

ADDENDUM-1

10-YEAR UPDATE

to

Comprehensive Plan Year 2030

**Town of Holland
Sheboygan County, WI**

Adopted _____, 2018

Wisconsin DNR image

DRAFT

Prepared with the
assistance of

**UW
Extension**
Sheboygan County

Town of Holland

Sheboygan County, Wisconsin

Town Board: Donald Becker
Douglas Hamilton
David Huenink
Stephen Jones
Stanley Lammers

Town Plan Commission: Donald Becker
Craig Droppers – Alternate #1
David Huenink
Bryan Kaiser – Alternate #2
David Mueller
Faith Opsteen
Jack Stokdyk
Roy Teunissen
Matthew Teunissen

Town Clerk/Treasurer: Janelle Kaiser

UW-Extension Sheboygan County: Kevin Struck

PLAN COMMISSION RESOLUTION (RESERVED)

COMPREHENSIVE PLAN UPDATE ORDINANCE (RESERVED)

TABLE OF CONTENTS

Introduction

Purpose of 10-Year Update-----	1
Why an Addendum Format?-----	1
Public Participation-----	2
Vision Statement-----	2
Future Updating-----	2

Basic Information and Data Updates for 2018

Population Characteristics-----	3
Housing Inventory-----	4
Economic Information and Data-----	6
Transportation-----	6
Agriculture-----	6
Natural Resources-----	13

LIST OF MAPS

Map 5-11: Town of Holland Farmland Preservation Area, 2016-----	9
Map 5-12: Town of Holland Transitional Area, 2018-----	11

INTRODUCTION

PURPOSE OF 10-YEAR UPDATE

The *Town of Holland Comprehensive Plan Year 2030* was adopted as an ordinance on June 8, 2009 by the Holland Town Board. For the majority of the years since then, growth and development was slowed by the “Great Recession” of 2007 - 2009. Consequently, changes in population and land use have been minimal.

Nevertheless, since 2009 there has been a new U.S. Census (2010), the Town has substantially amended its farmland preservation zoning ordinance, Amsterdam Dunes was purchased and set aside as a wetland mitigation bank and preservation area in 2014-15, and several state and county programs, statutes, and ordinances that relate to the Town have changed.

The purposes of this 10-year update, therefore, are to 1) incorporate this new information into the Plan document, and 2) fulfill the statutory requirement stated below.

State Planning Law

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

WHY AN ADDENDUM FORMAT?

One of the standard methods of updating a plan involves updating the entire document, from the first page to the last. For the Town of Holland that would entail making changes to dates, wording, typos, and references within 195 pages of narrative text. Approximately 21 tables/figures would have to be updated with more recent Census data or other data. Roughly 5 maps would need review and possible revisions. Most notably, 24 goals, 73 objectives, 42 policies, 29 programs, and 52 recommendations would have to be reviewed to determine whether they are still relevant.

Some of the items listed above were included in the Plan to satisfy statutory requirements rather than because they were related to critical issues. A substantial amount of time was spent compiling and reviewing this non-critical information. The Town believes its limited resources are now better spent on focusing solely on the updates mentioned previously on this page. A separate addendum accomplishes this better than trying to revise a large comprehensive plan document.

Further, a separate addendum allows interested parties to access updated information in a concise and stand-alone format.

Comprehensive Plan Internal Consistency

If any inconsistency between this Addendum and the *Comprehensive Plan Year 2030* is found, this Addendum shall take precedence.

PUBLIC PARTICIPATION

The Town adopted a Public Participation Plan (PPP) by resolution for its original comprehensive planning effort. This PPP included a section regarding amendments.

VISION STATEMENT

*The Town of Holland's future vision is to promote long-term development that enhances the rural atmosphere of the community by maintaining agricultural land and the farming industry;
preserving the landscape's natural features and open space;
promoting the community's heritage;
and guiding attractive, high-quality public and private investment.*

FUTURE UPDATING

Anytime an amendment is made to a community's adopted comprehensive plan, such an amendment may be considered to be an "update" that begins the 10-year count anew. Nevertheless, at some point, due to substantial changes inside and/or outside a community, it becomes advisable to do a comprehensive update. The Town of Holland intends to apply for a Wisconsin Coastal Management Grant in the near future to complete a more thorough update.

BASIC INFORMATION & DATA UPDATES FOR 2018

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

POPULATION CHARACTERISTICS

Historical Population Change

The Town of Holland’s population decreased 11% during 1980 - 2010. This was probably due to a combination of annexations, smaller family sizes, and older residents moving to other communities that offer more facilities and services for retirees. During the same period all other towns in the County grew by a combined 13%, although a significant part of this was due to the large jump in the Town of Sheboygan. When taking the Town of Sheboygan out of the equation, town population, not including Holland, went from 23,825 to 24,262 (+2%) during the period of 1980 to 2010.

Table 2-1a: Population Trends, Towns in Sheboygan County, 1980-2010

Subject to Annexation?	Town	1980	1990	2000	2010	% Change 1980 - 2010
Yes	Greenbush ¹	1,282	1,377	1,533	1,534	20%
Yes	Herman	2,095	1,820	2,044	2,151	3%
Yes	Holland	2,504	2,567	2,360	2,239	- 11%
Yes	Lima	2,809	2,715	2,948	2,982	6%
Yes	Lyndon	1,342	1,432	1,468	1,542	15%
Yes	Plymouth	3,068	2,911	3,115	3,195	4%
Yes	Rhine	1,910	2,235	2,244	2,134	12%
Yes	Sheboygan	3,962	3,866	5,874	7,271	84%
Yes	Sheboygan Falls	2,281	1,908	1,706	1,718	- 25%
Yes	Sherman	1,445	1,461	1,520	1,505	4%
Yes	Wilson	3,604	2,842	3,227	3,330	- 8%
No	Mitchell ¹	900	944	1,132	1,168	30%
No	Mosel	1,035	918	839	790	- 24%
No	Russell	429	362	399	377	- 12%
No	Scott	1,625	1,671	1,804	1,836	13%

Source: U.S. Census Bureau

¹Numbers for Greenbush and Mitchell do not include the Kettle Moraine Correctional Facility.

From 2010 to January 1, 2018 Holland’s population increased by 6 residents (Wisconsin Department of Administration preliminary estimate).

Residents 75 Years of Age or Older

The percentage of residents 75 years of age and older has increased far faster than the population as a whole (compare Table 2-2a to Table 2-1a). This trend should be considered when planning for the future needs of the Town. For example, residents in rural areas must drive several miles to grocery stores, health care facilities, and so forth, and this typically becomes more challenging as people age. Keeping up a house and maintaining a large lot can also be difficult. Since rural towns like Holland are often not as prepared to handle an aged population as a village or city, it is not surprising to see an even greater percentage of increase in Oostburg and Cedar Grove. It is likely that at least some Holland residents wanting to stay in the general area have relocated to nearby villages that offer more facilities and services.

Table 2-2a: Number of Residents 75+ Years of Age, Town of Holland & Selected Areas

Geographic Area	1980	1990	2000	2010	Increase 1980-2010
Town of Holland	81	91	88	120	39 (48%)
Average of all other towns in the County	71	81	99	135	64 (90%)
Village of Oostburg	82	125	199	242	160 (195%)
Village of Cedar Grove	87	90	132	208	121 (139%)

Data source: U.S. Census Bureau

HOUSING INVENTORY

Total Housing Units

The total number of housing units in Holland increased by a substantially higher percentage than the Town’s population during the period. This was likely due to the nationwide demographic trend of smaller families and decreasing size in the number of persons per household, meaning that more homes are needed to house the same number of people.

Holland’s 36% increase was about in the middle among towns in Sheboygan County.

Age of Housing

The age of housing in the Town of Holland is comparable to the average for similar towns in Sheboygan County. About one-third of the housing is 80 years old or older, which typically means accumulating maintenance issues and costs. Coupled with an aging population, this could be a concern. The USDA’s Rural Housing Service Programs offer repair loans and grants to low-income home owners and home owners age 62 and older in rural areas, which may be helpful.

Table 2-3a: Total Housing Units, 1980-2010, Towns in Sheboygan County

Subject to Annexation?	Town	1980	1990	2000	2010	% Change 1980 - 2010
Yes	Greenbush	401	491	551	594	48%
Yes	Herman	560	557	602	646	15%
Yes	Holland	824	1,013	1,023	1,117	36%
Yes	Lima	816	881	1,030	1,153	41%
Yes	Lyndon	446	566	620	692	55%
Yes	Plymouth	909	975	1,158	1,229	35%
Yes	Rhine	632	900	964	1,065	69%
Yes	Sheboygan	1,317	1,419	2,242	3,175	141%
Yes	Sheboygan Falls	761	686	678	736	- 3%
Yes	Sherman	435	470	538	597	37%
Yes	Wilson	1,221	1,086	1,278	1,445	18%
No	Mitchell	276	337	436	489	77%
No	Mosel	323	320	317	328	1.5%
No	Russell	123	146	151	156	27%
No	Scott	616	580	701	749	22%

Data source: U.S. Census Bureau

Table 2-5a: Year Structure Built, Town of Holland and Similar Towns

Year Structure Built	Number of Units in Holland	Percent of Holland Housing Stock	Percent of Housing Stock in Average “Mixed”¹ Urban/Rural Town
April 2000 to March 2010	94	8%	9%
1990 to March 2000	155	14%	14%
1980 to 1989	71	6%	7%
1970 to 1979	179	16%	14%
1960 to 1969	73	7%	9%
1940 to 1959	110	10%	10%
1939 or earlier	435	39%	37%

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

¹ “Mixed” Urban/Rural = population density of 50-99 residents per square mile (includes Herman, Holland, Lima, Rhine, Scott, Sheboygan Falls)

ECONOMIC INFORMATION AND DATA

Economic Development Programs and Resources

This section briefly updates some of the programs and resources available to the Town of Holland’s residents and businesses that are designed to help grow the local economy through business development, recruitment, and expansion efforts.

Wisconsin Small Business Development Center at UW-Green Bay

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

(www.wisconsinsbdc.org)

County Economic Development Officials/Contacts

Sheboygan County now has a County Economic Development Corporation

(www.sheboygancountyedc.com) that assists with the community economic development needs of area towns, villages, and cities.

TRANSPORTATION

Funding for Town Roads

The cost of constructing, maintaining, and operating roads under local jurisdiction is defrayed through the provision of General Transportation Aids, which are distributed to all Wisconsin towns through a highway aids formula administered by the Wisconsin Department of Transportation. Aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees. Beginning in 2017, the Town of Holland has also begun sharing in an annual portion (+/- \$56,371) of the newly adopted Sheboygan County sales tax revenue, which must be used for transportation projects.

AGRICULTURE

Farmland Preservation Program

Wisconsin’s new Working Lands Initiative (WLI) has replaced the previous Farmland Preservation Program under which some farmland owners had been claiming a tax credit on their state income tax form each year. As part of the transition, Sheboygan County adopted a new Farmland Preservation Plan in 2013, and each town in Sheboygan County, including the Town of Holland, was given the option of whether or not to participate in the new WLI. The Town was recertified in 2016, allowing qualifying landowners to remain eligible for the tax credit.

As a result, an additional zoning district, “A-PR Prime Agricultural Parcel Remnants” was created to ensure the Town’s 20-acre residential density for A-1 lands is upheld. While all the same agricultural uses allowed in A-1 are allowed in A-PR, no residences are allowed in A-PR, and no rezonings out of A-PR can occur without meeting the four statutory criteria in 91.48(1), Wis. Stats., and receiving a supermajority vote from the Town Board.

Map 5-11 shows the Farmland Preservation Area (FPA) for the Town of Holland that was revised in 2016 and subsequently adopted by Sheboygan County. This is a planning map only, created simply

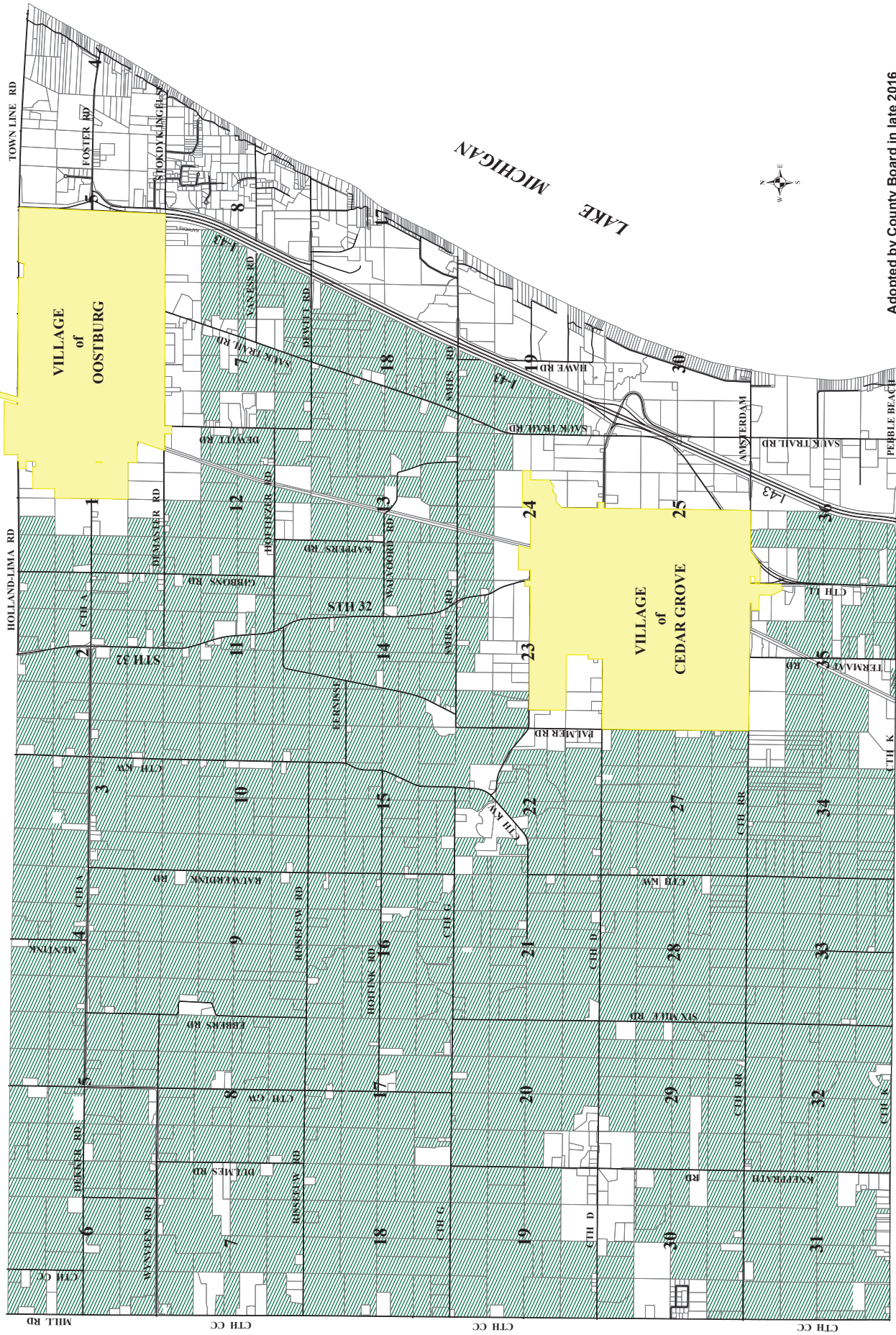
to identify the areas where farmland is worthy of protection. The FPA was based on the following criteria:

- Whether the soils are suitable for agricultural production.
- Whether the land has historically been used for agricultural use or agriculture-related use.
- Whether the land is in close proximity to agricultural infrastructure.
- Whether the land is in undeveloped natural resource or open space areas that connect other farmland parcels to create a large, uninterrupted block of preserved area.
- Whether the land may be under some development pressure but the land is not located in an area the county plans for development in the next 15 years

The Town also created a “Transitional Area” Map (see Map 5-12) that identifies areas outside the FPA where moderate non-agricultural growth could be allowed, consistent with the *Town of Holland Comprehensive Plan Year 2030*. Lots zoned A-5 within the Transitional Area have a minimum lot size of 1.5 acres; the minimum size for lots outside the Transitional Area is 3 acres.

THIS PAGE INTENTIONALLY LEFT BLANK

FARMLAND PRESERVATION AREA (FPA)



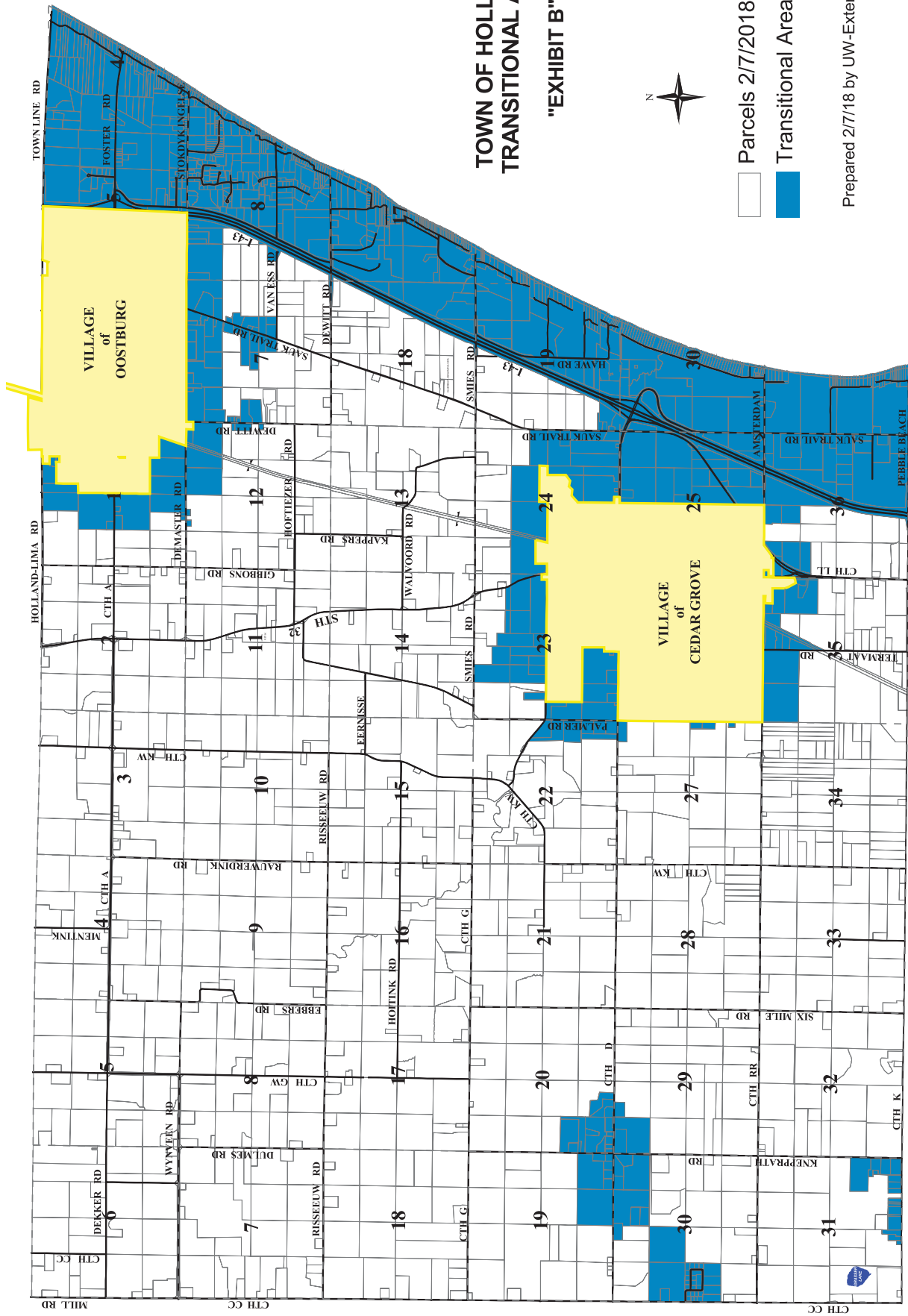
LEGEND

-  Parcels
-  Farmland Preservation Area (FPA)

Adopted by County Board in late 2016

Map Prepared by Sheboygan County UW-Extension
 Parcel, hydrology, and transportation data from Sheboygan County, 2015
 This map is not a survey of the actual boundary of any property this map depicts.

THIS PAGE INTENTIONALLY LEFT BLANK



**TOWN OF HOLLAND
TRANSITIONAL AREA
"EXHIBIT B"**



- Parcels 2/7/2018
- Transitional Area

Prepared 2/7/18 by UW-Extension

THIS PAGE INTENTIONALLY LEFT BLANK

NATURAL RESOURCES

Emerald Ash Borer (EAB)

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



EAB photo: Wisconsin DATCP

Sheboygan County has been under an emerald ash borer quarantine since 2008. Since then infestations have been detected in every town, village, and city in Sheboygan County except for the Town of Sheboygan. Emerald ash borer was confirmed in the Town of Holland on July 28, 2014. For more information, see the state's official EAB website: <http://datcpservices.wisconsin.gov/eab/index.jsp>

To help communities address this emerging issue, the *Emerald Ash Borer Resource Management Guide for Sheboygan County Communities* was completed in 2009.

County Shoreland Ordinance

Sheboygan County adopted a major amendment to its Shoreland Ordinance (Chapter 72) in September 2016.

The Ordinance specifies allowable permitted and conditional uses in the shoreland district; minimum lot sizes, widths, and setbacks; building height maximums; impervious surface maximums; restrictions on vegetation removal; and standards for filling, dredging, lagooning, grading, ditching, and excavating. In some cases, mitigation options may now be available.

Amsterdam Dunes Preservation Area

Sheboygan County along with its partner, the Glacial Lakes Conservancy, closed on the Amsterdam Dunes property in 2014. Sheboygan County officially took over the property on July 9, 2015.

The 328-acre property is located along 1,500 feet of Lake Michigan in Sections 30(E) and 31(E) and is one of the few remaining undeveloped beach shorelines between Sheboygan and Chicago. The property is comprised of rare sand dunes, forest and wetlands of various types, bluffs, farmland, streams, and diverse plants and wildlife.

Sheboygan County intends to preserve the property, open it up to the public, and create a wetland mitigation bank. To that end, the County established the Amsterdam Dunes Advisory Committee to help gather input from the public on what they want to see at their new public open space. The 14-member Committee includes a Holland Town Board member, an Amsterdam Park Board member, a representative from the Sauk Trail Conservation Club, and a representative from Claer Vue Shore Neighborhood.