development Board (IDB) was incorporated in 1966 by the Winnebago County Board of Supervisors to financially assist communities and economic development organizations in Winnebago County for the purposes of expanding the tax base, creating and retaining jobs and promoting the County as a good place to do business.

### LOCAL PER CAPITA ECONOMIC DEVELOPMENT GRANT FUNDS DISTRIBUTION



\*ITBEC – East Central International Trade, Business & Economic Development council

#### ON-LINE INFORMATION

County Website : <https://www.co.winnebago.wi.us/>  
 Planning & Zoning: <https://www.co.winnebago.wi.us/planning-and-zoning>  
 GIS Parcel Viewer: <https://wcgis3.co.winnebago.wi.us/parcelviewer/>  
 Ordinances: Chapter 16: Private Sewage System  
                   Chapter 18: Subdivision and Platting  
                   Chapter 20: Non-Metallic Mining Reclamation  
                   Chapter 22: Winnebago Co. Comprehensive Plan  
                   Chapter 23: Town/County Zoning Codes  
                   Chapter 24: Wittman Regional Airport Zoning  
                   Chapter 26: Floodplain Zoning Code  
                   Chapter 27: Shoreland Zoning

#### OFFICE INFORMATION

**Office Hours:** 8:00 a.m. to 4:30 p.m.  
**Zoning phone:** 920-232-3344  
**Planning & GIS phone:** 920-232-3340  
**E-mail:** [zoningdepartment@winnebago.wi.us](mailto:zoningdepartment@winnebago.wi.us)  
**Mailing Address:** PO Box 2808,  
   Oshkosh WI 54903-2808  
**Location:** County Administration Bldg.,  
                   112 Otter Ave.,  
                   Oshkosh WI 54901