

RESOLUTION NO. P.C. 2009-01

**A RESOLUTION TO RECOMMEND A COMPREHENSIVE MASTER PLAN
PURSUANT TO WISCONSIN STATUTES SECTION 66.1001**

WHEREAS, the Town of Holland has adopted Village powers by ordinance, including City planning powers as set forth in Section 62.23, Wisconsin Statutes; and

WHEREAS, the Town of Holland has, by ordinance, established a Plan Commission for the Town of Holland empowered to make and adopt a Master Plan for the physical development of the Town pursuant to Section 62.23(1), (2), and (3), Wisconsin Statutes; and

WHEREAS, the Town of Holland Plan Commission has prepared a Comprehensive Master Plan that describes the Plan Commission's recommendations for the physical development of the Town of Holland, and contains at least the elements described in Section 66.1001(2), Wisconsin Statutes; and

WHEREAS, the Town of Holland Plan Commission finds that the Comprehensive Plan it has prepared, which is attached hereto and incorporated herein as Exhibit A, is appropriate to serve the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Holland which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development; and

WHEREAS, the Town of Holland Plan Commission hereby intends to recommend adoption of the Comprehensive Plan pursuant to Wisconsin Statutes Section 66.1001.

NOW, THEREFORE, BE IT HEREBY RESOLVED by the Town Plan Commission for the Town of Holland, Sheboygan County, Wisconsin, that the Comprehensive Master Plan attached hereto and incorporated herein by reference is hereby recommended for adoption.


DATED this 4th day of May, 2009.

TOWN OF HOLLAND
PLAN COMMISSION

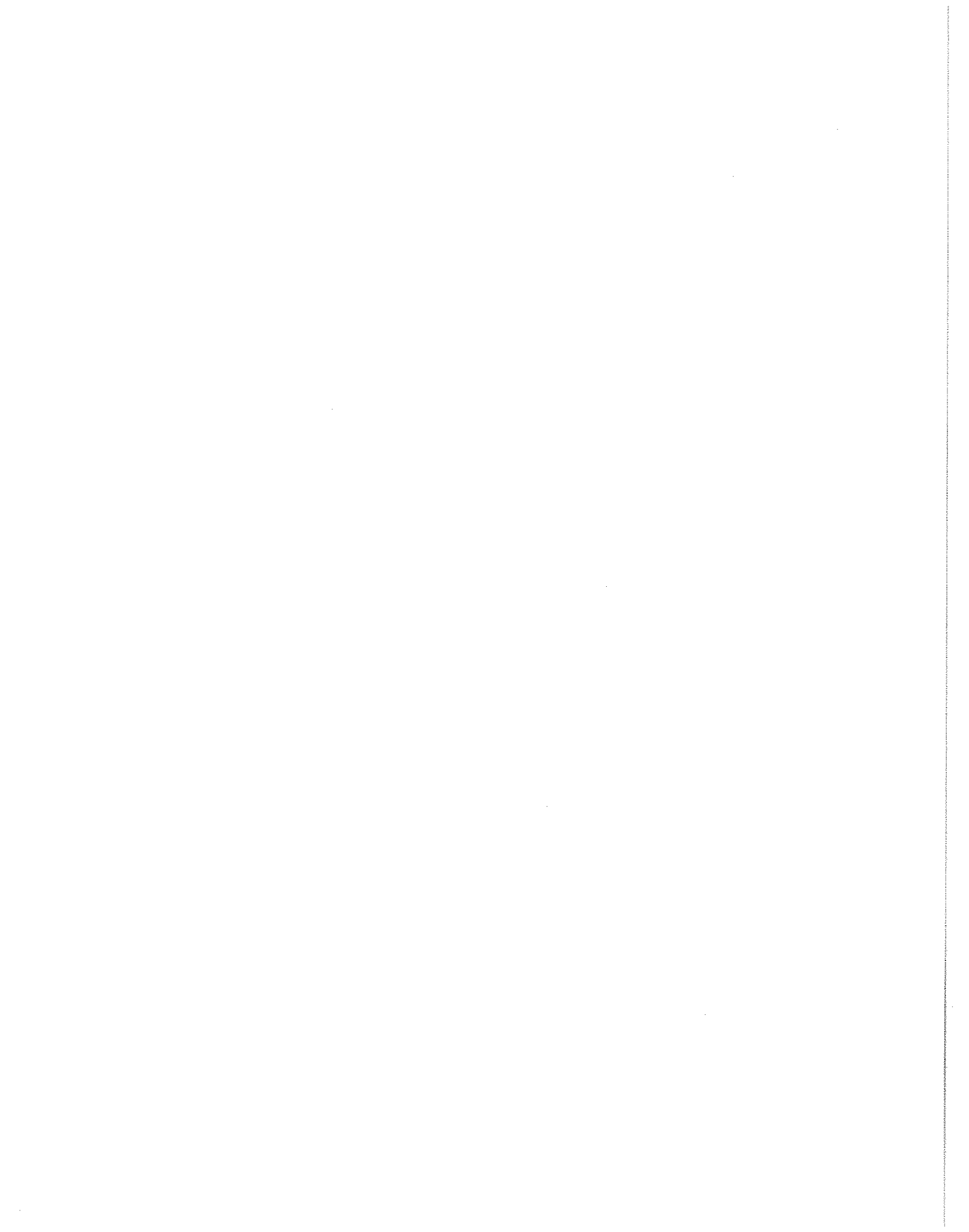


Donald Becker, Chairman

ATTEST:



Sharon Claerbauf
Town of Holland Clerk
Sheboygan County



ORDINANCE NO. 2009- 1**AN ORDINANCE TO ADOPT A COMPREHENSIVE MASTER PLAN PURSUANT TO WISCONSIN STATUTES SECTION 66.1001**

WHEREAS, on January 8, 2007, the Town Board met and adopted written procedures designed to foster public participation in every stage of the preparation of a Comprehensive Master Plan for the Town of Holland, which included provisions for wide distribution of the proposed elements of the Comprehensive Master Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and

WHEREAS, the Town of Holland Plan Commission has prepared a Comprehensive Master Plan that describes the Commission's recommendations for the physical development of the Town of Holland, and contains at least the elements described in Section 66.1001(2), Wisconsin Statutes; and

WHEREAS, on or about May 4, 2009, the Town of Holland Plan Commission recommended to the Town Board the adoption of a Comprehensive Master Plan by resolution passed by a majority vote of the entire membership of the Town of Holland Plan Commission, which vote is recorded in the official minutes of the Plan Commission; and

WHEREAS, a copy of the Comprehensive Master Plan that the Plan Commission recommended to the Town Board for adoption has been sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Holland;
2. The Clerk of every local government unit that is adjacent to the Town of Holland;
3. The Wisconsin Land Council;
4. The State of Wisconsin Department of Administration;
5. The Southeastern Wisconsin Regional Planning Commission;
6. The public libraries that serve the Town of Holland; and

WHEREAS, the Town of Holland Board held a public hearing on June 8, 2009, which was preceded by a class 1 notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

1. The date, time and place of the hearing;
2. A summary of the proposed Comprehensive Master Plan;
3. The name of an individual employed by the Town of Holland who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Master Plan could be inspected before the hearing, and how a copy of the plan could be obtained; and

WHEREAS, at least 30 days before the public hearing, the Town Clerk provided written notice to all operators (if any) who have obtained or made application for a nonmetallic mining permit under Wisconsin Statutes Section 295.12(3)(d); and to any person (if any) who has registered a marketable nonmetallic mining deposit under Wisconsin Statutes Section 295.20; and to any other property owner or leaseholder (if any) who has an interest in property pursuant to which the person may extract

nonmetallic mineral resources, if notice was requested; and to all other persons (if any) who have requested notice; and

WHEREAS, the Town Board of the Town of Holland, having carefully reviewed the recommendation of the Plan Commission for the Town of Holland, having determined that all procedural requirements and notice requirements have been satisfied, having given the matter due consideration, including consideration of the plan components relating to issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural and cultural resources, economic development, intergovernmental cooperation, land-use, and implementation, and having determined that the Comprehensive Master Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Holland which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development,

NOW, THEREFORE, the Town Board of the Town of Holland, Sheboygan County, Wisconsin, **DO ORDAIN AS FOLLOWS:**

SECTION 1: The Comprehensive Master Plan recommended by the Town of Holland Plan Commission to the Town Board, attached hereto as Exhibit A is hereby adopted.

SECTION 2: The Town Clerk is directed to file a copy of the attached Comprehensive Master Plan for the Town of Holland with all of the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Holland;
2. The Clerk of every local government unit that is adjacent to the Town of Holland;
3. The Wisconsin Land Council;
4. The State of Wisconsin Department of Administration
5. The Southeastern Wisconsin Regional Planning Commission; and
6. The public library(ies) that serves the Town of Holland.

SECTION 3: SEVERABILITY. The several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful or unenforceable, such decision shall apply only to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms that conflict.

SECTION 4: EFFECTIVE DATE. This ordinance shall take effect immediately upon passage and posting or publication as provided by law.


Adopted this 8th day of June, 2009, by a majority vote of the members-elect of the Town of Holland
Town Board.

TOWN OF HOLLAND
BOARD



Donald Becker, Town Chairman

ATTEST:



Sharon Claerbaut
Town of Holland Clerk
Sheboygan County

Published and posted this 20 day of June, 2009.

Final Report



**Town of Holland
Comprehensive Plan Year 2030**

Project I.D.: 07H012

**Town of Holland
Sheboygan County, Wisconsin**

June 8, 2009



June 8, 2009

To: Overlapping and Adjacent Units of Government,
Wisconsin Department of Administration, Office of Intergovernmental Relations

From: The Town of Holland

RE: Town of Holland Adopted Comprehensive Plan

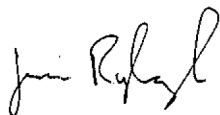
Attached, please find a copy of the Comprehensive Plan for the Town of Holland. This plan is being forwarded in the spirit of intergovernmental cooperation and to meet the plan distribution requirements set forth in the Wisconsin Comprehensive Planning Law, Section 66.1001(4) Wisconsin Statutes. The comprehensive plan is a policy document that will assist Town officials in making decisions regarding conservation and development over the next 20 to 25 years. The plan identifies goals, objectives, policies, and programs to address the following nine elements:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The Town Board adopted this plan by ordinance after holding a public hearing on the recommended plan. Please retain this copy of the Town of Holland Comprehensive Plan for your files and reference. Feel free to contact Sydney Rader, Plan Commission Secretary, at (920) 994-9292 with any questions.

Sincerely,

Foth Infrastructure & Environment, LLC



Jamie A. Rybarczyk
Senior Planner

Town of Holland

Comprehensive Plan Year 2030

Distribution

<u>No. of Copies</u>	<u>Sent To</u>
1	Wisconsin Department of Administration, Office of Intergovernmental Relations
1	Bay-Lake Regional Planning Commission
1	Ozaukee County Planning, Resources and Land Management Department
1	Sheboygan County Planning and Resources Department
1	Town of Lima
1	Town of Lyndon
1	Town of Sherman
1	Town of Wilson
1	Village of Cedar Grove
1	Village of Oostburg
1	Cedar Grove-Belgium School District
1	Oostburg School District
1	Random Lake School District
1	Village of Cedar Grove Library
1	Village of Oostburg Library
1	Town Plan Commission and Town Board

Town of Holland

Comprehensive Plan Year 2030

Project ID: 07H012

Prepared for
Town of Holland
W 3005 County Road G
Cedar Grove, WI 53013

Prepared by
Foth Infrastructure & Environment, LLC

June 8, 2009

REUSE OF DOCUMENTS

This document has been developed for a specific application and not for general use; therefore, it may not be used without the written approval of Foth. Unapproved use is at the sole responsibility of the unauthorized user.

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Town of Holland

Comprehensive Plan Year 2030

Contents

	Page
Executive Summary	ix
List of Abbreviations, Acronyms, and Symbols	xi
Definitions	xii
Acknowledgements	xiii
1 Issues and Opportunities	1-1
1.1 Introduction	1-1
1.2 Plan Summary	1-2
1.3 Regulatory Requirements	1-7
1.3.1 Population and Housing Goals	1-7
1.3.2 Transportation Goals	1-7
1.3.3 Utilities and Community Facilities Goals	1-7
1.3.4 Agricultural, Natural, and Cultural Resources Goals	1-8
1.3.5 Economic Development Goals	1-8
1.3.6 Intergovernmental Cooperation Goals	1-8
1.3.7 Land Use Goals	1-8
1.3.8 Implementation Goals	1-9
1.4 Comprehensive Plan Development Process and Public Participation	1-9
1.4.1 Public Informational Meetings	1-9
1.4.2 Plan Commission and Town Board Action	1-10
1.4.3 Public Hearing	1-10
1.4.4 Distribution of Plan Documents	1-10
1.5 Town of Holland Issues and Opportunities	1-10
1.5.1 Issues	1-10
1.5.2 Opportunities	1-12
1.6 Issues and Opportunities Policies and Recommendations	1-12
1.7 Issues and Opportunities Programs	1-13
2 Population and Housing	2-1
2.1 Population and Housing Plan	2-1
2.2 Population Characteristics	2-1
2.2.1 2000 Census	2-1
2.2.2 Population Counts	2-2
2.2.3 Population Estimates	2-3
2.2.4 Age Distribution	2-3
2.3 Population Projections	2-4
2.4 Housing Characteristics	2-5
2.4.1 Units in Structure	2-6
2.4.2 Age of Housing Units	2-7
2.4.3 Housing Value and Affordability	2-8
2.5 Housing Projections	2-10
2.6 Housing for All Age Groups and Persons with Special Needs	2-12

Contents

	Page
2.7	Land for Low-Income and Moderate-Income Housing..... 2-12
2.8	Maintaining and Rehabilitating the Existing Housing Stock..... 2-13
2.9	Population and Housing Goals and Objectives..... 2-13
2.10	Population and Housing Policies and Recommendations..... 2-14
2.11	Population and Housing Programs..... 2-15
3	Transportation..... 3-1
3.1	Transportation Plan..... 3-1
3.2	State and Regional Transportation Plans..... 3-1
3.3	Functional Classification of Highways..... 3-2
3.3.1	Local Roads..... 3-2
3.3.2	Collector Roads..... 3-2
3.3.3	Arterial Highways..... 3-2
3.4	Traffic Volumes..... 3-2
3.5	Additional Modes of Transportation..... 3-7
3.5.1	Water Transportation..... 3-7
3.5.2	Airports..... 3-7
3.5.3	Railroads..... 3-8
3.5.4	Trucking..... 3-8
3.5.5	Public Transit..... 3-8
3.5.6	Bicycles..... 3-8
3.5.7	Pedestrian Transportation..... 3-8
3.5.8	Transportation for the Disabled..... 3-8
3.6	Planned Transportation Improvements..... 3-9
3.7	Transportation Goals and Objectives..... 3-9
3.8	Transportation Policies and Recommendations..... 3-10
3.9	Transportation Programs..... 3-11
4	Utilities and Community Facilities..... 4-1
4.1	Utilities and Community Facilities..... 4-1
4.2	Existing Status and Planned Improvements..... 4-1
4.2.1	Public Buildings..... 4-1
4.2.2	Local Administrative Facilities and Services..... 4-1
4.3	Protective Services..... 4-2
4.3.1	Police Services..... 4-2
4.3.2	Fire Protection Services..... 4-3
4.3.3	Emergency Medical Service..... 4-3
4.4	School Facilities..... 4-7
4.5	Quasi Public Facilities..... 4-11
4.5.1	Libraries..... 4-11
4.5.2	Churches and Cemeteries..... 4-11
4.5.3	Boat Landings/Public Access..... 4-11
4.5.4	Post Offices..... 4-11
4.5.5	Private Recreation Facilities..... 4-12
4.6	Parks, Recreation and Open Space..... 4-12
4.6.1	State Managed Parks and Open Space..... 4-12

Contents

	Page
4.6.2	County Managed Parks and Open Space 4-12
4.6.3	Locally Managed Parks and Open Space..... 4-12
4.6.4	Trails 4-12
4.7	Solid Waste Management and Recycling 4-13
4.8	Communication and Power Facilities 4-13
4.8.1	Electric Service 4-13
4.8.2	Communication Service..... 4-13
4.8.3	Gas Service 4-13
4.9	Sanitary Sewer Service 4-13
4.10	Private Onsite Wastewater Treatment Systems (POWTS)..... 4-14
4.11	Public Water Supply 4-14
4.12	Stormwater Management 4-14
4.13	Health Care and Day Care Facilities..... 4-14
4.14	Utilities and Community Facilities Goals and Objectives..... 4-14
4.15	Utilities and Community Facilities Policies and Recommendations..... 4-16
4.16	Utilities and Community Facilities Programs..... 4-17
5	Agricultural, Natural, and Cultural Resources 5-1
5.1	Agriculture, Natural, and Cultural Resources Plan..... 5-1
5.2	Agriculture and Natural Resource Inventory 5-1
5.2.1	Topography 5-1
5.2.2	General Soils..... 5-1
5.2.3	Prime Agricultural Soils 5-2
5.2.4	Agricultural Land Evaluation and Site Assessment (LESA) 5-2
5.2.5	Steep Slopes 5-3
5.2.6	Woodlands 5-3
5.2.7	Metallic and Non-Metallic Mineral Resources..... 5-3
5.2.8	Wetlands 5-3
5.2.9	Floodplains..... 5-4
5.2.10	Surface Water Features/Watersheds 5-5
5.2.11	Groundwater Resources 5-5
5.2.12	Environmental Corridors/Sensitive Areas 5-6
5.2.13	Wildlife Habitat 5-6
5.2.14	Threatened and Endangered Species 5-6
5.3	Cultural Resources Inventory 5-29
5.3.1	State and Natural Register of Historic Places 5-29
5.3.2	Wisconsin Architecture & History Inventory 5-29
5.3.3	Community Design 5-30
5.4	Agricultural, Natural, and Cultural Resources Goals and Objectives 5-30
5.5	Agricultural, Natural, and Cultural Resources Policies and Recommendations 5-33
5.6	Agricultural, Natural, and Cultural Resources Programs 5-35
6	Economic Development 6-1
6.1	Economic Development Plan..... 6-1
6.2	Economic Characteristics..... 6-2
6.2.1	Employment by Industrial Sector 6-2

Contents

		Page
	6.2.2 Employment by Occupation	6-4
	6.2.3 Income.....	6-5
	6.2.4 Educational Attainment	6-6
6.3	Employment Forecast	6-7
6.4	Strengths and Weakness Analysis	6-8
	6.4.1 Strengths	6-8
	6.4.2 Weaknesses	6-8
6.5	Desired Business and Industry.....	6-9
6.6	Sites for Business and Industrial Development	6-9
6.7	Economic Development Goals and Objectives.....	6-9
6.8	Economic Development Policies and Recommendations.....	6-10
6.9	Economic Development Programs	6-10
7	Intergovernmental Cooperation.....	7-1
	7.1 Intergovernmental Cooperation Plan	7-1
	7.2 Inventory of Existing Intergovernmental Agreements	7-1
	7.3 Analysis of Intergovernmental Relationships.....	7-2
	7.3.1 Sitting and Building Public Facilities	7-2
	7.3.2 Region.....	7-2
	7.3.3 State.....	7-2
	7.3.4 School District	7-2
	7.3.5 Adjacent Local Governments	7-2
	7.4 Intergovernmental Opportunities, Conflicts and Resolutions.....	7-7
	7.5 Intergovernmental Cooperation Goals and Objectives.....	7-7
	7.6 Intergovernmental Cooperation Policies and Recommendations.....	7-8
	7.7 Intergovernmental Cooperation Programs.....	7-9
8	Land Use.....	8-1
	8.1 Introduction.....	8-1
	8.2 Existing Land Use.....	8-1
	8.3 Land Supply, Demand, and Price Trends	8-7
	8.3.1 Projected Supply and Demand of Developed Land Uses	8-8
	8.4 Future Land Use Plan.....	8-11
	8.5 Future Land Use Classifications	8-16
	8.6 Existing and Potential Land Use Conflicts	8-25
	8.6.1 Existing Land Use Conflicts	8-25
	8.6.2 Potential Land Use Conflicts	8-25
	8.7 Opportunities for Redevelopment.....	8-25
	8.8 Land Use Goals and Objectives.....	8-25
	8.9 Land Use Policies and Recommendations.....	8-26
	8.10 Land Use Programs.....	8-27
9	Implementation.....	9-1
	9.1 Action Plan.....	9-1
	9.1.1 Plan Adoption and Update Actions.....	9-1
	9.1.2 Intergovernmental Cooperation Actions.....	9-2
	9.1.3 Ordinance Development and Update Actions.....	9-2

Contents

	Page
9.1.4 Strategic Planning Actions.....	9-3
9.2 Status and Changes to Land Use Programs and Regulations	9-3
9.2.1 Code of Ordinances.....	9-4
9.2.2 Zoning.....	9-4
9.2.3 Land Division Regulations	9-13
9.2.4 Site Plan and Design Review	9-14
9.2.5 Official Map Regulations.....	9-15
9.2.6 Sign Regulations	9-15
9.2.7 Erosion Control and Stormwater Management.....	9-15
9.2.8 Historic Preservation.....	9-15
9.2.9 Building, Housing, and Mechanical Codes.....	9-15
9.2.10 Sanitary Codes	9-16
9.2.11 Driveway and Access Controls.....	9-16
9.2.12 Large Scale Animal Feeding Operations	9-16
9.2.13 Wind Towers.....	9-17
9.2.14 Communication Towers.....	9-17
9.2.15 Right to Farm	9-18
9.2.16 Road Construction Standards.....	9-18
9.3 Comprehensive Plan Amendments and Updates	9-19
9.3.1 Adoption and Amendments	9-19
9.3.2 Updates	9-20
9.4 Integration and Consistency of Planning Elements	9-20
9.4.1 Implementation Strategies for Planning Element Integration.....	9-20
9.4.2 Planning Element Consistency	9-20
9.5 Measurement of Plan Progress.....	9-21
9.6 Implementation Goals and Objectives	9-21
9.7 Implementation Policies and Recommendations	9-22

Tables

Table 2-1 Population Trends – Sheboygan County, 1970-2007	2-2
Table 2-2 Population by Age Cohort –Town of Holland and Sheboygan County, 2000.....	2-4
Table 2-3 Housing Supply, Occupancy, and Tenure Population –Town of Holland and Sheboygan County, 1990-2000.....	2-6
Table 2-4 Units in Structure – Town of Holland and Sheboygan County, 2000	2-7
Table 2-5 Year Structures Built –Town of Holland and Sheboygan County, 2000.....	2-8
Table 2-6 Housing Value for Specific Owner Occupied Units –Town of Holland and Sheboygan County, 2000	2-9
Table 5-1 Rare, Threatened and Endangered Species – Town of Holland	5-7
Table 6-1 Employment by Industrial Sector –Town of Holland, 2000.....	6-3
Table 6-2 Employment by Occupation – Town of Holland and Sheboygan County, 2000.....	6-5
Table 6-3 Household Income – Town of Holland and Sheboygan County, 2000	6-6
Table 6-4 Educational Attainment –Town of Holland and Sheboygan County, 2000.....	6-7

Contents

	Page
Table 8-1 Existing Land Use- Town of Holland, 2002.....	8-2
Table 8-2 Agricultural Land Sales – Sheboygan County, 2004-2007	8-7
Table 8-3 Projected Land Use Demand (acres) – Town of Holland, 2002-2030.....	8-9
Table 8-4 Land Supply and Demand Comparison (acres) – Town of Holland.....	8-10
Table 8-5 Future Land Use – Town of Holland, 2008	8-21

Figures

Figure 2-1 Population Trends – Town of Holland, 1970-2007 Comparative Population Projections – Town of Holland, 2000-2030.....	2-5
Figure 2-3 Comparative Housing Projections – Town of Holland, 2000-2030	2-11
Figure 6-1 Employment by Industrial Sector – Town of Holland, 2000.....	6-4
Figure 8-1 Existing Land Use – Town of Holland, 2002	8-3
Figure 8-2 Land Supply and Demand Comparison – Town of Holland.....	8-10
Figure 8-3 Conventional Development Scenario	8-13
Figure 8-4 Cluster Development Scenario	8-14
Figure 8-5 Conservation Development Scenario.....	8-15
Figure 8-3 Future Land Use – Town of Holland, 2008	8-21

Maps

Map 1-1 Regional Setting.....	1-3
Map 1-2 Project Area.....	1-5
Map 3-1 Functional Classification of Highways and Location of Railroads and Airports	3-5
Map 4-1 Emergency Response Districts.....	4-5
Map 4-2 School Districts	4-9
Map 5-1 Pleistocene Geology.....	5-9
Map 5-2 General Soils	5-11
Map 5-3 Prime Agricultural Soils.....	5-13
Map 5-4 Land Evaluation and Site Assessment Score	5-15
Map 5-5 Steep Slopes	5-17
Map 5-6 Woodlands.....	5-19
Map 5-7 Quarries and Potential Gravel Sources.....	5-21
Map 5-8 Wetlands and Floodplain.....	5-23
Map 5-9 Watersheds	5-25
Map 5-10 Environmental Corridors.....	5-27
Map 7-1 Overlapping Land Use Regulations	7-5
Map 8-1 Existing Land Use	8-5
Map 8-2 Year 2030 Future Land Use	8-23
Map 9-1 Existing Zoning.....	9-11

Contents

Page

Appendix

Appendix A Public Participation Plan

Appendix B Smart Growth/Long Range Planning Citizen Input Survey



Town of Holland

Comprehensive Plan Year 2030

Executive Summary

The *Town of Holland Year 2030 Comprehensive Plan* will guide community decision making in the Town for the next 20 to 25 years. The Town's comprehensive plan addresses the nine comprehensive planning elements as established by Wisconsin's Comprehensive Planning law:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The Town of Holland is an unincorporated rural Town located in southeast Sheboygan County. The Town is comprised of approximately 40 square miles and is bounded by the Town of Sherman to the west, Towns of Lima and Wilson to the north, Ozaukee Counties to the south and the waters of Lake Michigan make-up the Town's eastern boarder. Easy access to I-43 makes the Town an ideal location for people who work in the Milwaukee metropolitan area, approximately 40 miles to the south, but choose a more rural setting for their homes. In addition, due to its proximity to the City of Sheboygan, the Town enjoys many conveniences of a large community yet is able to maintain the atmosphere of a small Town.

Most development in the Town of Holland is found along the County Trunk Highway corridors. Small clusters of more concentrated development are found in the northern and eastern portions of the Town as well as along the Lake Michigan shoreline. Modest rates of population and housing growth are expected over the next 20 to 25 years. Projections to the year 2030 suggest that the Town's population will grow at a rate of approximately two to three persons per year and two to three new housing units per year.

Public participation during the planning process identified the Town's primary areas of concern and areas to be addressed by the Comprehensive Plan. Top issues identified by the planning committee include location of residential development, purchase of development rights, increasing the subdivision of land to smaller parcels, identifying a desired housing growth rate and identifying issues and opportunities for boundary agreements with adjacent municipalities. Top opportunities include the preservation of natural resources, directing growth to already concentrated areas, development of windmills and wind farms, development of ordinances that help farming operations and the preservation of farmland. 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.

The *Town of Holland Year 2030 Comprehensive Plan* sets the stage to successfully address the Town's issues and opportunities and to achieve the Town's vision for the future. This will be accomplished by creating an improved system in which development takes place. This will involve working with Sheboygan County to update County land use strategies as well as maintaining and updating the Town zoning code, ordinances and other land use implementation tools. Paramount in the Plan is the careful placement of residential development with regard to the community's agricultural and natural resources. The plan recommends protecting the vast majority of the Town's landscape for continued agricultural production while also allowing for limited development at low densities. Key implementation tools include development density management, development site planning, controlling lot sizes and land conservation programs.

List of Abbreviations, Acronyms, and Symbols

The Nine Elements

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation
POWTS	Private Onsite Wastewater Treatment System

State Agencies

WDNR	Wisconsin Department of Natural Resources
WDOT	Wisconsin Department of Transportation
WDOA	Wisconsin Department of Administration

Highway Names

CTH	County Trunk Highway
STH	State Trunk Highway
USH	US Highway

Definitions

1. Area Development Plan – A site plan, drawn to a scale approved by the Town, which illustrates the short-term and long-term planning coordination of proposed infrastructure (e.g. project phasing, road connections, regional stormwater management, etc.) with adjacent properties.
2. Cluster Development – Residential lots or building sites that are concentrated and grouped. Similar to conservation developments, cluster developments typically have reduced lot sizes from what is normally required and within a development group the lots or buildings are directly adjacent to each other.
3. Conservation Development – Residential lots or building sites that are concentrated and grouped. This type of development contains residual lands that are preserved as green space for the purpose of protecting a valued community features such as agricultural, natural or cultural resources. Conservation developments typically have reduced lot sizes from what is normally required and within a development group the lots or buildings are directly adjacent to each other.
4. Conventional Development – Residential lots or building sites that conform to the Town of Holland’s current zoning ordinance. Conventional development tends to spread development evenly throughout a parcel without consideration of significant agricultural, natural or cultural resources.
5. Substantial Development – A development proposals of 3 lots or more, which includes the remnant parcel.

Town of Holland

Comprehensive Plan Year 2030

Acknowledgements

Special acknowledgements to...

The local elected officials, citizens, and volunteers who participated in the Town of Holland planning process.

The Town Plan Commission

Donald Becker*
Sydney Rader
David Huenink
Jan Rauwerdink
Kenneth Nyhuis
Eugene Schmitz
David Mueller
Roy Teunissen
Trevor Mentink**
Jack Stokdyk**

*Chairman
**Alternates

The Town Board of Supervisors

Donald Becker*
Martin Elmer
Stanley Lammers
Stephen Jones
David Huenink

*Chairman

The Town Staff

Sharon Claerbaut
Judith O'Connell
Craig Droppers
Grota Appraisals
Thomas Huenink

The Foth Planning and Facilitation Team

Dennis Steigenberger	John Williams
Nic Sparacio	Kurt Vogal
Jamie Rybarczyk	Matt Dorner
Sandy Hendricks	Nancy Jakups
Jeni Bradley	Elizabeth Durkin
Eric Christensen	Monica Wauck

The following organizations that dedicated their staff and support

Town of Holland
Sheboygan County
Bay-Lake Regional Planning Commission
UW-Extension, Sheboygan County

1 Issues and Opportunities



1 Issues and Opportunities

1.1 Introduction

The Town of Holland is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. Understandings of both the Town's history and its vision for the future are essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Holland Year 2030 Comprehensive Plan* will guide community decision making in the Town of Holland for the next 20 to 25 years. The Town's comprehensive plan addresses nine comprehensive planning elements as chapters one through nine:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The *Town of Holland Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, Towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is "consistent" with the community's comprehensive plan.

The Town of Holland developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The *Issues and Opportunities* element of the comprehensive plan provides perspective on the planning process, public participation, and the overall goals of the community.

1.2 Plan Summary

The Town of Holland is an unincorporated rural Town located in southeast Sheboygan County. The Town is comprised of approximately 40 square miles and is bounded by the Town of Sherman to the west, Towns of Lima and Wilson to the north, Ozaukee Counties to the south and the waters of Lake Michigan make-up the Town's eastern boarder. Easy access to I-43 makes the Town an ideal location for people who work in the Milwaukee metropolitan area, approximately 40 miles to the south, but choose a more rural setting for their homes. In addition, due to its proximity to the City of Sheboygan, the Town enjoys many conveniences of a large community yet is able to maintain the atmosphere of a small Town.

Most development in the Town of Holland is found along the County Trunk Highway corridors. Small clusters of more concentrated development are found in the northern and western portions of the Town as well as along the Lake Michigan shoreline. Clusters of residential development are found along County Road A, at the intersection of County Road D and County Road B, and along County Road CC between County Road RR and County Road D. There are several scattered commercial developments throughout the Town.

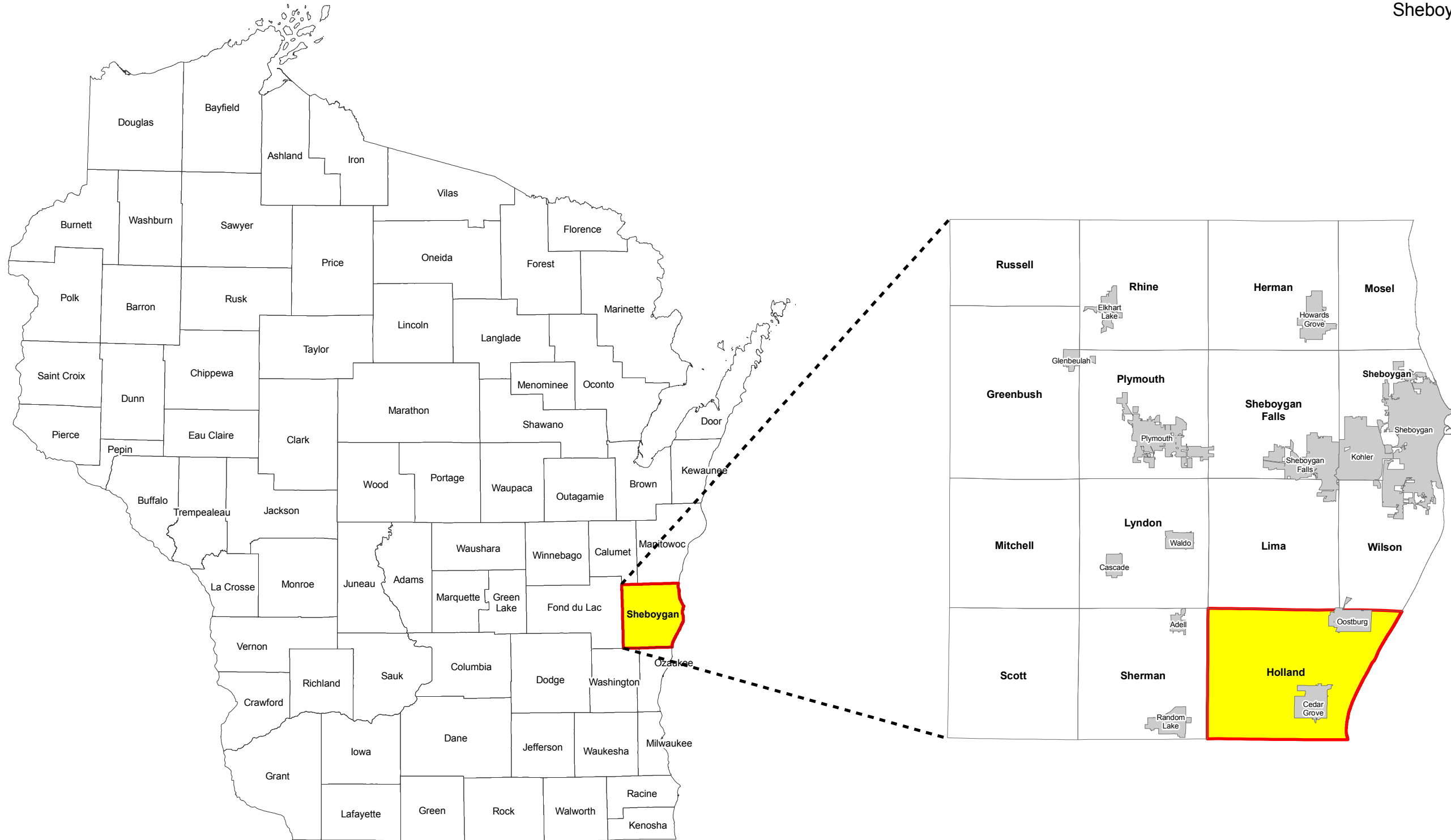
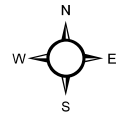
Modest rates of population and housing growth are expected over the next 20 to 25 years. Projections to the year 2030 suggest that the Town's population will grow at a rate of approximately two to three persons per year and two to three new housing units per year.

Public participation during the planning process identified the Town's primary areas of concern and areas to be addressed by the Comprehensive Plan. Top issues identified by the planning committee include location of residential development, purchase of development rights, increasing the subdivision of land to smaller parcels, identifying a desired housing growth rate and identifying issues and opportunities for boundary agreements with adjacent municipalities. Top opportunities include the preservation of natural resources, directing growth to already concentrated areas, development of windmills and wind farms, development of ordinances that help farming operations and the preservation of farmland. 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.

The *Town of Holland Year 2030 Comprehensive Plan* sets the stage to successfully address the Town's issues and opportunities and to achieve the Town's vision for the future. This will be accomplished by creating an improved system in which development takes place. This will involve working with Sheboygan County to update County land use strategies as well as maintaining and updating the Town zoning code, ordinances and other land use implementation tools. Paramount in the plan is the careful placement of residential development with regard to the community's agricultural and natural resources. The plan recommends protecting the agricultural production of the Township while also allowing for controlled development. Key implementation tools include development density management, development site planning, control lot sizes and land conservation programs.

Map 1-1 Regional Setting

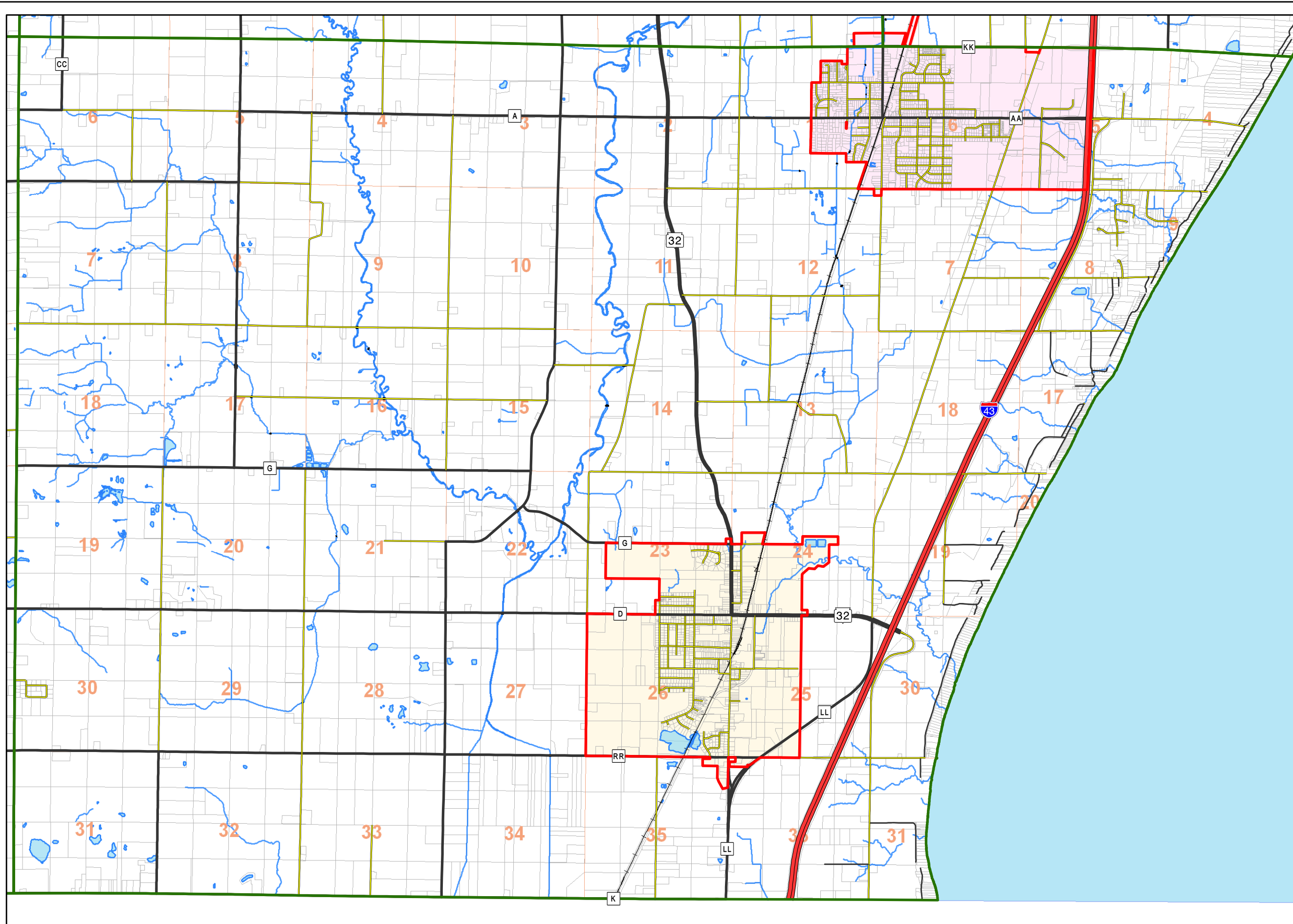
Map 1-1
Regional Setting
Town of Holland
 Sheboygan County, WI



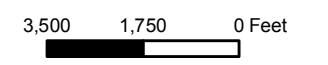
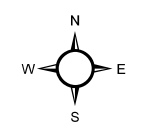
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Map 1-2 Project Area

Map 1-2
Project Area
Town of Holland
 Sheboygan County, WI



- Legend**
- Parcels
 - Village of Oostburg
 - Village of Cedar Grove
 - Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes



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1.3 Regulatory Requirements

The Town of Holland adopted a vision statement as part of the planning process to develop its Comprehensive Plan. The following vision statement expresses the Town's core values and ideal future state.

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.

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

1.3.1 Population and Housing Goals

Goal 1: Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents.

Goal 2: Provide for housing development that maintains the attractiveness and rural character of the Town.

Goal 3: Support the maintenance and rehabilitation of the community's existing housing stock.

1.3.2 Transportation Goals

Goal 1: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Goal 2: Maintain the transportation system and modify as needed to effectively serve existing land uses and anticipated future demands.

1.3.3 Utilities and Community Facilities Goals

Goal 1: Maintain and improve the quality and efficiency of Town government, facilities, services, and utilities.

Goal 2: Promote a variety of recreational opportunities within the community.

Goal 3: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal 4: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

1.3.4 Agricultural, Natural, and Cultural Resources Goals

Goal 1: Maintain the viability, operational efficiency, and productivity of the Town's agricultural resources for current and future generations.

Goal 2: Manage the potential impacts of agricultural operations on the Town to ensure that agriculture continues to be viewed as a positive asset to the community.

Goal 3: Balance future development with the protection of natural resources.

Goal 4: Preserve groundwater and surface water quality and quantity.

Goal 5: Protect air quality.

Goal 6: Preserve green space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Goal 7: Balance future needs for the extraction of mineral resources with potential adverse impacts on the community.

Goal 8: Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Goal 9: Preserve significant historical and cultural lands, sites, and structures that contribute to the community identity and character.

1.3.5 Economic Development Goals

Goal 1: Maintain, enhance and diversify the economy consistent with other community goals and objectives to provide a stable economic base.

1.3.6 Intergovernmental Cooperation Goals

Goal 1: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

1.3.7 Land Use Goals

Goal 1: Plan for land use in order to achieve the Town's desired future.

Goal 2: Seek a desirable pattern of land use that contributes to the realization of the Town's goals and objectives for the future.

1.3.8 Implementation Goals

Goal 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the Town of Holland.

Goal 2: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Holland has adopted a *Public Participation Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The Town's adopted *Public Participation Plan* is found in Appendix A.

The *Town of Holland Year 2030 Comprehensive Plan* included several public participation activities. These included two public informational meetings, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

1.4.1 Public Informational Meetings

On February 23, 2009, a public informational meeting was held regarding the draft *Town of Holland Year 2030 Comprehensive Plan*. About 44 Town residents and property owners attended. The draft plan was presented with key components highlighted including the map of future land use, the future land use classifications and the policies and recommendations for implementation. This meeting provided an opportunity for citizens to explore how the plan might specifically affect their properties or other locations in which they had interest. A short questionnaire highlighting the key policies and recommendations was provided along with a general public comment form.

The concerns raised most frequently among attendees involved the preservation of farmland and the possibility of annexation by the neighboring Villages of Cedar Grove and Oostburg. Many residents felt strongly that farmland ought to be preserved in order to preserve the rural character of the Town. Attendees were particularly interested in discussing the different regulatory mechanisms, such as cluster and conservation development, that can be used to preserve prime agricultural lands. At the same time, residents were also concerned about how restrictions on development could affect their ability to subdivide and sell their land for other uses as they reached retirement age. These issues will be addressed in detail in the Land Use element.

1.4.2 Plan Commission and Town Board Action

On May 4, 2009, the Town of Holland Plan Commission discussed and passed Resolution No. PC 2009-01 recommending approval of the plan to the Town Board.

On June 8, 2009, the Town of Holland Board discussed and passed Ordinance No. 2009-01, adopting the final comprehensive plan.

1.4.3 Public Hearing

On June 8, 2009 a public hearing was held on the recommended *Town of Holland Year 2030 Comprehensive Plan* at the Town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. As part of the public hearing, a number of questions were addressed. Points of discussion included bluff protection, the citizen input survey, public participation, lot sizes in relation to agricultural preservation, and the development of the future land use map.

1.4.4 Distribution of Plan Documents

Both the recommended and final plan documents were provided to adjacent and overlapping units of government, the local libraries, and the Wisconsin Department of Administration in accordance with the *Public Participation Plan* found in Appendix A.

1.5 Town of Holland Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive qualities that residents value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

At the September 17, 2007 meeting, Town of Holland citizens and plan commission identified issues and opportunities for the Town. Participants took turns sharing the issues and opportunities that they felt were important in the community for the 20 to 25 year planning period. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified. Included in parentheses is the number of votes each issue or opportunity received.

1.5.1 Issues

- ◆ Location of residential development – placement on farmland. (6 votes)
- ◆ Purchase of development rights – who pays? (5 votes)
- ◆ Increasing subdivision of land to smaller parcels. Consumption of land by development. (4 votes)
- ◆ Unusable farm buildings when farmsteads split off. No land to keep farming. (3 votes)
- ◆ Boundary agreements between municipalities (issue and opportunity). (3 votes)

- ◆ Housing growth rate desired and how can it be controlled? (3 votes)
- ◆ Land use – agricultural vs. residential. (2 votes)
- ◆ Right to farm. (2 votes)
- ◆ Public rights vs. private rights related to land use. (2 votes)
- ◆ Open space vs. farmland (which is it?) People’s preference on the land. (1 votes)
- ◆ Does the Town strictly adhere to boundaries established (zoning boundaries – rezones)? (1 vote)
- ◆ Billboards along roads and is ordinance satisfactory? (1 vote)
- ◆ Enforce Town weed ordinance. Better communication with state and county.
- ◆ Some zoning requirements difficult to meet for starting farmers (50%) income.
- ◆ Town is a gateway community to Sheboygan – development pressure.
- ◆ Interstate highway 43 – related development pressures, emergency calls, etc.
- ◆ Lack of enforcement on state well abandonment regulations.
- ◆ Nothing in ordinance to address large commercial/business development.
- ◆ Urban sprawl from north and south.
- ◆ Development of landlocked parcels and safety issues related to access them.
- ◆ Public vs. private roads including safety and servicing.
- ◆ Home based business transitioning into commercial business (conditional use).
- ◆ Do citizens support “modern” agriculture?
- ◆ Preservation of environmentally sensitive areas (woodlands, wetlands, etc.).
- ◆ Wind farms.
- ◆ Is current communication tower ordinance adequate?
- ◆ Annexation (pros and cons).
- ◆ Use of conservation subdivisions and bonus lots to generate revenues for purchase of development rights.
- ◆ Public’s perception of new/revised zoning ordinance. (Fewer districts, R-1 lakeshore, road frontage areas, conditional uses cleaned up, more accessible.)
- ◆ Effectiveness of Town’s web sit – do you use it? How can it be improved?
- ◆ Shared services – what should be shared (police, fire, and park)?
- ◆ What is the most unique feature in the Town that should be preserved?
- ◆ Single vs. multi-family housing.
- ◆ Opinions on large scale development.
- ◆ Continuation of road improvement program (opportunity). (Roadbed improvements, moving poles)
- ◆ Cluster development vs. traditional subdivisions vs. scattered residential.
- ◆ Need for full-time clerk and office at Town hall/set hours/shared clerk with other unites of government.
- ◆ Developed park and park land in the Town now – is it adequate and whose responsibility? Bike trail.
- ◆ Residential development east of I-43 and what should it look like (8 acre country estates, etc.).
- ◆ Town services/recycling center – better service and are you willing to pay for it as well as items to be disposed of – computers, etc.
- ◆ Willingness to serve on comprehensive planning committee.

1.5.2 Opportunities

- ◆ Preservation of natural resources (woodlands, wetlands, shorelands). (6 votes)
- ◆ Direct growth to already concentrated areas. (6 votes)
- ◆ Windmills and wind farms. (5 votes)
- ◆ Ordinances that help farming operations. (4 votes)
- ◆ Preservation of farmland. (4 votes)
- ◆ Better coordination of Town ordinances and plan. (3 votes)
- ◆ Plan cooperatively with Village of Oostburg and Cedar Grove. (2 votes)
- ◆ Road betterment funding potentially shifting to maintenance of Town character. (2 votes)
- ◆ Land uses controls – stronger plan and ordinance to help decision making. Public support for those controls. (1 vote)
- ◆ Preservation of older buildings – need a way to do that. (1 vote)
- ◆ Lake Michigan as a source of water (as a backup to groundwater).
- ◆ Enhance/increase parkland.
- ◆ Sealing abandoned wells – programs/model ordinance available – improve water quality.
- ◆ Town supporting and promoting agriculture.
- ◆ Potential extension of sewer or water into Town from Villages.
- ◆ Interstate highway 43 – related economic opportunities, transportation connections, etc.

1.6 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues and opportunities that the Town is concerned about. Policies and recommendations are the most important language piece in the comprehensive plan, and as such, should reflect the Town’s highest priorities and the areas where the Town will take direct action or responsibility. Well-formulated policies and recommendations become the primary tools the Town can use in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Several of the elements that follow identify policies for substantial development proposals. For the purposes of these elements, the word “substantial development proposals” will mean, in most circumstances, development proposals of 3 lots or more. This includes the remnant parcel.

Furthermore, substantial development proposals shall also be identified by the potential impacts to the surrounding lands (i.e. existing roads, traffic counts, community facilities and services, stormwater management practices, groundwater quality and quantity, agricultural lands and operations, natural and cultural resources, and rural character and atmosphere) as a result of the development.

Policies: Town Directive

- IO1 The Town shall conduct all business related to land use decision making by using an open public process and by giving due consideration to its comprehensive plan.
- IO2 Public participation shall continue to be encouraged for all aspects of Town governance.

Recommendations

1. Use media resources, the Town website, and public postings to inform residents about important meetings regarding the comprehensive plan and other aspects of Town government where public participation and involvement will assist in overall implementation or education.

1.7 Issues and Opportunities Programs

The following programs are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Department of Administration, Demographic Services Center

The primary responsibility of the Demographic Services Center is to develop annual total population estimates for all Wisconsin Towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for zip code areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit their web-site.

Wisconsin Department of Administration, Division of Intergovernmental Relations

The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. The division also administers the grant program that assists local governments in developing comprehensive plans. For further information on the division and their programs, contact the WDOA or visit their website. Their website contains a variety of information including fact sheets, grant information, model ordinances, guides for developing the elements of comprehensive plans, and links to a variety of other sources of information for comprehensive planning.

2

Population and Housing



2 Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Holland plan ahead for future growth and change. Since they are key indicators of potential future conditions, this element of the comprehensive plan provides population and housing data along with projections for the future.

The Town of Holland's plan for population and housing reflects its limited housing options and a desire to retain the rural character of the Town as modest rates of population and housing growth continue into the future. Due to its rural nature, the Town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. As the aging segment of the population grows, it is expected that many of these individuals will desire to live closer to larger urban centers with more accessible medical services and urban amenities. The Town of Holland does not expect that municipal sewer, water, or other urban services required to support a full range of housing choices will be provided within its borders over the next 20 to 25 years. Accomplishing some of the Town's housing goals and objectives will rely on the surrounding region and incorporated communities like the Villages of Cedar Grove and Oostburg.

The Town's plan for population and housing is focused on protecting agricultural, landscape and natural resources as housing growth takes place. Top housing issues and opportunities identified during the planning process (refer to the *Issues and Opportunities, Section 1.5*) include identifying a desired housing growth rate and the placement of residential development on farmland. Therefore, opportunities for future housing growth will be provided by protecting the Town's agricultural lands from high density development and by carefully placing new housing development relative to the locations of agricultural and natural resources. Preventing land use conflicts between intensive agriculture and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density and the use of site planning guidelines.

2.2 Population Characteristics

2.2.1 2000 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

2.2.2 Population Counts

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the community's housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Table 2-1 displays population trends from 1970 to 2007 for all municipalities in Sheboygan County.

The Town of Holland population increased from 2,287 in 1970 to 2,360 in 2000, which represents a total growth of 82 persons or approximately 4%. The population of the Town increased from 1970 into 1990 when it peaked with a population of 2,567 persons. Since 1990 the population has declined, but this trend is expected to be reversed according to the 2007 population estimate.

Table 2-1

Population Trends – Sheboygan County, 1970-2007

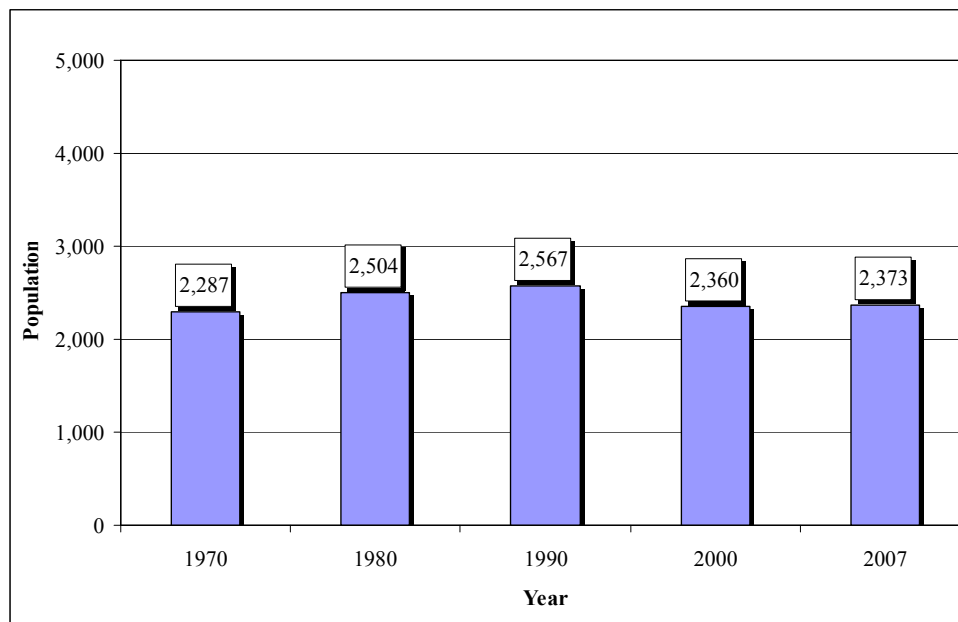
	1970	1980	1990	2000	2007
T. GREENBUSH	1,537	1,665	1,849	2,619	2,637
T. HERMAN	2,042	2,095	1,820	2,044	2,288
T. HOLLAND	2,287	2,504	2,567	2,360	2,373
T. LIMA	2,590	2,809	2,715	2,948	2,962
T. LYNDON	1,198	1,342	1,432	1,463	1,500
T. MITCHELL	779	900	1,038	1,286	1,328
T. MOSEL	1,127	1,035	918	839	802
T. PLYMOUTH	2,368	3,068	2,911	3,115	3,302
T. RHINE	1,386	1,910	2,235	2,244	2,322
T. RUSSELL	482	429	362	399	401
T. SCOTT	1,451	1,625	1,671	1,804	1,857
T. SHEBOYGAN	4,246	3,962	3,866	5,874	7,158
T. SHEBOYGAN FALLS	2,280	2,281	1,908	1,706	1,758
T. SHERMAN	1,436	1,445	1,461	1,520	1,557
T. WILSON	3,323	3,604	2,931	3,227	3,496
V. ADELL	380	545	510	517	515
V. CASCADE	603	615	620	681	704
V. CEDAR GROVE	1,276	1,420	1,521	1,887	2,055
V. ELKHART LAKE	787	1,054	1,019	1,021	1,120
V. GLENBEULAH	496	423	386	378	436
V. HOWARDS GROVE	998	1,838	2,329	2,792	3,056
V. KOHLER	1,738	1,651	1,817	1,926	1,999
V. OOSTBURG	1,309	1,647	1,931	2,660	2,889
V. RANDOM LAKE	1,068	1,287	1,439	1,551	1,641
V. WALDO	408	416	442	450	470
C. PLYMOUTH	5,810	6,027	6,769	7,781	8,349
C. SHEBOYGAN	48,484	48,085	49,587	50,792	50,600
C. SHEBOYGAN FALLS	4,771	5,253	5,823	6,772	7,472
SHEBOYGAN COUNTY	96,660	100,935	103,877	112,656	117,045
WISCONSIN	4,417,821	4,705,642	4,891,769	5,363,715	5,648,124

Source: Wisconsin Department of Administration, 1970, 1980, 1990, 2000, and 2007.

2.2.3 Population Estimates

The Wisconsin Department of Administration (WDOA), Demographic Services Center annually develops population estimates for every municipality and county in the state. The 2007 population estimate for the Town of Holland was predicted to increase by 13 residents to 2,373, or a gain of less than 0.5% from 2000. The 2007 estimate for Sheboygan County was 117,045 residents, an increase of almost 3.9% from the 2000 population of 112,656. Population estimates from the Wisconsin Department of Administration should be used as the primary source for population information until the release of the 2010 Census. Figure 2-1 displays the 1970 to 2000 Census counts for the Town as well as the 2007 population estimate.

**Figure 2-1
Population Trends – Town of Holland, 1970-2007**



Source: Wisconsin Department of Administration, 1970, 1980, 1990, 2000, and 2007.

2.2.4 Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The largest segment of the overall population, known as the “baby-boomers”, is nearing the age of retirement. As this age group grows older, the demand for services such as health care will increase. In addition, the younger workforce will have to take over positions previously held by the retirees. It will become increasingly more important to recognize if these trends are taking place locally and to determine how to address the impacts on the Town.

Table 2-2 displays the population by age cohort for the Town of Holland and Sheboygan County.

Table 2-2
Population by Age Cohort –
Town of Holland and Sheboygan County, 2000

	Town of Holland		Sheboygan County	
	Number	% of Total	Number	% of Total
Under 5	142	6%	7,213	6.4%
5 to 14	369	16%	16,308	14.5%
15 to 24	290	12%	14,735	13.1%
25 to 34	199	8%	14,676	13.0%
35 to 44	412	17%	18,905	16.8%
45 to 54	425	18%	15,456	13.7%
55 to 64	274	12%	9,621	8.5%
65+	249	11%	15,732	14.0%
Total	2,360	100%	112,646	100.0%
Median Age	40.1		36.8	

Source: U.S. Bureau of the Census, 2000 (SFT-1).

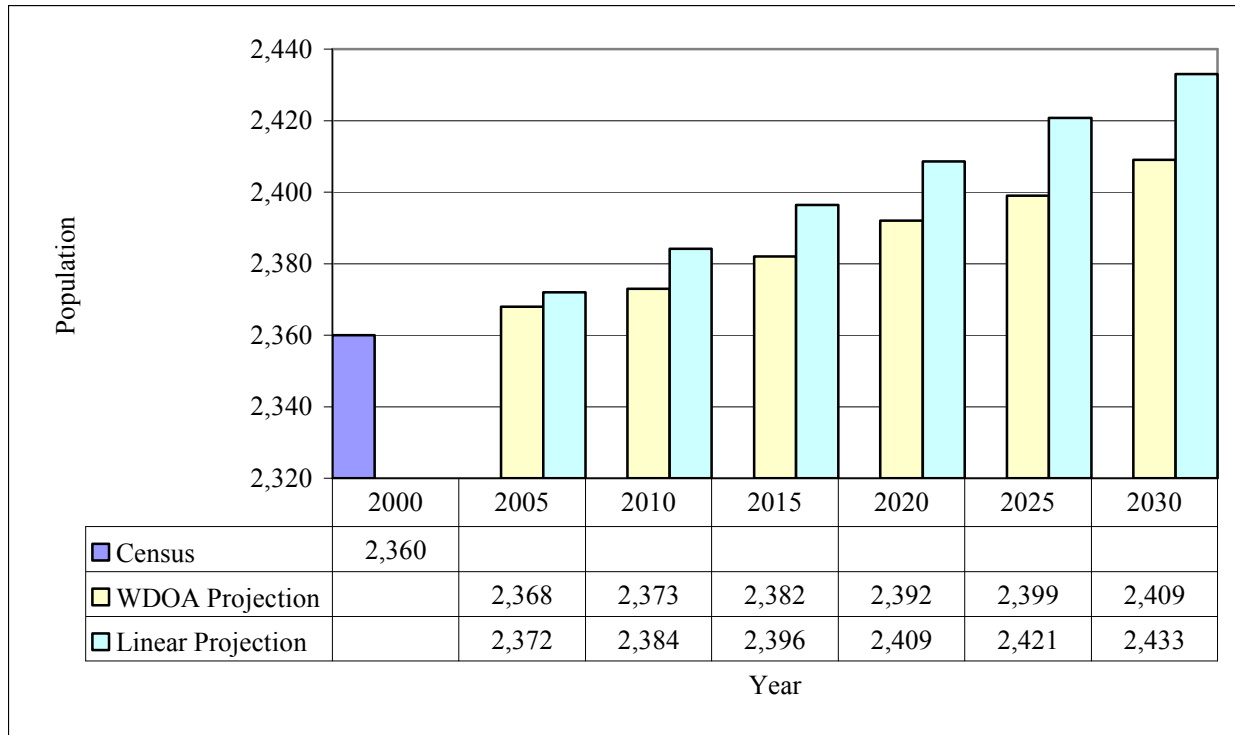
The largest percentage (18%) of the Town of Holland residents is between the ages of 45 to 54, the next largest percentage (17%) is held by the age cohort of 35 to 44. Although the Town’s population is aging the third largest percentage (16%) is accounted for by the ages 5 to 14. The largest percentage (16.8%) of Sheboygan county residents is in the 35 to 44 age category. The median age for the Town of Holland is 40.1, while Sheboygan County’s median age of 36.8 is slightly lower than the Town’s.

2.3 Population Projections

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Holland.

Two sources have been used to provide population projections. The first projection was produced by the Wisconsin Department of Administration, which is the official state projection through 2025. The second projection is a linear trend based on census data going back to 1970. Figure 2-2 displays the two population projections along with the 2000 Census population.

**Figure 2-2
Comparative Population Projections – Town of Holland, 2000-2030**



Note: The WDOA projection is based on multiple factors, some of which including in and out migration patterns, historical population information, and municipal boundary changes. The WDOA Projection stops at year 2025. An average growth rate was calculated based on the 2005 – 2025 projections and provided for the 2030 WDOA projection for comparison purposes.

Note: The linear projections are based on the historical populations from the 1970, 1980, 1990, and 2000 censuses. Based on the average growth witnessed during this period, 12.2 people were added to the population projection for each five year projection increment.

Source: U.S. Bureau of the Census, 2000 (SFT-1). Wisconsin Department of Administration, Demographic Services Center.

According to the WDOA, the Town of Holland is projected to have a population of 2,409 in 2030, which represents an increase of 41 people, from the 2005 population projection over the 25 year period. The linear projection for the Town forecasts an annual growth of approximately 2.4 people per year, or a total growth of 61 people from its 2005 projection of 2,372 people. Both projections only represent an estimated rate of growth for the future. When all the factors are taken into account, a hybrid of the WDOA projection and linear projection is most likely a safe estimate.

2.4 Housing Characteristics

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for

occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 2-3 displays the number of housing units found in the Town of Holland and Sheboygan County for 1990 and 2000. The table also includes the number of occupied and vacant homes.

Table 2-3
Housing Supply, Occupancy, and Tenure Population –
Town of Holland and Sheboygan County, 1990-2000

Town of Holland	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	1,022	100.0%	1,019	100.0%	-3	-0.3%
Occupied housing units	812	79.5%	828	81.3%	16	2.0%
Owner-occupied	703	68.8%	744	89.9%	41	5.8%
Renter-occupied	109	10.7%	84	10.1%	-25	-22.9%
Vacant housing units	210	20.5%	191	18.7%	-19	-9.0%
Seasonal units	196	19.2%	175	17.2%	-21	-10.7%

Sheboygan County	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	40,695	100.0%	45,947	100.0%	5,252	12.9%
Occupied housing units	38,592	94.8%	43,545	94.8%	4,953	12.8%
Owner-occupied	27,116	66.6%	31,078	71.4%	3,962	14.6%
Renter-occupied	11,476	28.2%	12,467	28.6%	991	8.6%
Vacant housing units	2,103	5.2%	2,402	5.2%	299	14.2%
Seasonal units	745	1.8%	804	1.7%	59	7.9%

Source: U.S. Bureau of the Census, 2000 (STF-1).

The Town of Holland had 1,019 total housing units in 2000, a decline of 3 units since 1990. In 2000, occupied housing units accounted for 828 of the 1019 available units or 81.3%, while vacant units still accounted for the remaining 18.7%. Although the vacant units still account for a rather large portion of the total housing units in the Town, it decreased 9.0% from 1990 to 2000. The Town of Holland experienced negative growth, although small in total number of housing units, while Sheboygan County increased at a rate of 12.9% from 1990 to 2000.

2.4.1 Units in Structure

Table 2-4 displays the number of units in structure for the Town of Holland and Sheboygan County for 2000. Detached housing units are defined as one-unit structures detached from any

other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-4

Units in Structure – Town of Holland and Sheboygan County, 2000

	Town of Holland		Sheboygan County	
	Number	Percent	Number	Percent
1-unit, detached	986	96.4%	30,548	66.5%
1-unit, attached	10	1.0%	1,303	2.8%
2 units	19	1.9%	6,546	14.1%
3-4 units	0	0.0%	1,756	3.8%
5-9 units	0	0.0%	1,474	3.2%
10-19 units	0	0.0%	1,150	2.5%
20 or more units	4	0.4%	1,906	4.1%
Mobile Home	4	0.4%	1,328	2.9%
Boat, RV, van, etc	0	0.0%	26	0.1%
Total	1,023	100.0%	45,947	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3).

The housing supply in the Town of Holland is almost completely comprised of one-unit, detached structures. The Town of Holland and Sheboygan County are made up of 96.4% and 66.5% of one unit, detached housing structures, respectively. For the Town, 2 unit structures come in a distant second with only 1.9%. The lack of multiple unit housing is common in rural areas that do not provide municipal sewer and water or other urban services.

2.4.2 Age of Housing Units

An examination of the age of the community’s housing stock will provide an indication of its overall condition. If there is a significant amount of older housing units within the housing supply they will most likely need to be rehabilitated or replaced with new development within the planning period. Allowing for a newer housing supply requires planning for infrastructure, land availability, utilities, community services, and transportation routes.

Table 2-5 details the year that structures were built in the Town of Holland and Sheboygan County according to the 2000 Census.

Table 2-5
Year Structures Built –
Town of Holland and Sheboygan County, 2000

	Town of Holland		Sheboygan County	
	Number	% of Total	Number	% of Total
Built 1995 to March 2000	102	9.9%	3,757	8.1%
Built 1990 to 1994	53	5.2%	2,927	6.4%
Built 1980 to 1989	71	6.9%	4,288	9.3%
Built 1970 to 1979	179	17.5%	6,838	14.9%
Built 1960 to 1969	73	7.1%	4,717	10.3%
Built 1940 to 1959	110	10.8%	7,930	17.3%
Built 1939 or earlier	435	42.5%	15,490	33.7%
Total	1,023	100.0%	45,947	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3).

The majority of the area’s settlement occurred before 1939 in both the Town Holland and Sheboygan County due to the history of development in the area. Both the Town and County experienced building spurts during the 1970s. Recently, from 1995 to 2000, the Town of Holland has added 9.9% of its housing stock and Sheboygan County added 8.1% during the same time period.

2.4.3 Housing Value and Affordability

Housing value is a key indicator for measuring the affordability of housing. Housing costs are typically the single largest expenditure for individuals. It is therefore assumed that a home is the single most valuable asset for homeowners. According to the State of Wisconsin’s *2000 Consolidated Plan: For the State’s Housing and Community Development Needs*, households in the low-income range have great difficulty finding adequate housing within their means that can accommodate their needs. A lack of affordable housing not only affects these individuals, but also has effects on population and migration patterns, economic development, and the local tax base.

Table 2-6 provides housing values of specified owner-occupied units for 2000. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent’s estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Table 2-6
Housing Value for Specific Owner Occupied Units –
Town of Holland and Sheboygan County, 2000

	Town of Holland		Sheboygan County	
	Number	% of Total	Number	% of Total
Less than \$50,000	0	0.0%	559	2.2%
\$50,000 to \$99,999	98	17.9%	10,688	42.2%
\$100,000 to \$149,999	180	32.9%	8,789	34.7%
\$150,000 to \$199,999	145	26.5%	3,260	12.9%
\$200,000 to \$299,999	60	11.0%	1,433	5.7%
\$300,000 or more	64	11.7%	597	2.4%
Total	547	100.0%	25,326	100.0%
Median value	\$148,500		\$106,800	

Source: U.S. Bureau of the Census, 2000 (STF-3).

The Town of Holland had the greatest percentage (32.9%) of homes valued between \$100,000 to \$149,999, whereas Sheboygan County had the greatest percentage (42.2%) of its homes valued between \$50,000 to \$99,999.

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs to include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Holland seems to be affordable on average. The median household income in the Town for 2000 was \$57,419 per year, or \$4,785 per month. The median monthly owner cost for a mortgaged housing unit in the Town was \$1,136, and the median monthly gross rent in the Town was \$579. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. Since the average home owner and renter in the Town of Holland spends approximately 24% of household income on housing costs, the township’s housing is affordable by HUD standards. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing.

The Town of Holland has addressed the issue of housing for all income levels. Refer to the following *Population and Housing Element Objectives* for the Town's approach to the issue.

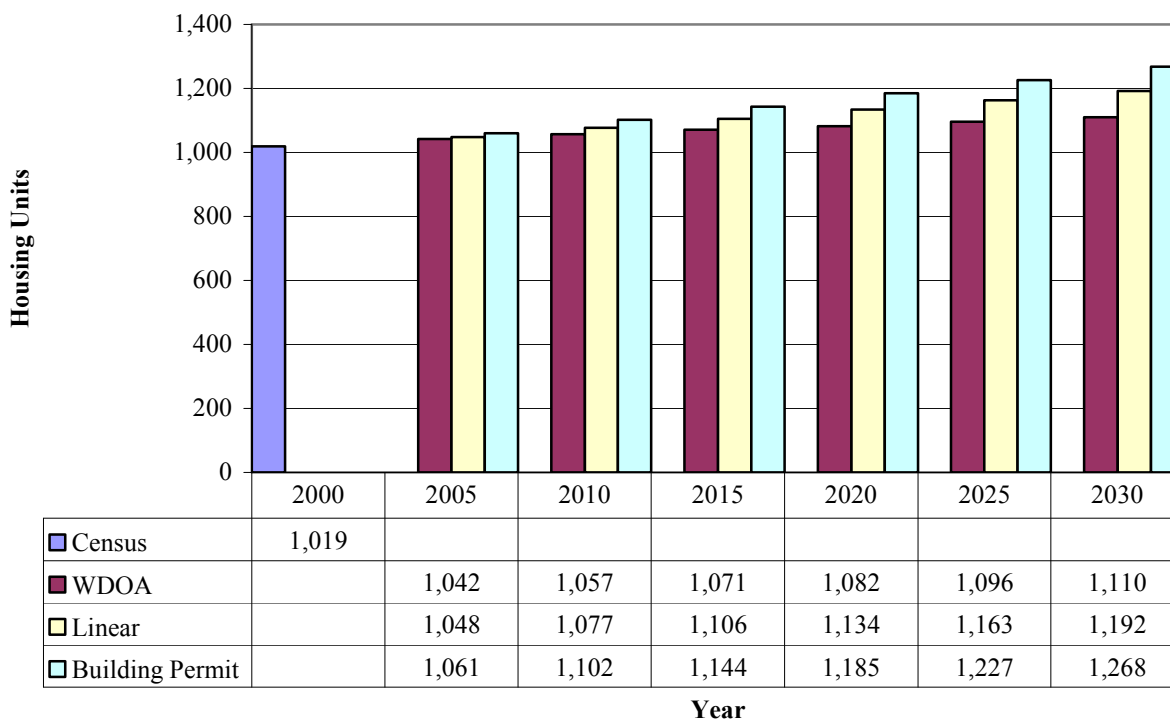
- ◆ Objective 1.1, 1.2 and 1.3 (Section 2.9)

2.5 Housing Projections

Housing unit projections are an important indicator of potential future growth, especially in rural towns where residential development is the primary form of expected growth. Specifically, they are used as a guide to estimate the amount of land required to accommodate future residential development and to prepare for future demands that growth may have on public facilities and services over the long term. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Figure 2-3 displays three housing forecasts that have been used to provide housing projections for the Town of Holland. The first projection was produced by the Wisconsin Department of Administration, which is the official state projection through 2025. The second projection is a linear trend based on census data going back to 1970. Building permits projection is a linear projection based on information from the last ten years. For the last ten years, the Town has averaged 8.3 new building permits per year.

**Figure 2-3
Comparative Housing Projections – Town of Holland, 2000-2030**



Note: The WDOA projection is based on multiple factors, some of which including in and out migration patterns, historical population information, and municipal boundary changes. The WDOA Projection stops at year 2025. An average growth rate was calculated based on the 2005 – 2025 projects and provided for the 2030 WDOA projection for comparison purposes. Based on the WDOA estimate, the Town of Holland is anticipated to add two to three housing units per year through 2030.

Note: The linear Projection is based on historical data from the 1970, 1980, 1990 and 2000. According to the US Census, the Town’s population increased 173 people over the 30 year time frame. This equates to approximately 29 people in every five year increment. Based on this historical information, one estimate is for housing to grow linear at about 29 units per five years or five to six units per year.

Note: The building permit projection is based on an average of 8.3 building permits being issued each year from 2002 to 2007. This results in approximately 41.5 new housing unit permits every five years

Source: U.S. Bureau of the Census, 2000 (SFT-1). Wisconsin Department of Administration, Demographic Services Center. Town of Holland.

The three projections vary from each other ranging from an increase of 68 housing units to an increase of 207 housing units from 2005 to 2030. The WDOA, linear, and building permit projections coincide with the population projections that expect growth over the next 20 years. Based upon current and future housing market conditions and trends as it relates to building permits, a hybrid of the WDOA projection and linear projection is most likely a safe estimate.

In 2000, the ratio of people per housing unit was 2.31 based on the 2000 Census. It is projected that in 2030, the ratio of people per housing unit will be 2.04 based on the linear projection or 2.17 people per housing unit based on the WDOA projection.

Based on the population projections and housing unit projection scenarios provided in this plan, the WDOA set of projections seem to be the best estimates for projecting future growth within the Town of Holland. The WDOA projections take into consider several factors while the building permit or linear projections revolve around computing historical averages and applying those trends over the given timeframe. The WDOA uses a more sophisticated statistical approach to computing housing and population projections.

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Town of Holland has identified in the goals, objectives, policies, and recommendations of this plan to coordinate with Sheboygan County and neighboring communities to plan for the aging population's housing needs. Should this become an increasingly important issue for the community in the future, the Town may consider addressing it in more detail in an update of this plan.

2.7 Land for Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the *Housing* element, a community can set its goals, objectives, and policies for affordable housing. In the *Land Use* element, a community can identify potential development and redevelopment areas.

The Town of Holland has identified in the goals, objectives, policies, and recommendations of this plan to coordinate with Sheboygan County and neighboring communities to support the improvement of regional efforts to provide for multi-family housing and quality housing with rents affordable to working families, the elderly and special-need individuals. Should this become an increasingly important issue for the community in the future, the Town may consider addressing it in more detail in an update of this plan.

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The Town of Holland has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ◆ Population and Housing: Goal 3 and Related Objectives (Section 2.9)
- ◆ Population and Housing: Policy 1 (Section 2.10)
- ◆ Population and Housing: Recommendations (Section 2.10)

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents.

Objectives

- 1.1 Encourage primarily single-family residential development as the infrastructure and services needed to support multi-family housing are not present in the Town.
- 1.2 Coordinate with Sheboygan County and neighboring communities to plan for the aging population's housing needs.
- 1.3 Support the improvement of regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.

Goal 2 Provide for housing development that maintains the attractiveness and rural character of the Town.

Objectives

- 2.1 Direct residential development to planned growth areas in order to prevent conflicts between residential development and agricultural land uses.
- 2.2 Promote the development of housing that is consistent in quality, character, and location with the Town's comprehensive plan.

- 2.3 Encourage the use of creative development designs (such as conservation of cluster subdivision design, careful site planning, or visual screening) preserve rural character, agricultural lands, woodlands, and natural resources.

Goal 3: Support the maintenance and rehabilitation of the communities existing housing stock.

Objectives

- 3.1 Enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.
- 3.2 Increase citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination, failing septic systems, and broken or missing smoke detectors.
- 3.3 Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Population and Housing Element

- PH1 Housing in the Town should be maintained, and rehabilitated as needed, to provide safe and healthy living conditions including, but not necessarily limited to: a finished and weather-tight exterior, properly functioning mechanical systems (electrical, plumbing, heating, etc.), precautions against fire, adequate structure strength and loading, and timely

repair of dilapidated conditions. These conditions include consideration of potential impacts to both the occupants of the subject property and of adjoining properties.

PH2 Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies.

Recommendations

1. Enforce the Town's Building Code and Housing Code toward the implementation of the Town's housing policies. Review and update these ordinances to ensure that enforceable provisions are included that address the specific desired components of healthy and safe living conditions.
2. Establish procedures for responding to complaints and violations of the Town's Building and Housing Codes. Include options for voluntary compliance, enforcement and penalties, and emergency action for hazardous conditions.
3. Work with the Sheboygan County Sanitarian to address unhealthy and unsafe housing in the Town.
4. Revise Town Building and Zoning codes to more inclusively define structures and new construction so that accessory structures are fully addressed and required to use quality building materials and a finished exterior.

2.11 Population and Housing Programs

The following programs are available for use by the community to implement the goals, objectives, policies and recommendations identified.

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. For further information contact WHEDA.

Community Options Program (COP)

Community Options helps people who need long term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

3

Transportation



3 Transportation

3.1 Transportation Plan

The land use patterns of the Town of Holland, Sheboygan County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work.

While the Town of Holland does not anticipate a great deal of change to its existing transportation system over the next 20 years, its plan is to maintain the existing system and to be prepared for potential development proposals. The Town's plan for transportation is to ensure that future expansion of the local road system is cost-effective, to preserve the mobility and connectivity of local roads, and to ensure that developed properties have safe emergency vehicle access.

As the Town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the Town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to use existing roads and infrastructure (policy LU2). However, this plan also includes policies that require new development to be designed in a fashion that does not harm the rural character, agricultural lands, or natural resources (policies ANC3 to ANC 12), which may be better served by the construction of new roads or private access roads in some cases.

In order to balance these competing interests, the Town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by requiring the use of Area Development Plans. The Town will require that potential traffic and road damage impacts are assessed by developers. When new roads are necessary, the Town will require that developers bear the cost of constructing new roads to Town standards before they are accepted by the Town.

3.2 State and Regional Transportation Plans

There are no state or regional transportation plans directly applicable to the Town of Holland. According to the Wisconsin Department of Transportation website, there are no ongoing plans or studies that would affect the Town of Holland during the planning period. The *WDOT Six Year Highway Improvement Program for 2008-2013* shows several projects within Sheboygan County; however, none of the proposed improvements are located within the Town of Holland. Similarly, the *WDOT Plans and Projects* includes an improvement to WIS 23 from the east side of City of Fond du Lac to the City of Plymouth, these improvements include expanding the

existing 2-lane highway to a 4-lane expressway. These improvements are planned to begin in 2013.

3.3 Functional Classification of Highways

Vehicular travel on the public highway system is the transportation mode of choice for the vast majority of trips by the Town of Holland residents. Road and highway transportation systems serve two primary functions, to provide access to adjacent properties and to provide for the movement of vehicular traffic. Roads and highways are grouped into three functional classes (local, collector, and arterial) which are described below. Map 3-1 shows the location of local, collector, and arterial roadways in the Town.

3.3.1 Local Roads

Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Rauwerdink Road, Hoitink Road, Kappers Road, and DeWitt Road are examples of local roads in the Town of Holland.

3.3.2 Collector Roads

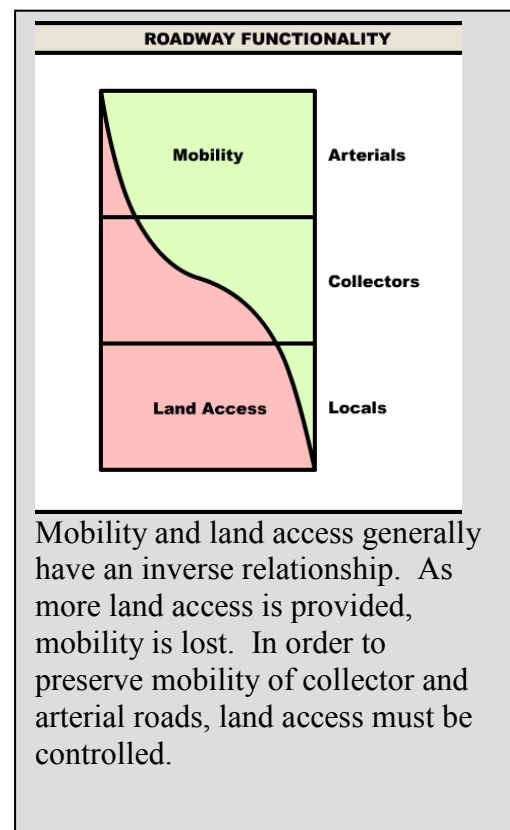
Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. CTH D, G, RR, LL, K, AA, KK are examples of collector roads in the Town.

3.3.3 Arterial Highways

Arterial highways primarily serve to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. IH 43 and STH 32 are examples of arterial highways.

3.4 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used.

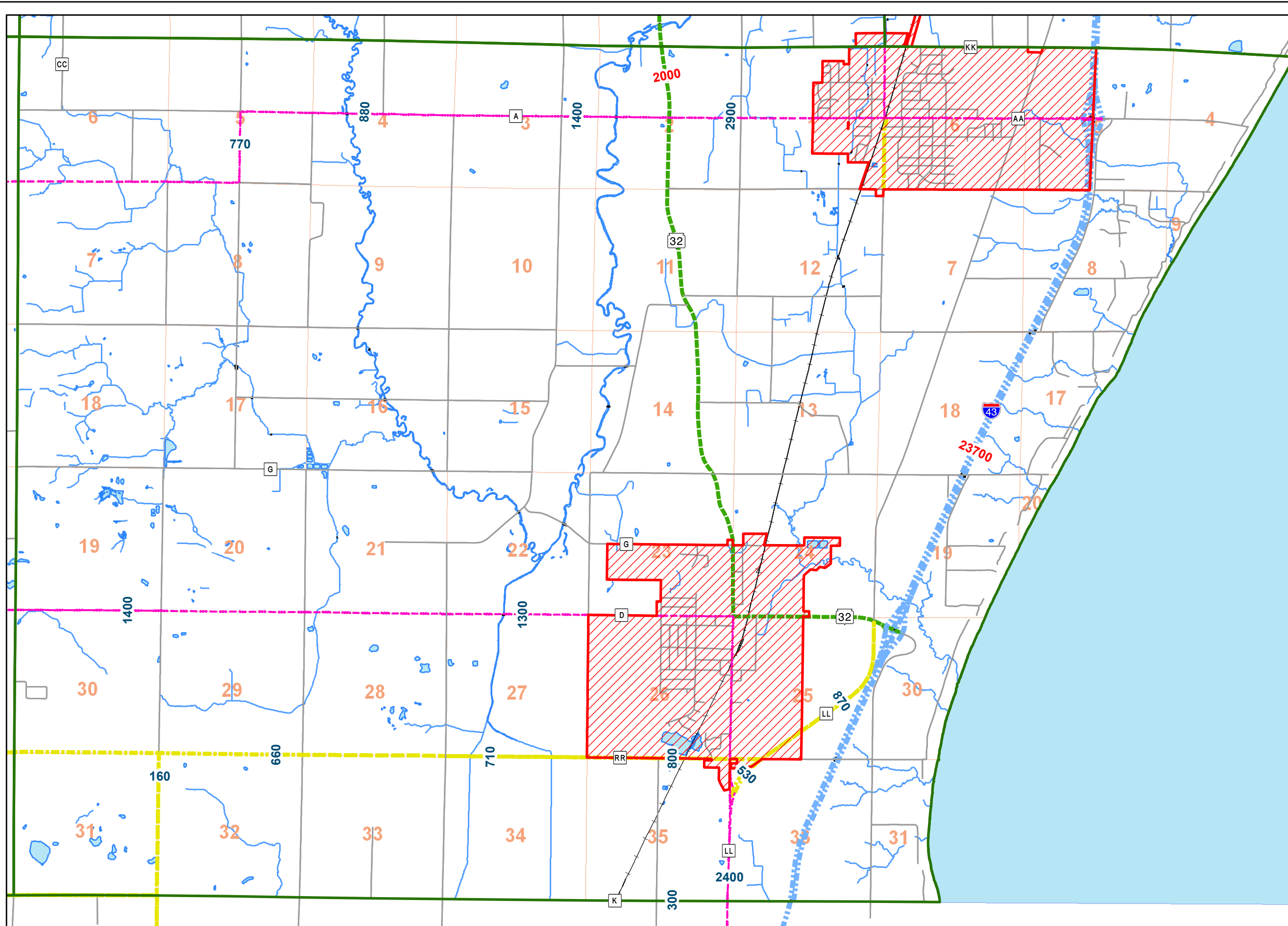


Map 3-1 shows the average daily traffic volume of major traffic corridors in the Town. Traffic volumes vary considerably on the different roadways within the Town. I-43, being the major thoroughfare in the Town, carries ten times the next largest volume of traffic. STH 32 and CTH D also carry considerable traffic in comparison to other roadways in the Town.

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**Map 3-1 Functional Classification of Highways and Location of
Railroads and Airports**

Map 3-1
Functional Classification of Highways & Location of Railroads & Airports
Town of Holland
 Sheboygan County, WI



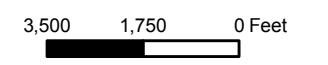
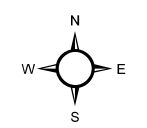
Legend

- Township Boundary
- Bridges
- Dams
- + Railroads
- Road / Bridge
- Section Lines
- Rivers
- Lakes

Road Functional Classifications

- Local Road or Street
- Principal Arterial - Interstate
- Minor Arterial
- Major Collector
- Minor Collector

9999 - 2005 AADT
9999 - 2002 AADT



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3.5 Additional Modes of Transportation

3.5.1 Water Transportation

Lake Michigan forms the eastern boundary of the Town of Holland. Access to the lake can be gained utilizing the Harbor Centre Marina in the City of Sheboygan. The marina includes a community center, fuel and repair, and moorings for locally based and transient vessels. The City of Sheboygan has a diverse port facility that is comprised of a breakwater and pier that form the outer limits of the Sheboygan Harbor. The Town of Holland has one public access point for small boats located at the end of Amsterdam Road. It is available for all the residents of the Town of Holland and the Villages of Cedar Grove and Oostburg.

3.5.2 Airports

Air transportation is not offered within the Town of Holland. The nearest general airport is the Austin Straubel International Airport, located in the City of Green Bay. Austin Straubel International Airport is served by four passenger airlines serving four destinations: Chicago, Detroit, Milwaukee and Minneapolis. In addition, Mitchell International Airport in Milwaukee also offers commercial airline service, which can offer services and fares not found elsewhere in eastern Wisconsin.

Sheboygan County Memorial Airport, classified as a Transport Airport, is located a short distance to the north of the Town. Corporate charter and limited commuter service are available at this airport; in addition the airport can provide precision instrument approach operation. Flight operation at the airport includes more than 30,000 general aviation itinerant flights and nearly 29,000 local aviation general purpose flights. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

An expansion plan is in place for the airport with a horizon year of 2020. The expansion plan includes extending the primary runway 1,400 feet and extending the crosswind runway 1,000 feet to accommodate larger aircraft. CTH O would need to be relocated slightly to the south where it meets with CTH TT; also a small portion of Highland Road would be relocated if the airport plan is implemented. The existing terminal site would also be expanded under this plan. These recommendations have been proposed for the *Year 2020 Sheboygan Area Transportation Plan (SATP)*.

There are seven privately owned airstrips located within Sheboygan County providing general small craft services and/or recreational flights to the public. The private facilities consist of a runway near CTH OK in the Town of Wilson; a runway north of CTH J in the Town of Sheboygan Falls; a runway east of Dairyland Drive in the Town of Mosel; a runway near the Village of Oostburg; a runway along STH 144 west of Random Lake; a runway north and west of CTH V in the Town of Wilson. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

There are two helipads that both service medical facilities in Sheboygan County that are owned by St. Nicholas Hospital in Sheboygan and Valley View Medical Center in Plymouth respectively.

3.5.3 Railroads

The Union Pacific Railroad travels south through the City of Sheboygan and through to the Villages of Oostburg and Cedar Grove. It connects to Milwaukee and, ultimately, to Chicago.

3.5.4 Trucking

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. According to the WDOT Truck Operators Map, CTH RR, STH 32 and IH 43 are officially designated highways for trucking.

3.5.5 Public Transit

Public transit is not available in the Town of Holland. The nearest bus services connect Sheboygan to the north and Milwaukee to the south.

3.5.6 Bicycles

The state bicycle plan identifies general bicycling conditions within the Town based on traffic and width of roadway. The state bike plan shows that CTH D (west of Cedar Grove), a one-mile portion of CTH K and KK east of Oostburg each provide moderate conditions. CTH G, CTH KW, CTH A, (west of STH 32), CTH K (east of CTH B), CTH LL, CTH LLL, CTH RR, CTH GW, CTH CC and CTH B provide the best conditions for cyclists traveling within the Town. Cyclists are discouraged from using STH 32, due to its narrow width and high volume and speed of traffic. Other roadways not recommended for bicycle travel include CTH A between STH 32 and the Village of Oostburg, as well as CTH AA between the Village of Oostburg and IH 43.

3.5.7 Pedestrian Transportation

No pedestrian transportation system exists in the Town of Holland. However, the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* does outline improvements and friendly design standards for creating a walkable and bikeable Sheboygan County. One recommendation includes the Sheboygan County Interurban Trail, which is a proposed 5.7 miles of trail running through the Town of Holland. Sheboygan's Interurban Trail meets the 30-mile Ozaukee Interurban Trail at County Road K in the Town of Holland. It will continue north through Cedar Grove and Oostburg following WE Energies rights-of-way and a short on-road segment.

3.5.8 Transportation for the Disabled

The Town of Holland is included within the Sheboygan County door-to-door specialized transportation of elderly and disabled persons. This service is provided by the Sheboygan County Health and Human Services Department which contracted G & B Enterprises of Wisconsin, Inc. in May of 1993, which operates as Handicare Transportation. The service offers trips listed by priority as follows; medical, nutritional, work-related activities, adult day care/day programming, personal appointments and grocery shopping. If the schedule cannot accommodate a medical appointment, a volunteer driver is available to transport the person. This service is not available for medical appointments by residents of nursing homes.

The Health and Human Service Board of the Sheboygan County Board has been designated by the County Board Chairman as the Transportation Coordination Board. This board is comprised of six County Board Supervisors and three citizens, and is a standing board of the County Board. Sheboygan County has a high degree of coordination of transportation services for elderly and disabled person. All other groups who operate transportation programs are aware of the Health and Human Service Transportation Program, and contact the Sheboygan County Health and Human Services Department office to supplement their service. Some specific examples of coordinated service include daily service to the Rehabilitation Center of Sheboygan (RCS), handling all requests for transportation services, and daily service to nursing homes for visitors.

Hours for this service are 6:00 a.m. to 9:00 p.m. Monday through Friday. Fares for this service are 65 cents for trips to county operated meal sites, \$1.25 for local round trips, and \$2.20 for trips to peripheral portions of the county.

3.6 Planned Transportation Improvements

The Town of Holland maintains a three-year plan for road or other transportation facility improvements which is updated on an annual basis. It is a recommendation of this plan that the three-year road improvement plan be incorporated into a PASER program.

3.7 Transportation Goals and Objectives

Goal 1 Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Objectives

- 1.1 Balance competing community desires (i.e., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.
- 1.2 Reduce accident exposure by improving roadways.
- 1.3 Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.4 Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.
- 1.5 Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance.
- 1.6 In order to provide safe emergency vehicle access, encourage the maintenance of adequate clearance widths and heights and upgrade substandard private roads to Town specifications.

Goal 2 Maintain a transportation system that effectively serves existing land uses and meets anticipated demand.

Objectives

- 2.1 Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.

- 2.2 Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

3.8 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Transportation Element

- T1 Roads that provide access to multiple improved properties shall be built to Town standards as a condition of approval for new development.
- T2 Developers shall bear the cost of constructing new roads to Town standards before they are accepted as Town roads.
- T3 Substantial development proposals shall provide the Town with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.
- T4 The development of new, and maintenance of existing, access points to local roads should provide safe conditions by meeting standards for:
- ◆ Minimum distance between access points
 - ◆ Minimum intersection spacing
 - ◆ Minimum site distance
 - ◆ Minimum driveway surface width and construction materials
 - ◆ Minimum clearance width and height

- ♦ Maintenance and construction standards for unusually lengthy driveways
- ♦ Minimum turnaround areas for longer driveways

T5 As part of the review of major subdivisions, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties.

Recommendations

1. Adopt a driveway ordinance to set minimum standards and to implement the Town’s goals, objectives, and policies for access control and emergency vehicle access. Carefully consider the need to regulate maximum driveway length and construction materials, as these may be of lower importance.
2. Inventory and evaluate existing private roads in the Town. Develop a plan of action for achieving safe and adequate emergency vehicle access which includes:
 - ♦ Improving the clearance width and height for roads with sufficient structure and width
 - ♦ Constructing improved roads where the existing structure and width are not adequate
 - ♦ Options for funding necessary improvements which might include: private funding by homeowners or homeowner associations, special assessments, Town capital improvements, various combinations or cost-sharing scenarios
3. Adopt a Town land division ordinance or modify the zoning ordinance to require all new development to have frontage on, and access to, a public road.

Review and update as needed the Town road construction specifications.

3.9 Transportation Programs

The following programs are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

PASER Program

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local roads. The program requires Town officials to evaluate the condition of Town roads based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of Town roads.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, Town roads, and city and Town streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement

(CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length). This program funds 80% of the project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings of less than 80 are eligible for rehabilitation, and those with sufficiency ratings of less than 50 are eligible for replacement.

Counties set priorities for funding within their area, with projects funded on a statewide basis. Local bridge projects are solicited by local WDOT Transportation Office staff in the winter of odd numbered years, with program approval in summer of odd numbered years. The program has a three-year cycle.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

Traffic Signing and Marking Enhancement Program

This WDOT program is available to local governments to enhance the visibility of traffic signs and roadway markings to assist older drivers and pedestrians. Eligible projects include updating to larger, brighter, and more reflective signs and increasing the reflectivity of yellow centerlines and white edge “fog lines” on roadway pavement. The program pays up to 75% of the total eligible costs, with the local government contributing matching funds equal to at least 25% of the total eligible costs.

Rural and Small Urban Area Public Transportation Assistance Program- Section 5311

Allocations to the State of Wisconsin are set at a federal level. Funds may be used for operating assistance and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties – Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- ◆ Directly provided transportation service for the elderly and disabled
- ◆ Purchase of transportation service from any public or private organization
- ◆ A user-subsidy for the elderly or disabled passenger for their use of their transportation service
- ◆ Volunteer driver escort reimbursement
- ◆ Performing or purchasing planning or management studies on transportation
- ◆ Coordinating transportation services
- ◆ Performing or purchasing in-service training relating to transportation services
- ◆ Purchasing capital equipment (buses, vans etc.) for transportation services

The following provides a brief description of competitive transportation related grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by the WDOT, the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories listed below:

- ◆ Providing facilities for bicycles and pedestrians
- ◆ Providing safety and educational activities for pedestrians and bicyclists
- ◆ Acquiring scenic easements and scenic or historic sites
- ◆ Sponsoring scenic or historic highway programs, including the provision for tourist and welcome centers
- ◆ Landscaping and other scenic beautification
- ◆ Preserving historic sites
- ◆ Rehabilitating and operating historic transportation buildings and structures
- ◆ Preserving abandoned railway corridors
- ◆ Controlling and removing outdoor advertising
- ◆ Conducting archaeological planning and research
- ◆ Mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality
- ◆ Establishing transportation museums

Federal funds will cover up to 80% of the project, while the project sponsor is responsible for providing at least a 20% match.

Surface Transportation Program – Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips, such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities with a population over 5,000 are eligible to apply for the funds through the competitive application process.

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU)

The SAFETEA-LU program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety, and economic development. SAFETEA-LU represents the largest surface transportation investment in the Nation's history.

The SAFETEA-LU program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2009.

Funds are used to help achieve locally determined goals, such as improving transportation efficiency, reducing the negative effects of transportation on the environment, providing better access to jobs, services and trade centers, reducing the need for costly future infrastructure, and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies, while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking, better and safer operation of existing roads, signals and transit systems, development of new types of transportation financing and land use alternatives, development of new programs and tools to measure success, and the creation of new planning tools and policies necessary to implement SAFETEA-LU-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic-calming measures or other coordinated transportation and community and system preservation practices. There is no local match required under this program; projects are fully funded, although priority is given to those applications that demonstrate a commitment of non-federal resources.

Under the SAFETEA-LU, Sheboygan County received a federal grant for the Non-Motorized Transportation Pilot Program, only one of four awarded throughout the country, to develop a network of non-motorized transportation facilities that connect neighborhoods, retail centers, schools, recreation amenities, and employment centers and will allow people to change the way they choose to move around through their daily lives. This funding will expire in 2010, but if the Town would like to pursue improvements to its pedestrian and bicycling facilities, this may be a source of funding for those improvements.

4 Utilities and Community Facilities



4 Utilities and Community Facilities

4.1 Utilities and Community Facilities

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Holland. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment and are supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them.

Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town.

The Town of Holland's plan for utilities and community facilities is to maintain the limited local services and facilities that it provides, and to continue to rely on the surrounding region for other essential services (such as police, fire, emergency medical service, parks, libraries, etc.). Like all communities, the Town's primary challenge in this area is to maintain the existing level of services and facilities without creating undue burden on local taxpayers. No major upgrades to community facilities and services are presently anticipated. If future growth warrants the need for other new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the Town has time to develop a planned response to the demand for such needs.

4.2 Existing Status and Planned Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service-level needs that may arise in the community. For example, additional police service or additional park and recreation services may become necessary.

The Town of Holland has evaluated existing utilities, facilities, and services and determined whether a need for expansion, construction, rehabilitation, or other improvement is anticipated over the planning period. In all cases, existing utilities, facilities, and services have been determined to be adequate.

4.2.1 Public Buildings

The Holland Town Hall hosts a variety of Town activities and is located at W3005 County Road G. This facility was originally built in the 1930's and has been updated to provide handicap accessibility. The Town Hall includes a large meeting room, space for Town records, and a kitchen facility. The Town Hall is used for Town meetings, elections, and events of local organizations.

4.2.2 Local Administrative Facilities and Services

The Town of Holland is governed by a five-member Town Board which appoints several standing committees to address various aspects of Town governance. The Plan Commission

oversees planning, zoning, and land use. The Board of Appeals hears variances and appeals to the Town's zoning ordinance. The Board of Review oversees property tax assessment and hears related appeals.

The Town Hall is the Town's primary administrative facility, but regular office hours are not established. The Town's regular meetings are the primary venue for information and involvement. The Town Clerk can be contacted for information on Town business, and the Town's web site (www.tn.holland.wi.gov) is also an excellent source of information. The site includes information on Town officials, events, and meetings. The Town's code of ordinances is accessible from the site.

Town employees consist of one full-time roads supervisor, part-time individuals and the appointed positions. Part-time Town employees include a Town hall custodian, road maintenance workers, sanitation workers, and election workers. Professional service employees include a constable, and building inspector.

Town employees in appointed positions include a building inspector, plan commission clerk, Town clerk, Town treasurer, and weed commissioner. The Town constable is an elected position. The Town also contracts a private assessment service provided by Grota Appraisals LLC and will use other legal and professional consulting services as required.

4.3 Protective Services

4.3.1 Police Services

The Sheboygan County Sheriff's Department, located at 525 North Sixth Street in the City of Sheboygan, provides police services in the Town of Holland. The Town of Holland is one of two Sheboygan County Towns that participate in annual contracts with the Sheriff's Department to provide regular, local patrol services.

The Sheriff's Department is broken down into four divisions as follows:

- ◆ Patrol Services
- ◆ Criminal Investigations
- ◆ Corrections/County Jail
- ◆ Support Services

Within each of these divisions there are many special teams or programs including the following:

- ◆ K-9 Unit
- ◆ SWAT
- ◆ Boat and Dive Teams
- ◆ Crisis Negotiators
- ◆ Drug Unit
- ◆ Civil Process and Bailiffs
- ◆ Motorcycle, Snowmobile, ATV and Bicycle Patrols

- ◆ Honor Guard Unit
- ◆ CounterACT Officers

The Sheboygan County Sheriff's Department consists of approximately 180 employees who provide an array of law enforcement and correctional services to the citizens of Sheboygan County. The Sheriff's Department responded to nearly 27,000 incidents county-wide in 2006. The average daily population of the county jail facility was 263 in 2006. There is a 911 system in place, and the county is currently working toward instituting a wireless 911 system.

4.3.2 Fire Protection Services

Fire Protection in the Town of Holland is provided by the Cedar Grove, Oostburg, Adell, and Random Lake Fire Departments. Their physical facilities are located in each respective village, and their members are volunteers paid per call. Mutual aid agreements are maintained between communities throughout Sheboygan County to provide additional assistance in the case of large incidents beyond the capabilities of the local department. These fire departments are equipped with a full array of firefighting apparatus including tankers, pumpers, grass fire equipment, and rescue vehicles.

There are four fire departments that serve the Town of Holland.

- ◆ Cedar Grove Fire Department is located on 306 Main Street, Cedar Grove, WI 53013
- ◆ Oostburg Fire Department is located on 1130 Superior Avenue, Oostburg, WI 53070
- ◆ Adell Fire Department is located on 418 Seifert Street, Adell, WI 53001
- ◆ Random Lake Fire Department is located on 718 Spring Street, Random Lake, WI 53075

4.3.3 Emergency Medical Service

Emergency medical service in the Town of Holland is provided by Oostburg Ambulance and Random Lake Fire Department Ambulance Service. Their physical facilities are located in each of the respective villages, and their members are volunteers paid per call. Mutual aid agreements are maintained with Plymouth Ambulance Service and Orange Cross Ambulance Service.

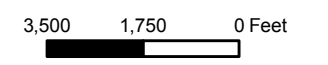
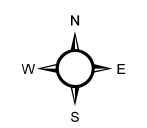
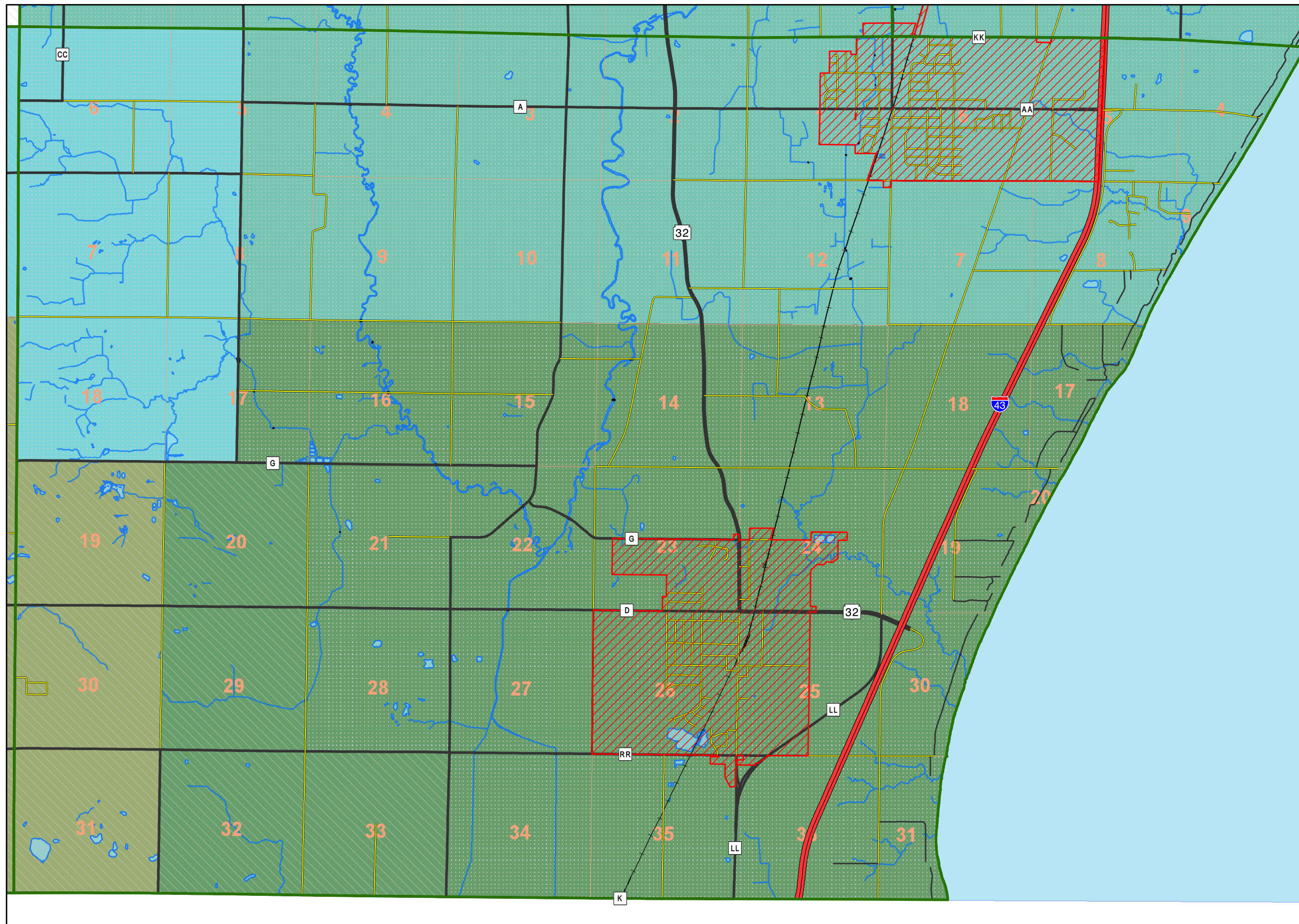
First responders are volunteers who live and work in the area and are trained to respond to emergency situations. First responders are paged along with ambulance personnel and are often the first on the scene of an emergency. The Town of Holland is served by the Adell Fire Department First Responder Unit and the Cedar Grove Fire Department First Responder Unit. Map 4-1 identifies the emergency response districts.

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Map 4-1 Emergency Response Districts

**Map 4-1
Emergency
Response
Districts
Town of Holland
Sheboygan County, WI**

- Legend**
- Adell Fire Dept.
 - Cedar Grove Fire Dept.
 - Oostburg Fire Dept.
 - Random Lake Fire Dept.
 - Oostburg Ambulance
 - Random Lake Ambulance
 - Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes



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4.4 School Facilities

The Town is served by the three public school districts listed below. Refer to Map 4-2 for School District Boundaries.

The Cedar Grove-Belgium Area School District includes Cedar Grove-Belgium Area Elementary, Cedar Grove-Belgium Area Middle School, and Cedar Grove-Belgium Area High School. Enrollment for the 2006-2007 school year was 1,068 representing a net increase of 18.5% since the 1996-1997 school year.

The Oostburg School District includes Oostburg Elementary, Oostburg Middle School, and Oostburg High School. Enrollment for the 2006-2007 school year was 974 representing a net increase of 2.9% since the 1996-1997 school year.

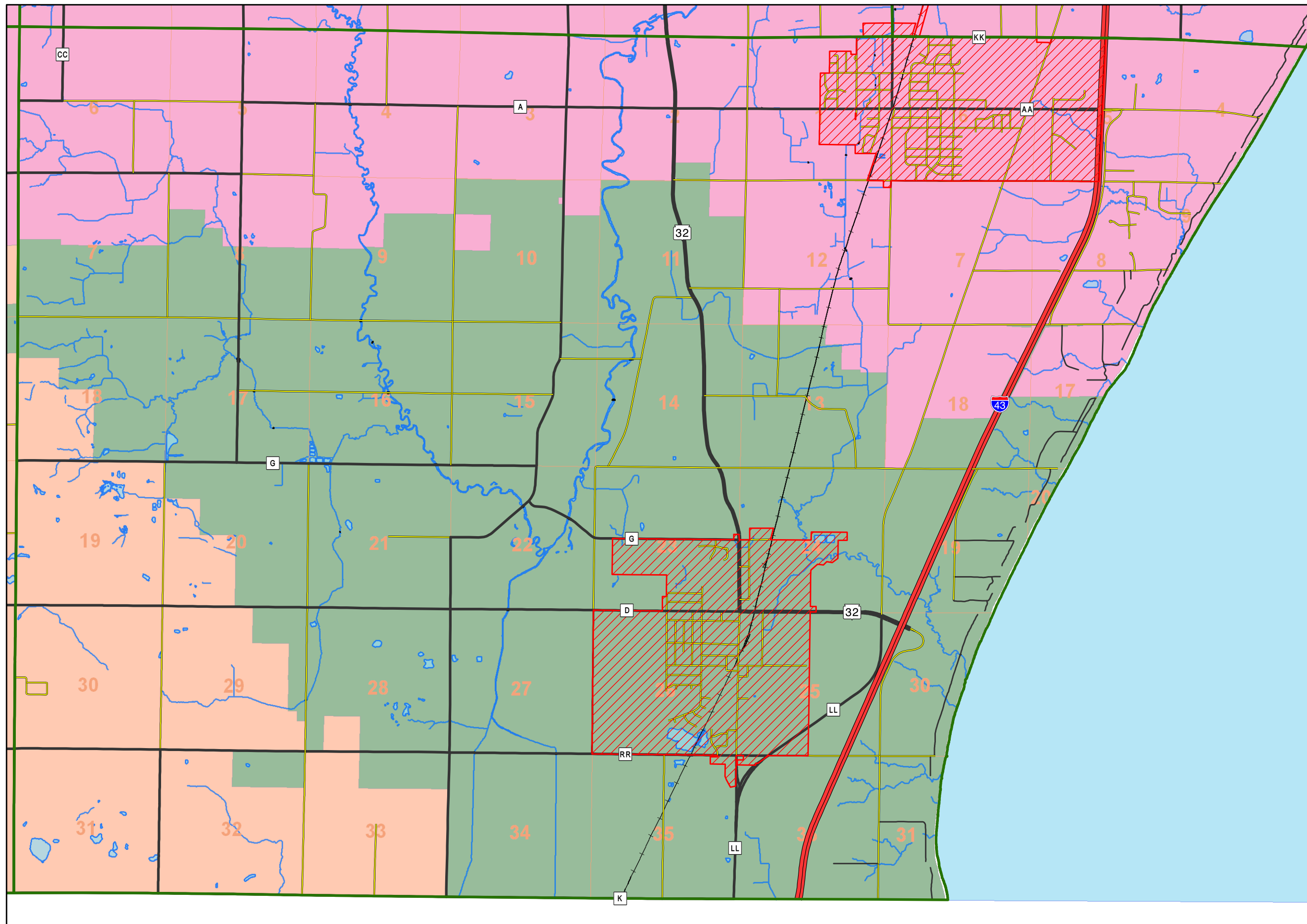
The Random Lake School District includes Random Lake Elementary, Batavia Elementary, Random Lake Middle School, and Random Lake High School. Enrollment for the 2006-2007 school year was 923 representing a net decrease of 19.7% since the 1996-1997 school year.

Private schools in the area include Oostburg Christian School, located in the Village of Oostburg.

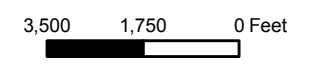
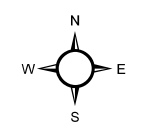
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Map 4-2 School Districts

Map 4-2
School Districts
Town of Holland
 Sheboygan County, WI



- Legend**
- Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes
- School District**
- Cedar Grove - Belgium
 - Oostburg
 - Random Lake



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4.5 Quasi Public Facilities

4.5.1 Libraries

The nearest library facilities are located in the Village of Oostburg (located at 213 North Eighth Street) and the Village of Cedar Grove (located at 131 West Van Alton Avenue). These libraries are part of the Eastern Shore Library System, which the Town of Holland helps to fund.

4.5.2 Churches and Cemeteries

There are four cemeteries located in the Town.

- ◆ Amsterdam Cemetery
- ◆ Oostburg Cemetery
- ◆ Union Cemetery
- ◆ Presbyterian Cemetery

There is one church located in the Town (Dacada) and several are located in the Villages of Cedar Grove and Oostburg.

- ◆ Saint Nicholas Church, Dacada
- ◆ Calvary Orthodox Presbyterian, Cedar Grove
- ◆ Faith Reformed Church, Cedar Grove
- ◆ First Presbyterian Church, Cedar Grove
- ◆ First Reformed Church, Cedar Grove
- ◆ Bethel Orthodox Presbyterian Church, Oostburg
- ◆ First Christian Reformed Church, Oostburg
- ◆ First Presbyterian Church, Oostburg
- ◆ First Reformed Church, Oostburg

4.5.3 Boat Landings/Public Access

There are no public boat landings in the Town of Holland. Amsterdam Park includes a semi-public beach on Lake Michigan. Amsterdam Park is open to residents of the Town of Holland and the Villages of Cedar Grove and Oostburg.

4.5.4 Post Offices

The Cedar Grove, Random Lake, and Oostburg post offices provide service in the Town of Holland. These post offices provide rural delivery routes in the Town with offices at the following locations.

- ◆ Cedar Grove – 103 West Wisconsin Avenue
- ◆ Random Lake – 220 Allen Street
- ◆ Oostburg – 1508 Center Avenue

4.5.5 Private Recreation Facilities

Private recreational facilities located in the Town of Holland include the following.

- ♦ Peterman’s Hunting and Fishing Club – Hoftiezer Road, private hunting club, 13.5 acres.
- ♦ Saint Nicholas Church – County Road K, baseball diamond and playground equipment, 6 acres.
- ♦ Pine Beach Boat Club – North Pine Beach Road
- ♦ Beaver Creek Saddle and Bridle Club – County Road A
- ♦ Sauk Trail Conservation Club – Cedar Avenue

4.6 Parks, Recreation and Open Space

4.6.1 State Managed Parks and Open Space

The Cedar Grove Hawk Research Station is a designated State Natural Area with 31.4 acres of land. This facility is primarily used as a research station for the trapping and banding of raptors, so public access is limited.

The Adell Wildlife Area includes over 3,200 acres, most of which are leased by the WDNR. These lands are open for public access including public hunting on the leased lands. The leased lands extend into the western part of the Town of Holland, and the boundaries change frequently due to their status as leased lands.

4.6.2 County Managed Parks and Open Space

There are no county parks or open spaces in the Town of Holland.

4.6.3 Locally Managed Parks and Open Space

Amsterdam Park is jointly operated by the Town of Holland and the Villages of Cedar Grove and Oostburg and is currently open only to residents of those communities. The three acre park site includes beach frontage, picnic tables, and barbeque grills.

4.6.4 Trails

The Sheboygan County Interurban Trail includes a proposed 5.7 miles of trail running through the Town of Holland. Sheboygan’s Interurban Trail meets the 30-mile Ozaukee Interurban Trail at County Road K in the Town of Holland. It will continue north through Cedar Grove and Oostburg following WE Energies rights-of-way and a short on-road segment.

Snowmobile trails are available that connect the Oostburg, Cedar Grove, Dacada, and Random Lake areas. Sheboygan County has 228 miles of state funded snowmobile trails. Fifteen area clubs maintain these trails throughout the county. Private land owners provide the majority of the land used for the public trail system.

4.7 Solid Waste Management and Recycling

The Town of Holland contracts with Superior Services Waste Management for solid waste disposal and recycling services. Superior Services provides equipment for a drop-off area owned by the Town, but does not provide road-side pick-up. Town residents can bring solid waste and recyclables to the drop-off site on Saturdays from 9:00 a.m. to 4:00 p.m. The Town's solid waste and recycling drop site is located at N652 County Road KW.

4.8 Communication and Power Facilities

4.8.1 Electric Service

Wisconsin Electric Power Company provides the Town of Holland with electric service. There are substations located at W3999 Risseeuw Road, Holland, WI 53013; 120 E. Union Street, Cedar Grove, WI 53013; and 330 S. 10th Street, Oostburg, WI 53070. No short-term or long-term needs have been identified by the Town in the area of electric services. The existing services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the operators of such services will continue to plan accordingly for needed improvements.

4.8.2 Communication Service

Telephone and cable services are provided for the Town of Holland by AT&T Communications of Wisconsin, Powercom Corporation, Time Warner Cable Information Services, Trinsic Communications, and Verizon North. Many residents also use private satellite dishes. No short-term or long-term needs have been identified by the Town in the area of communication services. The existing services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the operators of such services will continue to plan accordingly for needed improvements.

4.8.3 Gas Service

Gas service is provided to the Town of Holland by the Wisconsin Gas Company. No short-term or long-term needs have been identified by the Town in the area of gas services. The existing services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the operators of such services will continue to plan accordingly for needed improvements.

4.9 Sanitary Sewer Service

Sanitary sewer service is not provided in the Town of Holland. All structures with plumbing must be connected to a private onsite wastewater treatment (septic) system. The Villages of Cedar Grove, Oostburg, Adell, and Random Lake are the nearest communities with municipal sanitary sewer service.

4.10 Private Onsite Wastewater Treatment Systems (POWTS)

All areas not served by municipal sewer depend upon private on-site wastewater treatment systems (POWTS), commonly know as septic systems. The Wisconsin Department of Commerce (WDOC) and Sheboygan County are jointly responsible for the regulation and monitoring of POWTS. In July of 2000, the WDOC completed major revisions to the state Plumbing Code (State Administrative Code, Comm 83) with the intent of allowing use of more diverse technology in the design of POWTS. Soil conditions vary widely throughout Sheboygan County, so a full range of POWTS is utilized.

4.11 Public Water Supply

The Town of Holland is not served by a public water system. Private on-site wells are the source of water for residents and industries in the Town. The Villages of Cedar Grove, Oostburg, Adell, and Random Lake are the nearest communities with municipal water service.

4.12 Stormwater Management

There is no storm sewer system in the Town of Holland. Ditches, culverts, and local topography provide the primary stormwater management tools.

4.13 Health Care and Day Care Facilities

No health care or commercial day care facilities are located in the Town, but several can be found in nearby communities. Smaller, non-commercial day care providers are found in various locations throughout the Town of Holland. These are typically home-based businesses.

Medical Clinics and Hospitals

- ◆ Aurora Sheboygan Clinic, Cedar Grove
- ◆ Aurora Valley View, Plymouth
- ◆ Aurora Sheboygan Memorial Medical Center, Plymouth
- ◆ Saint Nicholas Hospital, Sheboygan
- ◆ Aurora Sheboygan Memorial Medical Center, Sheboygan

Commercial Child Care Facilities

- ◆ Kari's Family Child Care, Cedar Grove
- ◆ Noah's Ark Family Day Care, Cedar Grove
- ◆ Oostburg After School Program, Oostburg

4.14 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable

statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain and improve the quality and efficiency of Town government, facilities, services, and utilities.

Objectives

- 1.1 Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.
- 1.2 Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.3 Improve the efficiency of the delivery of community services and operation of community facilities.
- 1.4 Ensure that fire and emergency service levels are appropriate for the existing and future needs and demands of the Town and its land uses.
- 1.5 Explore opportunities to provide or improve Town facilities, equipment, and services cooperatively with neighboring communities.

Goal 2 Promote a variety of recreational opportunities within the community.

Objectives

- 2.1 Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.2 Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.
- 2.3 Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the Town's comprehensive plan.

Goal 3 Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Objectives

- 3.1 Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development,
- 3.2 Require developers to evaluate the applicable federal, state, and county regulations, and alternative wastewater treatment options (i.e., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

Goal 4 Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives

- 4.1 Support the preservation of natural open spaces, such as wetlands and floodplains, to minimize flooding.
- 4.2 Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 4.3 Restrict increased runoff from new developments to reduce potential flooding and flood damage.
- 4.4 Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

4.15 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Utilities and Community Facilities Element

UCF1 Properly designed and sited wind energy towers should be encouraged to locate in the Town of Holland.

UCF2 All unsewered development shall, through County ordinance review and approval, be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems.

UCF3 Substantial development proposals shall provide the Town with an analysis of the potential impacts to the cost of providing community facilities and services. The depth of

analysis required by the Town will be appropriate for the intensity of the proposed development.

- UCF4 Substantial development proposals shall, through County ordinance review and approval, address stormwater management, construction site erosion control, and potential increased risk of flooding.
- UCF5 All development proposals should be evaluated with regards to stormwater management and potential increased risks of flooding at the development site and down gradient.
- UCF6 Planned utilities, public facilities, and roads shall be designed to limit the negative impacts to agricultural lands and operations and natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.
- UCF7 Proposed telecommunication, wind energy, and other utility towers shall address impacts on surrounding properties, multi-use and reuse, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security.

Recommendation

1. Develop a wind tower ordinance setting minimum standards for visual appearance, setbacks, noise, safety, and tower abandonment. Establish permit application procedures including data gathering requirements for baseline conditions such as ambient noise, stray voltage, electromagnetic interference, and road conditions

4.16 Utilities and Community Facilities Programs

The following programs are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Public Facilities for Economic Development

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government,

and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

5 Agricultural, Natural, and Cultural Resources



5 Agricultural, Natural, and Cultural Resources

5.1 Agriculture, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quantity and quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Holland.

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Holland Year 2030 Comprehensive Plan*. The Town's vision statement and many of the issues and opportunities identified by the Town during the planning process (refer to the *Issues and Opportunities, Section 1.5*) are related to these resources. The Town is concerned with protecting the future of agriculture and the right-to-farm, protecting surface water and groundwater, preserving rural character, and preserving wooded and open spaces.

The Town's primary focus is to protect agricultural lands and the right-to-farm while also allowing for reasonable and well-planned development. Higher density residential development is planned in limited locations while lower density development would be allowed in some of the Town's agricultural areas with the use of careful site planning. Key components of the Town's approach include establishing a system for site plan review and maintaining an overall desired density of development. Under site planning, the placement of homes and businesses on a particular parcel would be evaluated against the Town's natural and agricultural resource protection policies. The Town also plans to explore the creation of a purchase of development rights program. Many of the same tools that will be used to protect agriculture will also be used to protect natural and cultural resources.

5.2 Agriculture and Natural Resource Inventory

5.2.1 Topography

The topography within the Town of Holland varies from level to rolling. A majority of the Town reaches elevations of approximately 730 feet above sea level. Although Holland is generally level, there is a range of approximately 140 feet in elevation from the drumlins in the southwestern corner of the Town at 940 feet, to the Lake Michigan shoreline at approximately 580 feet. The topography of the Town of Holland does not present significant barriers to development, with the possible exception in areas of steep slopes along the Lake Michigan shoreline and in the southwestern part of the Town.

5.2.2 General Soils

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development. According to the U.S. Geology Survey, the Town of Holland is mainly composed of Clayey Till with Lake Silt and Clay located along the bluffs of

Lake Michigan. Map 5-1 illustrates the Pleistocene Geology in the Town. Furthermore, the Natural Resource Conservation Service (NRCS) has identified all the soils in Sheboygan County. Map 5-2 illustrates the general soil types in the Town.

5.2.3 Prime Agricultural Soils

The Town of Holland has over 20,000 acres of soils recognized by the Natural Resource Conservation Service (NRCS) as being prime farmland (Class I or II). This classification system is based on criteria of production potential, soil conditions and other basic production related criteria. Almost all of the central part of the Town is considered “prime farmlands”. The only sizeable areas in the Town considered to be “least productive” are along the Lake Michigan shoreline, right along the Onion River and a few areas of steep slope in the Holland Kettles area in the southwestern part of the Town. Map 5-3 shows areas of potential farmland.

5.2.4 Agricultural Land Evaluation and Site Assessment (LESA)

The Agricultural Land Evaluation and Site Assessment (LESA) system helps decision makers determine the quality of land for agricultural uses and assess sites or land areas for their agricultural economic potential. The LESA system was developed by the U.S. Department of Agriculture’s Natural Resources Conservation Service (NRCS) and can be used by state and local planners, landholders, developers and government officials to make land use decisions.

The LESA system can assist units of government meet two overall objectives:

- ◆ Facilitate identification and protection of important agricultural land.
- ◆ Assist in implementing farmland protection policies.

The land evaluation component of the LESA system is used to rate soils based on their suitability for a specific agricultural use, such as cropland, forest land or rangeland. The soils are grouped and a relative value is determined for each group. For example, the best group may be assigned a value of 100, while the other groups are assigned lower values. The land evaluation is based on data from the National Cooperative Soil Survey.

The site assessment component of the LESA system involves three major areas: non-soil factors related to agricultural use of a site, factors related to development pressures and factors related to other public values of a site. Each factor selected is assigned a range of possible values according to local needs and objectives. This process provides a rational, consistent, sound basis for making land use decisions.

When a LESA system is applied, the land evaluation rating is combined with the site assessment rating to determine the total rating of a specific site. The higher the total value of a site, the more likely the site is suited for long-term agricultural production.

The Town Plan Commission has reviewed the LESA scoring for the Town of Holland and has recommended a policy to direct new development to areas with a Land Evaluation and Site Assessment (LESA) score of 60 or less.

5.2.5 Steep Slopes

The Town of Holland has approximately 800 acres of soils that have a slope of greater than or equal to twelve percent. The most noticeable area of steep slope is that of an old beach ridge running along Lake Michigan from DeWitt Road south to the County border. In addition to the beach ridge, there are intermittent streams which have cut steep slopes into the soils before reaching the ridge and eventually Lake Michigan, most noticeably along Bahr Creek. In the western part of the Town, there are a few steep slopes in an area know locally as the “Holland Kettles”. On areas of steep slopes, runoff is rapid and erosion is a constant problem. If the areas are in agricultural use, erosion control practices, such as strip-cropping should be implemented. In other areas, where the slope is too steep for agriculture, the soils are best suited to trees or wildlife rather than crops. Map 5-5 illustrates the steep slopes in the Town.

5.2.6 Woodlands

Although the vast majority of the Town is in active agricultural use, there are approximately 3,400 acres of woodlands in the Town of Holland. If the woodlands are further broken down into upland woodlands (those woodlands that are not in a wetland) and lowland woodlands (those that are in a wetland) 1,830 acres are upland woodlands and 1,570 acres are lowland woodlands. The largest upland woodland (92.5 acres) is located in the far northeastern corner of the Town and additional smaller tracts of upland woodlands are located along the ridge-swale wetland complex in the eastern part of the Town as well as scattered throughout the Town. Lowland woodlands are located within the ridge-swale wetland complex along the Onion River and along the several streams that flow across the Town. Map 5-6 illustrates the locations of woodlands within the Town.

5.2.7 Metallic and Non-Metallic Mineral Resources

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Non-metallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future non-metallic mining sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use, and the potential to enhance habitat and increase land values and tax revenues.

The Town of Holland has several scattered areas that have probable sources of sand and gravel. The larger concentrations of these scattered areas are located on the in western portions of the Town.

Several gravel and sand pit operations once operated in the Town of Holland; however, these operations are all inactive. Map 5-7 illustrates the location of quarries and potential gravel sources in the Town.

5.2.8 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal

communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promotes the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each community that identify wetlands two acres and larger. The wetland inventory map should be consulted whenever development proposals are reviewed in order to identify wetlands and to ensure their protection from development.

The Town of Holland has approximately 2,130 acres of WDNR mapped wetlands, with a major part of the total in a very large ridge-swale wetland complex in the northeastern portion of the Town. Map 5-8 identifies wetlands (< 2 acres) and floodplains within the Town. Additional significant wetland areas include a wetland complex to the southwest of the Village of Cedar Grove, wetlands associated with the Onion River, Belgium Creek and drainage, as well as, wetlands located between the Villages of Cedar Grove and Oostburg along the railroad corridor. Of the major wetland complexes in the Town, the ridge-swale complex along the Lake Michigan shoreline is being increasingly encroached upon by residential development. These wetlands provide critical wildlife habitat to migratory birds and care should be taken when adjacent areas are being developed, including the placement of erosion control measures at construction sites.

5.2.9 Floodplains

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention, ground water recharge and habitat for various kinds of wildlife unique to the water.

Development that is permitted to take place in these areas is susceptible to storm damages and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation and repairing water related damage to roads and sewers.

As a result, the State of Wisconsin requires that counties, cities and villages adopt shoreland/ floodplain zoning ordinances to address the problems associated with development in floodplain areas. The Sheboygan County Shoreland-Floodplain Ordinance regulates floodplains within the Town of Holland. The Ordinance includes all lands which would be inundated by the regional flood and the shorelands and wetlands of all navigable waters in the unincorporated areas of

Sheboygan County, which are within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages, and those lands within 300 feet of the ordinary high water mark of navigable waterways, or to the landward side of a floodplain, whichever distance is greater.

The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.971 of the Wisconsin Statutes and Wisconsin Administrative Code NR 161. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

Floodplains are limited within the Town of Holland to the areas around the Onion River, Belgium Creek and an associated drainage ditch through the center of the Town, a narrow corridor along Bahr Creek, and small areas of the Lake Michigan shoreline. Since these areas are prone to flooding, development in the floodplain should be discouraged and the development of park and open space or the retention of the agricultural use in these areas should be encouraged. Floodplains in the Town of Holland account for approximately 2,150 acres of land and are illustrated on Map 5-8.

5.2.10 Surface Water Features/Watersheds

The Town of Holland's surface water features are primarily associated with either the Onion River or Lake Michigan. The Onion River, classified as a warm water stream, runs from the northwestern corner of the Town at Hingham southeast to the south central portion of the Town where it joins the Belgium Creek and then proceeds to flow from south to north through the center of Town. The Onion River flows through large acreages of farmland where heavy pasturing has contributed to erosion of the stream banks and siltation of the River. Past efforts through the Onion River Priority Watershed have alleviated some of the non-point source problems. The Belgium Creek flows from the Ozaukee-Sheboygan County line north to its confluence with the Onion River just northwest of the Village of Cedar Grove. It is largely channelized and influenced by the large amount of agricultural activity along its stream banks.

The major watersheds within the Town include the Onion River and Black River Watersheds. Additionally, the North Branch Milwaukee River and Sauk and Sucker Creeks Watersheds can be found in portions of the Town. Map 5-9 identifies the location of the watersheds within the Town.

5.2.11 Groundwater Resources

The source of all groundwater is precipitation, which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. The water in an aquifer travels from its source to a discharge point such as a well, wetland, spring or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. The availability of groundwater within the Town of Holland should be investigated before any development occurs.

5.2.12 Environmental Corridors/Sensitive Areas

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of non-point source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas, such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas, and other areas that would impair habitat and surface or groundwater quality if disturbed or developed. Map 5-10 identifies environmental corridors and natural limitations for building site development in the Town of Holland

5.2.13 Wildlife Habitat

The Town of Holland has a few areas that provide vital wildlife habitat, including the large wetland area in the northeastern part of the Town, the Onion River corridor, the Belgium Creek Corridor and a number of other intermittent and perennial streams and rivers. Although these areas are available, the large tracts of wetlands and woodlands in the northeastern part of the Town are rapidly becoming fragmented with new housing. Unfragmented woodlands are especially important to the wildlife in the Town due to the few remaining large tracts of woodlands needed for foraging, breeding and providing cover.

5.2.14 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the State's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Table 5-1 shows the rare, threatened, and endangered species that may be found in the Town of Holland.

Table 5-1

Rare, Threatened and Endangered Species – Town of Holland

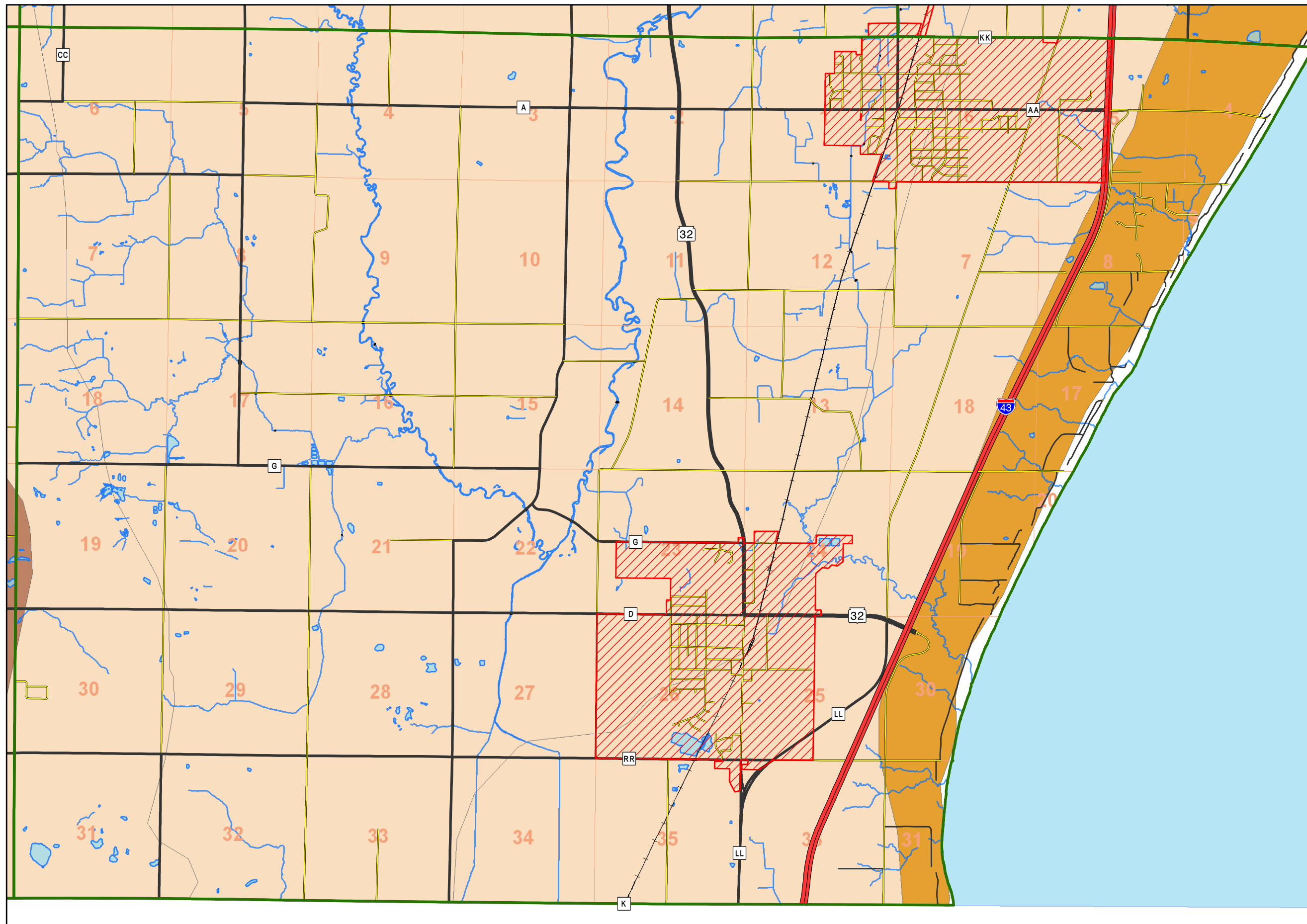
Common Name	Group Name	WDNR Status
Black-Crowned Night-Heron	Animal	Special Concern
Barn Owl	Animal	Endangered
American Sea-Rocket	Plant	Special Concern
Sand Reedgrass	Plant	Threatened
Thickspike	Plant	Threatened
Seaside Spurge	Plant	Special Concern
Swamp Bedstraw	Plant	Special Concern
Indian Cucumber Grass	Plant	Special Concern
Slender Bog Arrow-Grass	Plant	Special Concern

Source: Wisconsin Department of Natural Resources Conservation Service

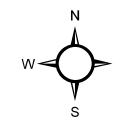
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Map 5-1 Pleistocene Geology

**Map 5-1
Pleistocene
Geology
Town of Holland
Sheboygan County, WI**



- Legend**
- Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes
- Pleistocene Geology**
- Lake Silt & Clay
 - Clayey Till
 - Sandy Loamy Till

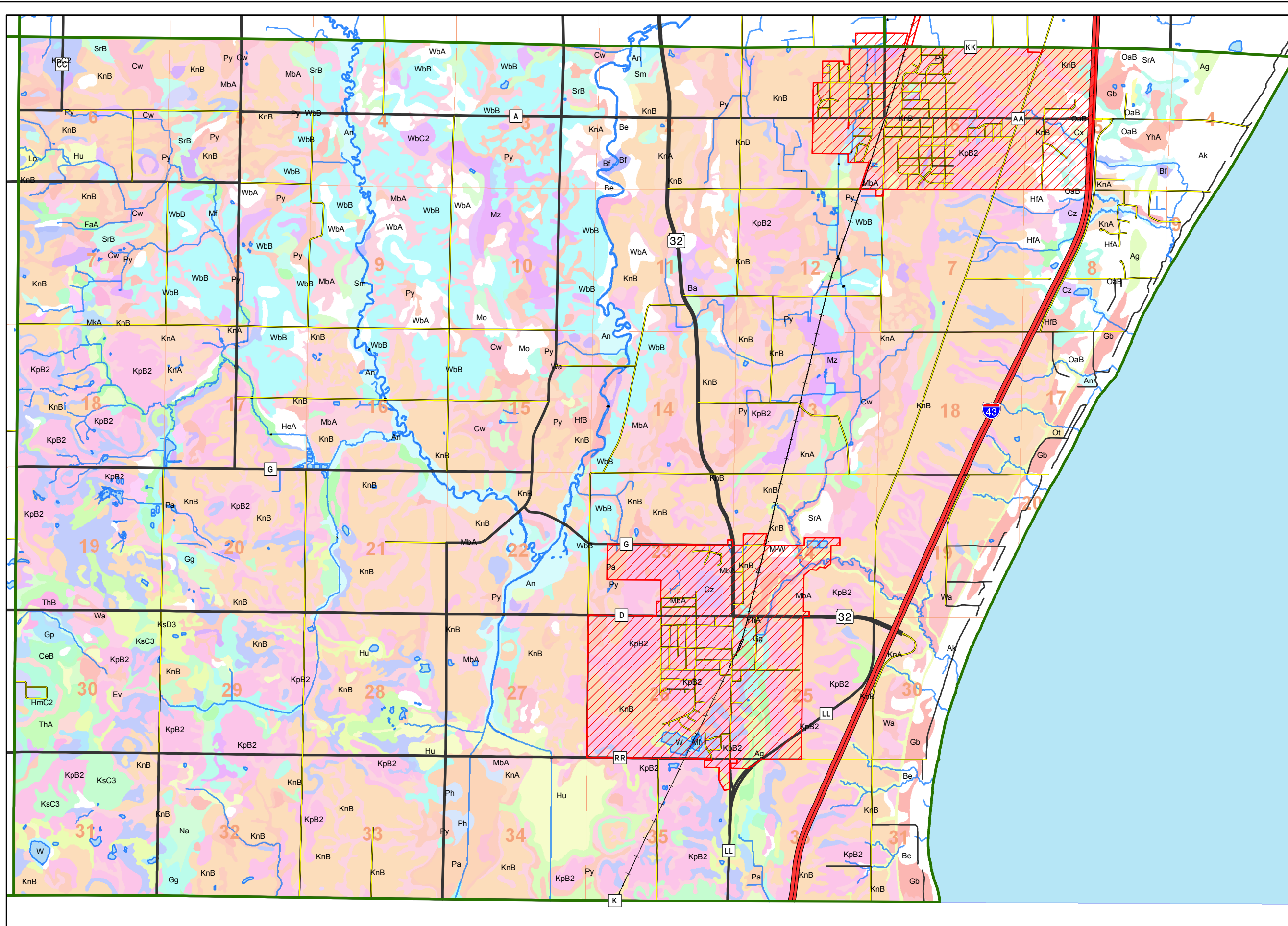


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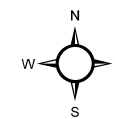
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Map 5-2 General Soils

Map 5-2 General Soils Town of Holland Sheboygan County, WI



- Legend**
- Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes

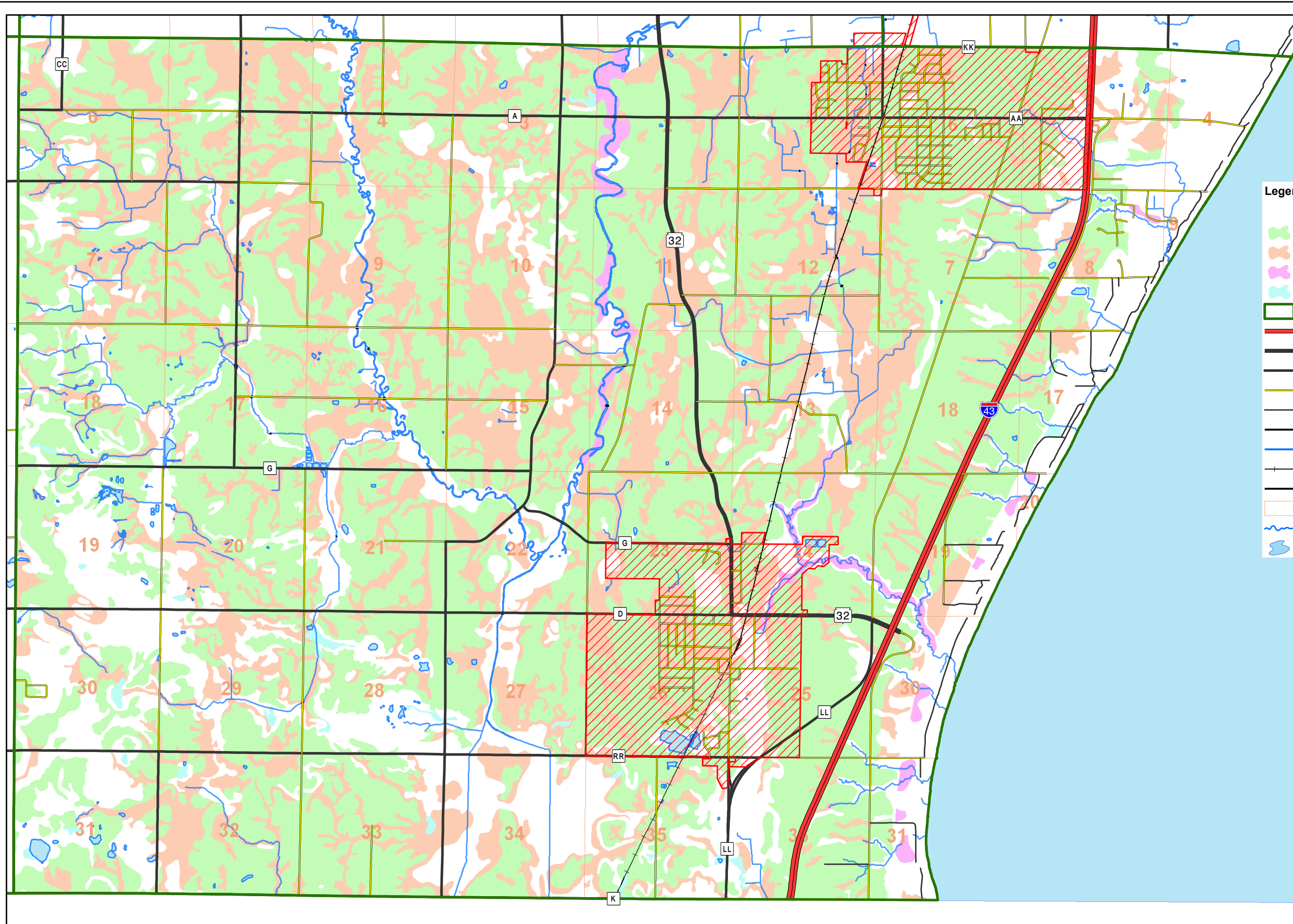


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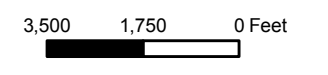
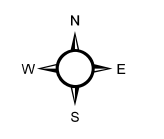
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Map 5-3 Prime Agricultural Soils

Map 5-3
Prime Agricultural
Soils
Town of Holland
 Sheboygan County, WI



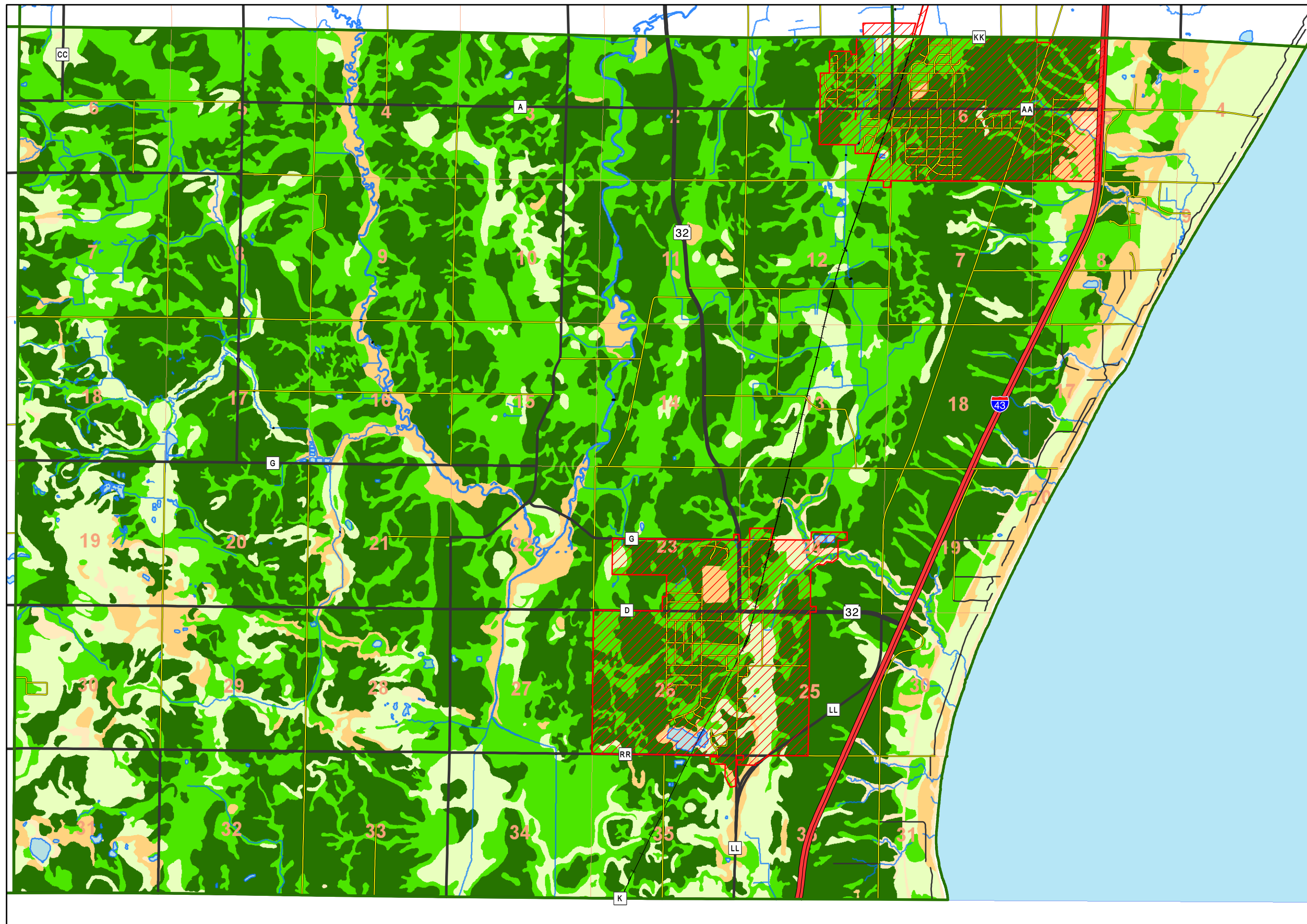
- Legend**
- Not Prime Agricultural Soils
 - All areas
 - Where drained
 - Where protected from flooding
 - Where drained & protected from flooding
 - Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes



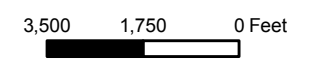
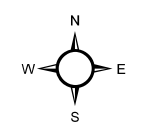
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Map 5-4 Land Evaluation and Site Assessment Score

Map 5-4
Land Evaluation
&
Site Assessment
Score
Town of Holland
 Sheboygan County, WI



- Legend**
- 81 - 100
 - 61 - 80
 - 41 - 60
 - 21 - 40
 - 0 - 20
 - Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - ~ Rivers
 - Lakes

















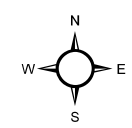
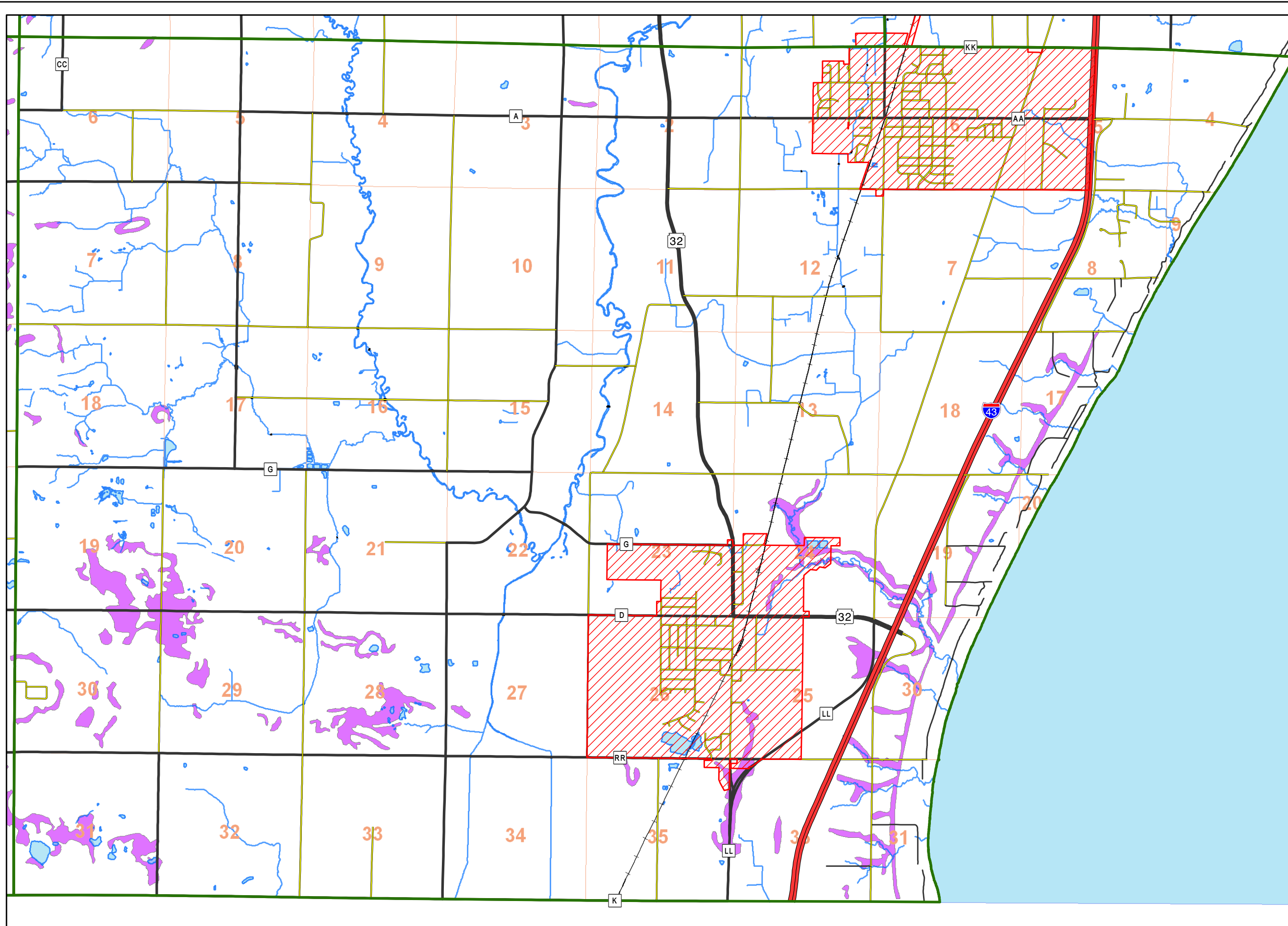
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Map 5-5 Steep Slopes

Map 5-5
Steep Slope
Town of Holland
 Sheboygan County, WI

Legend

-  Areas of 12% or greater Slope
-  Township Boundary
-  Interstate Hwy
-  State Hwy
-  County Road
-  Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Road / Bridge
-  Section Lines
-  Rivers
-  Lakes



3,500 1,750 0 Feet

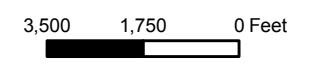
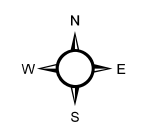
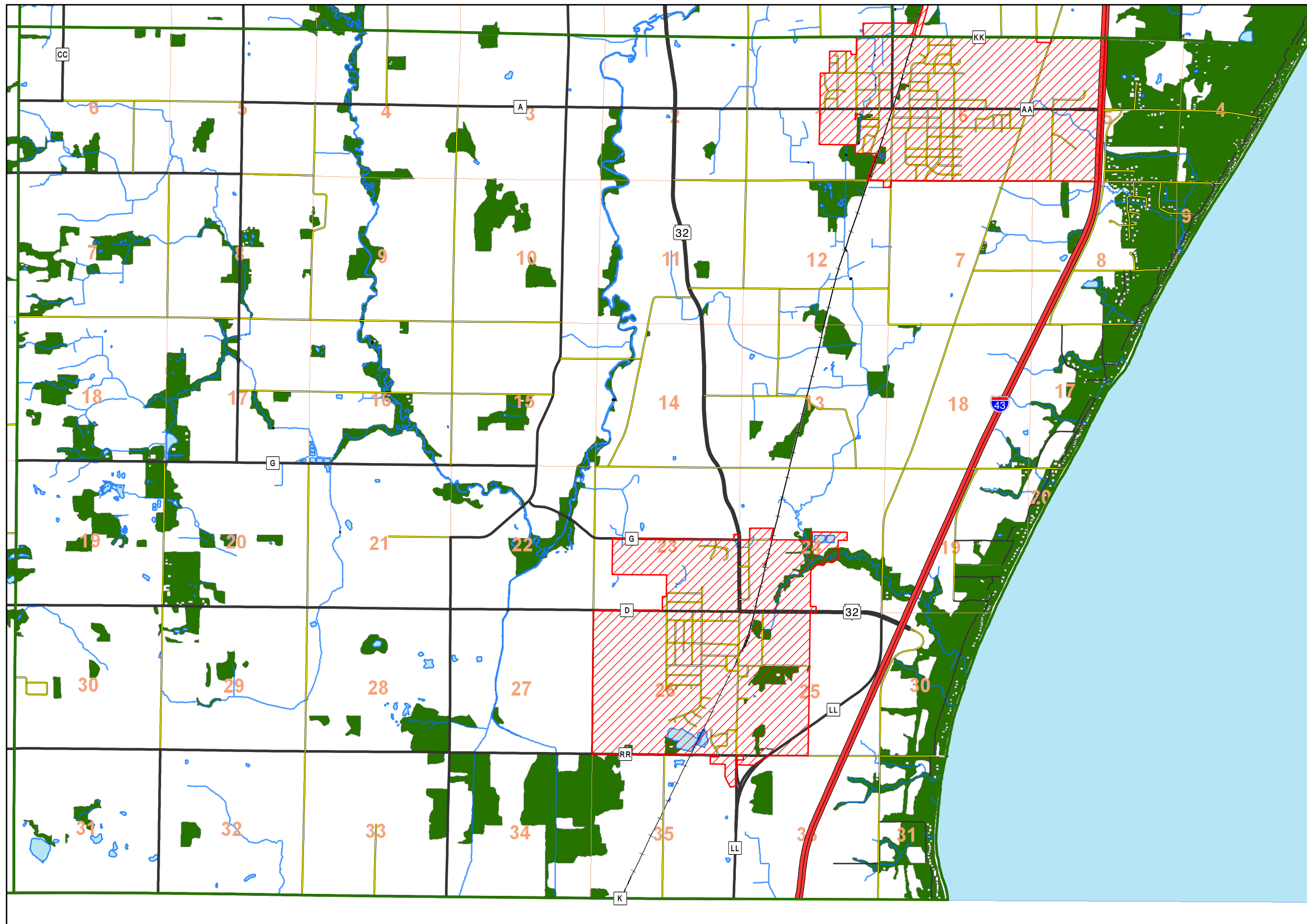
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Map 5-6 Woodlands

Map 5-6
Woodlands
Town of Holland
 Sheboygan County, WI

Legend

- Woodlands
- Township Boundary
- Interstate Hwy
- State Hwy
- County Road
- Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Road / Bridge
- Section Lines
- Rivers
- Lakes




















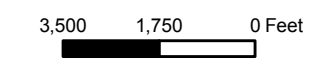
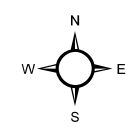
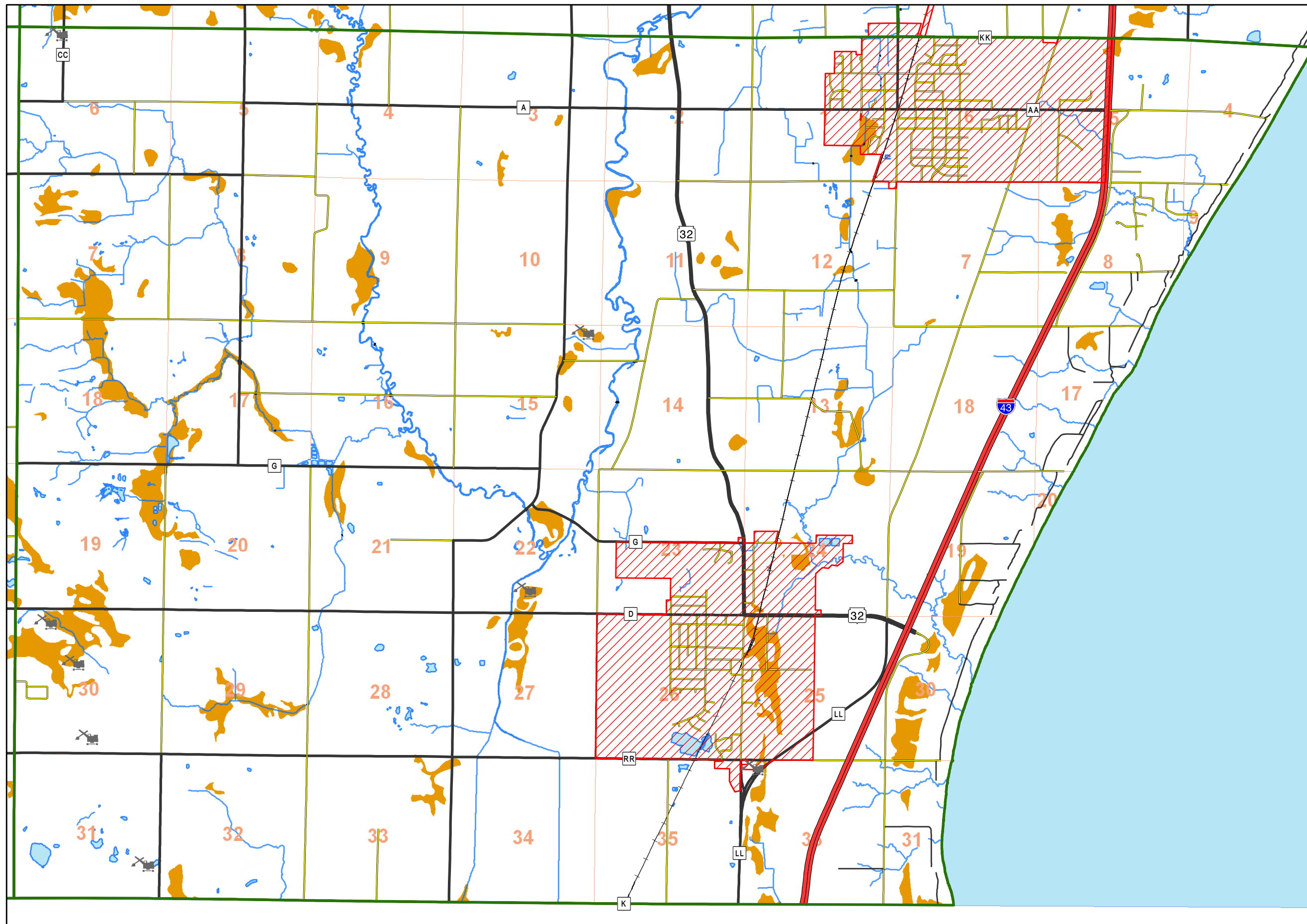
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Map 5-7 Quarries and Potential Gravel Sources

**Map 5-7
Quarries &
Potential Gravel
Sources
Town of Holland
Sheboygan County, WI**

Legend

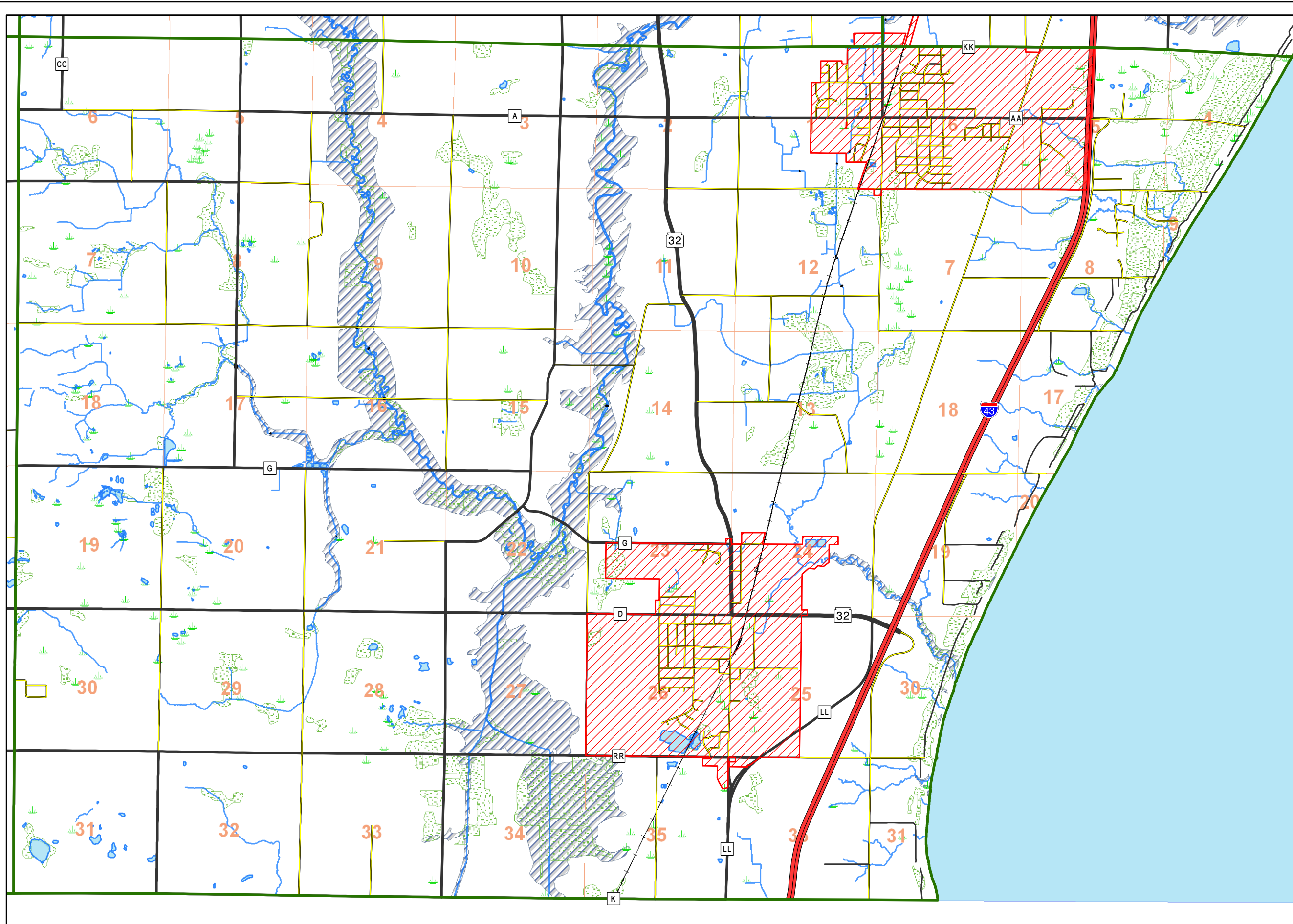
-  Probable
-  Improbable
-  Active Gravel or Sand Pit
-  Inactive Gravel or Sand Pit
-  Township Boundary
-  Interstate Hwy
-  State Hwy
-  County Road
-  Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Road / Bridge
-  Section Lines
-  Rivers
-  Lakes



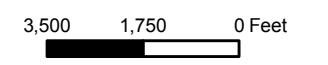
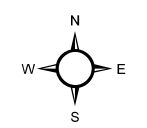
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Map 5-8 Wetlands and Floodplain

Map 5-8 Wetlands & Floodplain Town of Holland Sheboygan County, WI



- Legend**
- DNR Wetlands < 2 Ac
 - DNR Wetlands
 - Approximate 100 Year Floodplain
 - Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes

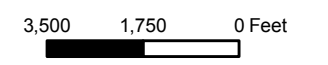
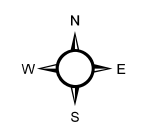
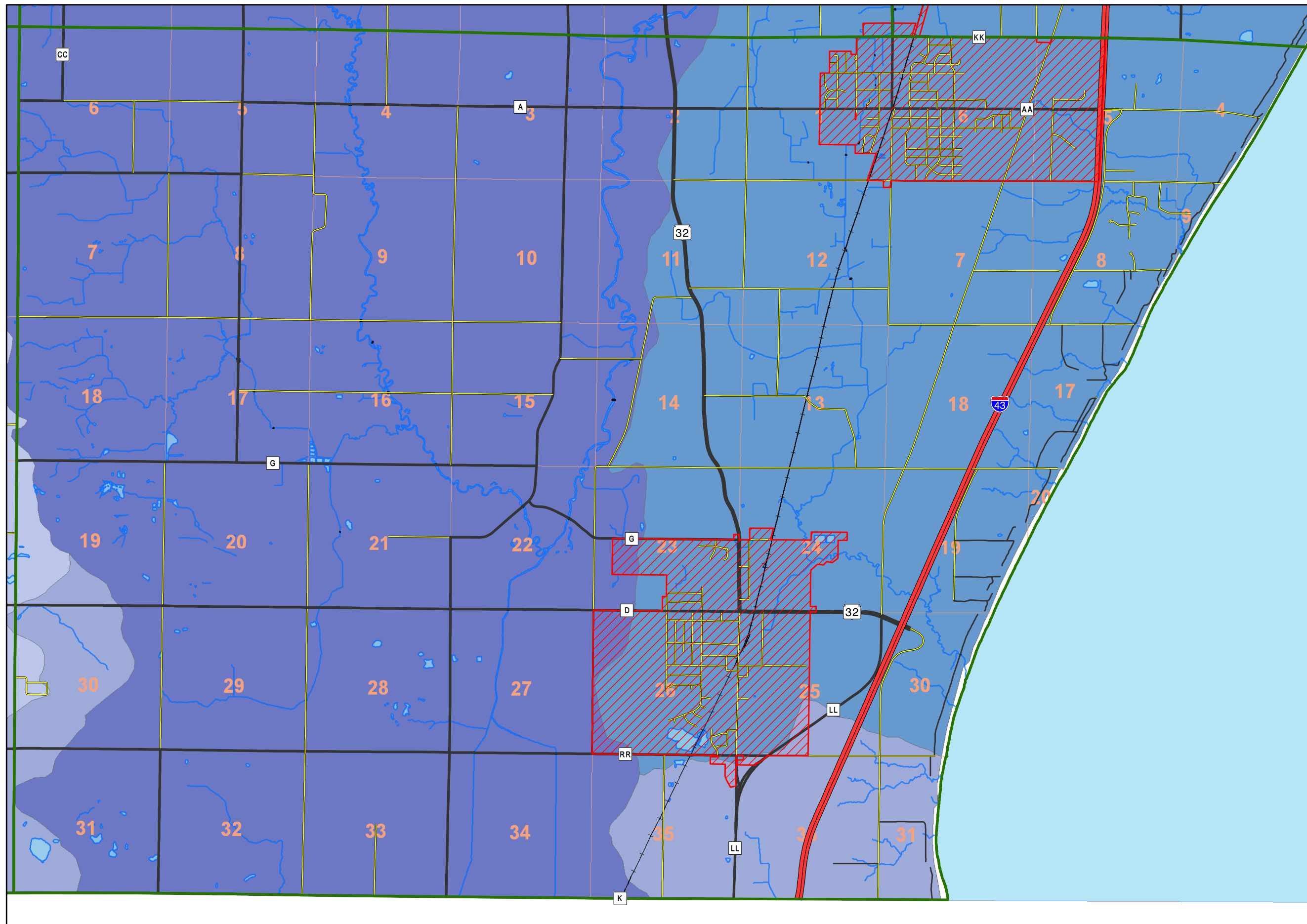


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Map 5-9 Watersheds

Map 5-9
Watersheds
Town of Holland
 Sheboygan County, WI

- Legend**
- Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes
- Watersheds**
- Sauk and Sucker Creeks
 - North Branch Milwaukee River
 - Onion River
 - Black River

















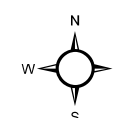
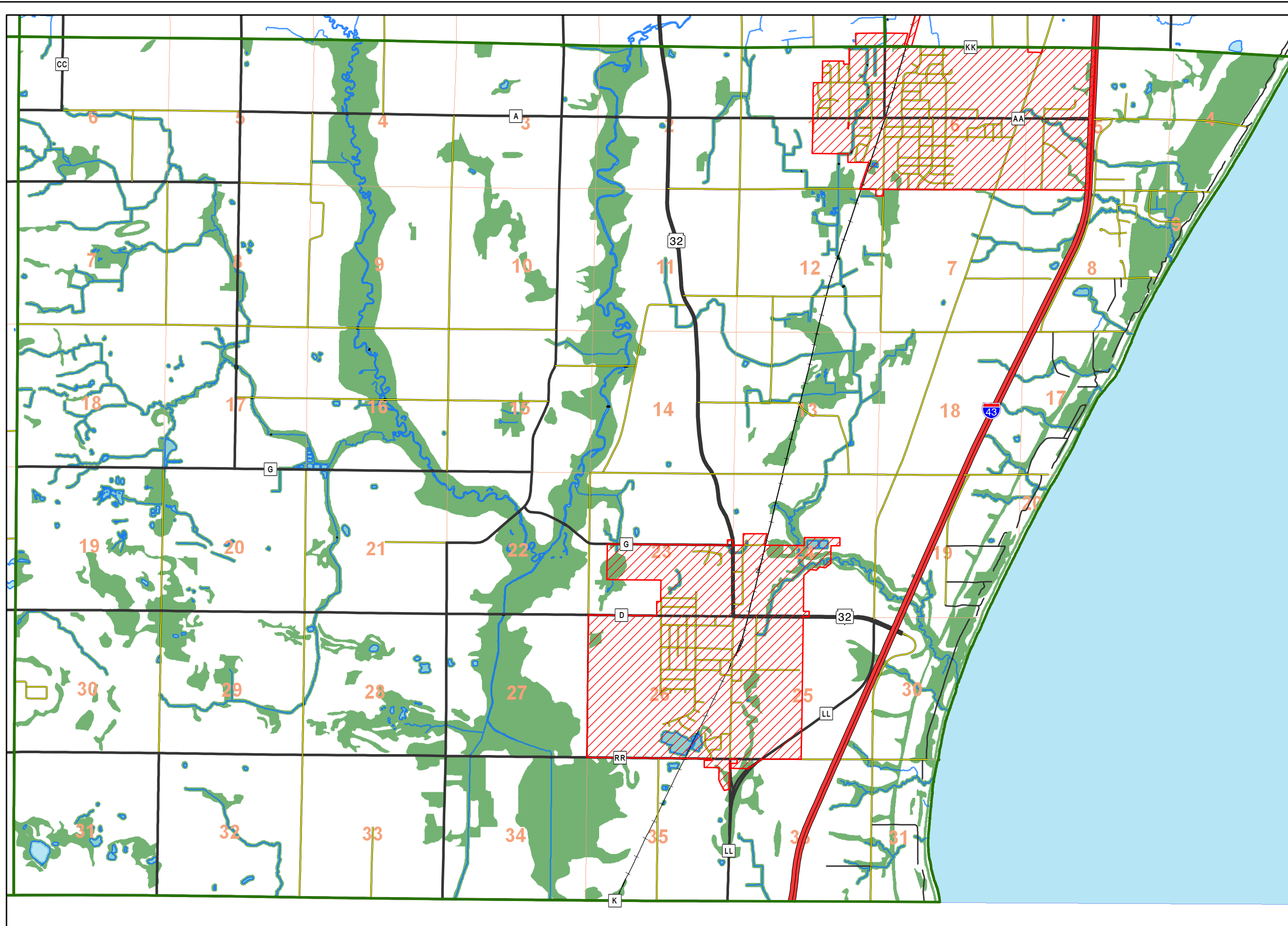
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Map 5-10 Environmental Corridors


**Map 5-10
Environmental
Corridors
Town of Holland
Sheboygan County, WI**

Legend

-  Environmental Corridors
-  Township Boundary
-  Interstate Hwy
-  State Hwy
-  County Road
-  Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Road / Bridge
-  Section Lines
-  Rivers
-  Lakes



3,500 1,750 0 Feet



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5.3 Cultural Resources Inventory

Cultural resources include historic places, archeological sites, museums and other community resources, and other places that might be of local cultural significance

5.3.1 State and National Register of Historic Places

The National Register of Historic Places recognizes properties of local, state and national significance. Properties are listed on the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring on them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

There are no sites in the Town of Holland that are listed on the State or National Register.

5.3.2 Wisconsin Architecture & History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. These sites should be periodically reviewed for possible designation on state or national registers.

According to the AHI, the Town of Holland has eight sites on the Wisconsin Architecture & History Inventory. Although limited information is available, the sites are identified as follows:

- ◆ Alburts Graskamp Farm located on the south side of County Highway A, 0.5 miles west of State Highway 32.
- ◆ Beaver Creek School located on the north side of County Highway A, 0.5 miles west of County Highway KW.
- ◆ Christian Walvoord House located on the northeast corner of Smiles Road and Walvoord Road.
- ◆ Joseph Palmer House located on the west side of Palmer Road, 0.2 miles north of Eernisse Road.
- ◆ Benhamin Garside House located on Risseeuw Road.
- ◆ St. Nicholas Church located on County Highway K
- ◆ Union Cemetery Gates located on State Highway 32.

5.3.3 Community Design

Community design as a cultural resource helps explain the origins and history of how a given community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry) in rural areas, the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people who lived in a community in the past and who live there today. These factors might be expressed through street layout, building architecture, landscaping and preservation of natural features, development density, and other components of development design. The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and other community facilities, the use of historic preservation, and in some cases, the use of land use planning.

Citizens of Sheboygan County tend to describe the present design of their communities as being tied to “rural character” or “small town atmosphere.” Generally, the towns identify with the concept of rural character, while the villages and cities tend to identify more with the concept of small town atmosphere. With a focus on the positive aspects of community design, Sheboygan County further defines rural character to include scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings. Sheboygan County further defines small town atmosphere to include attractive community entrances, vital downtowns, community culture and events, and the aspects of rural character which surround its small cities and villages.

5.4 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain the viability, operational efficiency, and productivity of the Town’s agricultural resources for current and future generations.

Objectives

- 1.1 Strive to reduce the rate of productive farmland and areas of prime agricultural soil being converted to non-agricultural development.
- 1.2 Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.3 Protect the right to farm.
- 1.4 Allow for farming expansion in areas where conflict with existing residential land uses can be prevented.

- 1.4 Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agriculture industry.
- 1.5 Allow for the opportunity to accommodate creative and unique forms of agriculture.
- 1.6 Increase community awareness relative to the economic importance of protecting the viability of the local agricultural industry.
- 1.7 Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.

Goal 2 Manage the potential impacts of agricultural operations on the Town to ensure that agriculture continues to be viewed as a positive asset to the community.

Objectives

- 2.1 Encourage agricultural operations to follow Best Management Practices to minimize erosion and groundwater and surface water contamination.
- 2.2 Explore options for managing large-scale livestock farming operations in the Town and for managing the potential impacts of such operations.

Goal 3 Balance future development with the protection of natural resources.

Objectives

- 3.1 Establish a consistent method of reviewing the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, woodlands, and steep slopes.
- 3.2 Direct future growth away from wetlands and floodplains.
- 3.3 Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.

Goal 4 Preserve groundwater and surface water quality and quantity.

Objectives

- 4.1 Decrease sources of point source and non-point source water pollution.
- 4.2 Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- 4.3 Maintain and develop partnerships with other communities, Sheboygan County, lake and river organizations, and state agencies to address surface and groundwater quality degradation.
- 4.4 Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.

Goal 5 Protect air quality.

Objectives

- 5.1 Ensure that existing and future development do not have a significant negative impact on air quality.
- 5.2 Manage growth to avoid conflict among residents and agricultural odors and dust.

Goal 6 Preserve green space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Objectives

- 6.1 Manage growth to protect large, interconnected, open space corridors.
- 6.2 Manage growth to protect small, isolated open spaces with aesthetic qualities that contribute to community character.
- 6.3 Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Goal 7 Balance future needs for the extraction of mineral resources with potential adverse impacts on the community.

Objectives

- 7.1 Encourage the timely reclamation of non-metallic mine sites.
- 7.2 Encourage the registration of known economically viable non-metallic mineral deposits.
- 7.3 Promote the consistent regulation of extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.

Goal 8 Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Objectives

- 8.1 Consider the potential impacts of development proposals on those features that the Town values as a part of its character and identity.
- 8.2 Reduce rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.

Goal 9 Preserve significant historical and cultural lands, sites, and structures that contribute to the community identity and character.

Objectives

- 9.1 Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
- 9.2 Consider the potential impacts of development proposals on historical and archeological resources.
- 9.3 Encourage efforts that promote the history, culture, and heritage, of the Town.

5.5 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Agricultural, Natural, and Cultural Resources Element

ANC1 The Town of Holland permits properly conducted agricultural operations. Owners of property in areas planned or zoned for agricultural use or adjacent to such areas should expect that they will be subject to conditions arising from such agricultural operations. Conditions may include, but are not limited to exposure to: noise; lights; fumes; dust; smoke; insects; chemicals; machinery operations, including aircraft, during any hour of day or night; storage and land application of manure; and application by spraying or other means of chemical pesticides, fertilizers, and other soil amendments. The conditions described may occur as a result of any agricultural operation that is in conformance with accepted customs, standards, laws and regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector.

ANC2 Land divisions approved in areas planned or zoned for agricultural use shall bear the right to farm policy on the face of the recording instrument.

ANC3 Substantial development proposals shall provide the Town with an analysis of the potential natural and cultural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands and other existing vegetation, historic sites, and

other cultural resources. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.

Cluster Subdivision Design

ANC4 Rural cluster design (or conservation design) should be utilized in proposed minor land divisions (3 lots or fewer) in the Rural Residential (RR) Agricultural and Woodland Transitions (AWT), and Agricultural Preservation (AP) land use districts to minimize the negative impacts to agriculture and natural resources while accommodating residential development.

ANC5 Rural cluster design (or conservation design) shall be utilized in proposed major land divisions (4 lots or more) in the Rural Residential (RR), Agricultural and Woodland Transitions (AWT), and Agricultural Preservation (AP) land use districts to minimize the negative impacts to agriculture and natural resources while accommodating residential development.

ANC6 Rural cluster subdivisions shall be designed to protect prime agricultural soils, active cropland, agricultural facilities, or other agricultural resources, and these features should take precedence over other features that could be protected in these locations.

ANC7 Rural cluster subdivisions should be designed secondarily to protect natural resources and other elements of rural character.

ANC8 Existing woodlots and tree lines and planted vegetative buffers should be used to visually screen the home sites in rural cluster subdivisions.

Site Planning – generalized/subjective approach examples...

ANC9 New, development shall be placed on the landscape in a fashion that preserves productive farmland, reduces farmland fragmentation, and prevents conflicts between agricultural and residential land uses.

ANC10 New development should be placed on the landscape in a fashion that minimizes negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, and existing topography.

ANC11 New development should be placed on the landscape in a fashion that minimizes negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.

Site Planning – specific/objective approach examples...

- ANC12 New, development should not be located on prime agricultural (or prime where drained) soils as defined by the Natural Resource Conservation Service.
- ANC13 New, development should be directed to areas with a Land Evaluation and Site Assessment (LESA) score of 60 or less.

Recommendations

1. Update the zoning ordinance to achieve the preservation of agricultural lands, the right to farm, natural resources and green space, and rural character. Consider the use of tools such as:
 - ◆ Maximum residential development density limits
 - ◆ Maximum lot sizes
 - ◆ Mandatory use of rural cluster design for subdivisions of four or more homes
 - ◆ Site planning requirements for individual home sites and other forms of development
2. Pursue the creation of a Purchase of Development Rights program with Sheboygan County, other Towns, and the Wisconsin Department of Agriculture, Trade and Consumer Protection.
3. Revise the Town zoning ordinance to eliminate conflicts with Wisconsin’s livestock facility siting law (Act 235). Remove provisions that relate to “commercial feedlots,” “intensive animal feeding operations,” and the like.
4. As Town zoning is maintained and updated, maintain eligibility for the Farmland Preservation Program including consistency with the Sheboygan County Farmland Preservation Plan and the requirements of exclusive agricultural zoning.

5.6 Agricultural, Natural, and Cultural Resources Programs

The following programs are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Act 307 – Notification to Non-metallic Resource Owners

This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of non-metallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract non-metallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing, written notice shall be provided to property owners or operators with an interest in non-metallic mineral resources.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

The Office of Preservation Planning of the Wisconsin Historical Society assists with information concerning state or federal laws and regulations that may be applicable, information on grassroots preservation and protection strategies, and information on protecting and preserving historic property.

Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Sheboygan County Planning and Development Department.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

6

Economic Development



6 Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Potential issues and opportunities in the Town of Holland related to economic development include supporting agricultural industry and allowing small retail establishments, home-based businesses and improving overall quality of life. All of these issues affect residents of the Town of Holland and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight forward. Economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs that provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well-planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ◆ Knowing the region's economic function in the global economy
- ◆ Creating a skilled and educated workforce
- ◆ Investing in an infrastructure for innovation
- ◆ Creating a great quality of life
- ◆ Fostering an innovative business climate
- ◆ Increased use of technology and cooperation to increase government efficiency
- ◆ Taking regional governance and collaboration seriously

The Town of Holland's plan for economic development reflects the desire to preserve its agricultural base. The Town plays a critical role in the agricultural economy by providing the land base to support efficient agricultural production and a critical mass of farms to support the array of local agricultural support businesses and institutions. These support businesses and institutions include implement dealers, feed and seed suppliers, equipment suppliers, financial institutions, livestock breeders, business consultants, milk processors, vegetable processors, trucking and rail transport, educational institutions, and many others. This combination of factors makes agriculture a basic industry in the local and regional economy, meaning that dollars produced directly by farms have a multiplier effect benefiting many other related businesses and industries.

Non-farm employment, business development, and other economic opportunities are primarily provided by the surrounding urban areas. The Town recognizes that almost half of its residents

are employed in manufacturing, retail trade or education, health and social services. While the bulk of these jobs are located outside of the Town, the Town can serve a critical role in providing quality, affordable places to live, which is a critical component of regional economic development.

As economic development takes place, it is the Town's desire to retain its rural character and quality of life. A primary concern in this area is that any new business development uses high quality building and site design that preserve the aesthetics and rural character of the Town.

6.2 Economic Characteristics

6.2.1 Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. In 2000, 34.3% of the employment in the Town of Holland was working in the manufacturing sector followed by 13.9% in the educational, health and social services sector. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector, while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

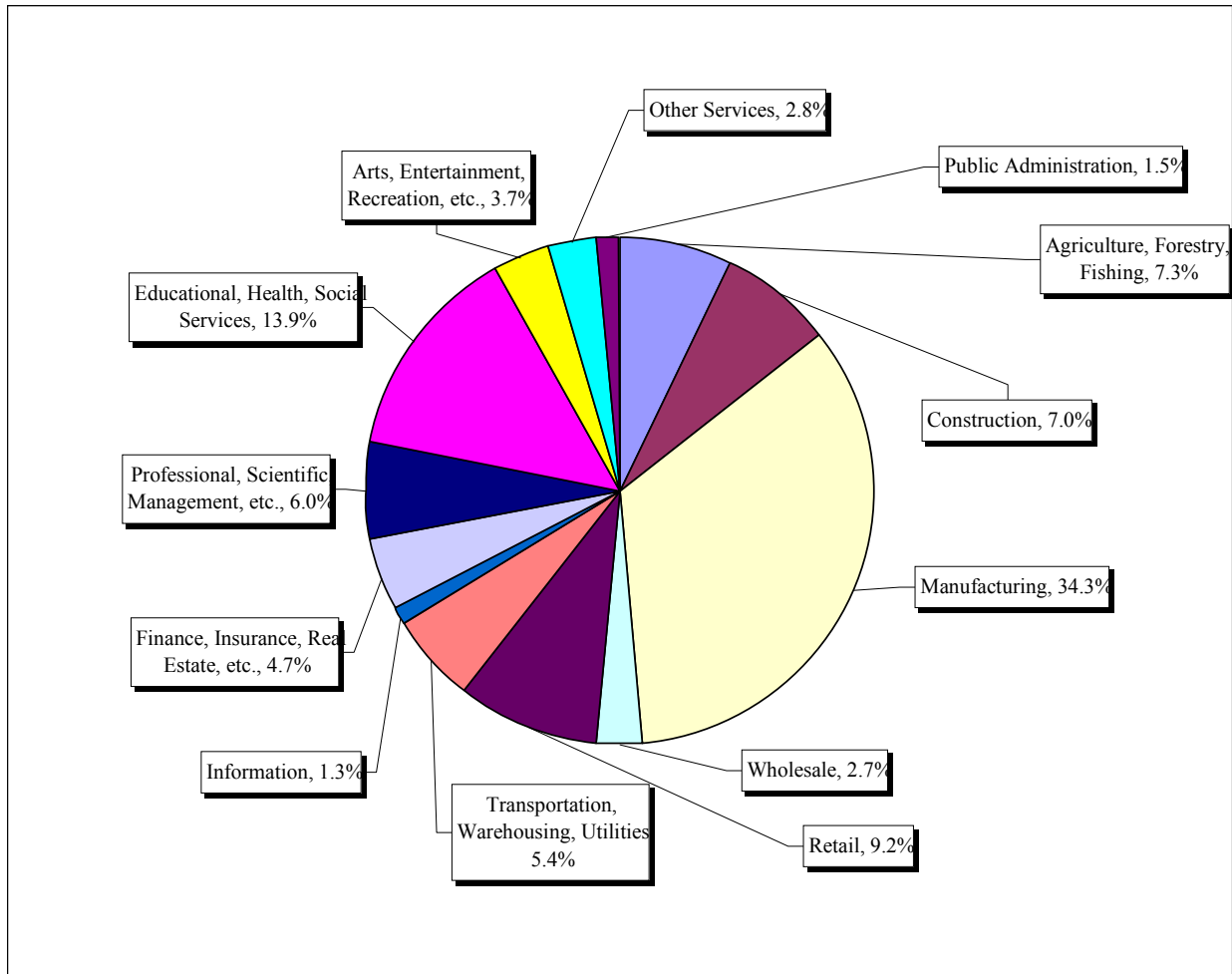
Table 6-1 and Figure 6-1 display the number and percent of employed persons by industry group in the Town of Holland for 2000.

Table 6-1
Employment by Industrial Sector –
Town of Holland, 2000

Industry	Number	Percent of Total
Agriculture, Forestry, Fishing	96	7.3%
Construction	92	7.0%
Manufacturing	451	34.3%
Wholesale	36	2.7%
Retail	121	9.2%
Transportation, Warehousing, Utilities	71	5.4%
Information	17	1.3%
Finance, Insurance, Real Estate, etc.	62	4.7%
Professional, Scientific, Management, etc.	79	6.0%
Educational, Health, Social Services	183	13.9%
Arts, Entertainment, Recreation, etc.	48	3.7%
Other Services	37	2.8%
Public Administration	20	1.5%
Total	1,313	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3)

**Figure 6-1
Employment by Industrial Sector – Town of Holland, 2000**



Source: U.S. Bureau of the Census, 2000 (STF-3).

6.2.2 Employment by Occupation

The previous section, Employment by Industrial Sector, described employment by the type of business, industry, or sector of commerce. What people do, or what their occupation is within those sectors, can also reveal factors that influence incomes and overall employment. Table 6-2 displays the number and percent of employed persons by occupation in the Town of Holland and Sheboygan County for 2000.

Table 6-2
Employment by Occupation –
Town of Holland and Sheboygan County, 2000

Occupation	Town of Holland		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total
Management, Professional, and Related Service	318	24.2%	15,422	25.9%
Sales and Office	269	20.5%	12,831	21.6%
Farming, Fishing, and Forestry	27	2.1%	527	0.9%
Construction, Extraction, and Maintenance	139	10.6%	4,898	8.2%
Production, Transportation, and Material Moving	398	30.3%	17,692	29.8%
Total	1,313	100.0%	59,454	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3)

In the Town of Holland, management, professional, and related occupations accounted for 24.2% of the employment by occupation. The occupation with the greatest percentage of employment in Sheboygan County was in production, transportation, and material moving occupations, accounting for 29.8% of the total employment. In the Town of Holland, sales and office occupations contained the second greatest percentage with 20.5% of employment by occupation for the Town. The county had approximately one-quarter of its residents employed in the management, professional, and related occupations.

6.2.3 Income

Table 6-3 displays the 1999 household income and median household income for the Town of Holland and Sheboygan County as reported by the 2000 Census.

Table 6-3**Household Income – Town of Holland and Sheboygan County, 2000**

	Town of Holland		Sheboygan County	
	Number	% of Total	Number	% of Total
Less than \$10,000	15	1.8%	2,129	4.9%
\$10,000 to \$14,999	15	1.8%	2,247	5.2%
\$15,000 to \$24,999	34	4.1%	5,274	12.1%
\$25,000 to \$34,999	91	11.1%	5,752	13.2%
\$35,000 to 49,999	170	20.7%	8,494	19.5%
\$50,000 to \$74,999	274	33.4%	11,432	26.2%
\$75,000 to \$99,999	106	12.9%	4,881	11.2%
\$100,000 to \$149,999	67	8.2%	2,267	5.2%
\$150,000 or More	48	5.9%	1,119	2.6%
Total	820	100.0%	43,595	100.0%
Median Household Income	\$57,419		\$46,237	

Source: U.S. Bureau of the Census, 2000 (STF-3).

The highest percentage (33.4%) of residents in the Town of Holland had a household income between \$50,000 and \$74,999. The next largest percentage (20.7%) of household income was \$35,000 to \$49,999. Approximately 14.1% of the households in the Town had a household income of \$100,000 or greater; this is much higher than the County's rate of 7.8%. The median household income for the Town of Holland was \$57,419. The median income for Sheboygan County was lower at \$46,237.

6.2.4 Educational Attainment

Table 6-4 indicates the education levels for the Town of Holland and Sheboygan County as reported by the 2000 Census.

Table 6-4
Educational Attainment –
Town of Holland and Sheboygan County, 2000

Attainment Level	Town of Holland		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	29	1.9%	4,335	5.8%
9th grade to 12th grade, no diploma	129	8.2%	7,270	9.8%
High school graduate (includes equivalency)	683	43.6%	29,779	39.9%
Some college, no degree	353	22.5%	14,670	19.7%
Associate degree	106	6.8%	5,151	6.9%
Bachelor's degree	196	12.5%	9,569	12.8%
Graduate or professional degree	70	4.5%	3,787	5.1%
Total Persons 25 and over	1,566	100.0%	74,561	100.0%

Source: U.S. Bureau of the Census, 2000 (STF-3).

Approximately 43.6% of Holland residents have attained a high school level education, comparable to the 39.9% in Sheboygan County with the same education level. The second largest percentage (22.5%) of education attainment in the Town of Holland is some college, no degree. The Town of Holland has 12.5% of its residents obtaining a bachelor’s degree, which is similar to the county’s percentage of 12.8%.

6.3 Employment Forecast

An important feature of determining the economic health and future of Sheboygan County and its communities is to determine the amounts and types of jobs currently available as well as to make predictions. Sheboygan County has unique economic features as well as similarities to the region in which it is located. The County not only has ties locally, but statewide and nationwide. Trends that occur in the United States or internationally affect the State of Wisconsin and eventually trickle down to local level economies.

In November of 2003, the Wisconsin Department of Workforce Development (WDWD) released a report titled *Wisconsin Projections 2000-2010: Employment in Industries and Occupations*, which examined jobs in over 70 industries and 750 occupations. Many of the projections and estimates provided in the report will affect the local and county economies.

Overall, the number of jobs in Wisconsin is expected to grow by 9.6%. While employment in Wisconsin’s manufacturing sector has shrunk in the past few years, this sector is anticipated to gain back some of the jobs lost since 2000. The manufacturing industries projected to add the most jobs are lumber and wood products, furniture and fixtures, and food and kindred products.

The manufacturing industries expected to lose the most jobs are industrial machinery and equipment, primary metal, and electronic and other electrical equipment.

The services sector will be the job growth leader, spurred on by Wisconsin's aging population, technological innovations in health services and computer services, and continued outsourcing of business functions. Over 70% of the new jobs in the services sector will be in health, business, educational, or social services. Another sector expected to add numerous jobs is retail trade. This increase is expected due to population and tourism growth and the likelihood that people will continue to prepare fewer meals at home.

6.4 Strengths and Weakness Analysis

A determination of the strengths and weaknesses of the Town of Holland and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the Town are as follows:

6.4.1 Strengths

- ◆ Controlled development
- ◆ Rural atmosphere
- ◆ Proximity to STH 32 and I-43
- ◆ Recreational opportunities and natural resources
- ◆ Good local schools
- ◆ Good Town government
- ◆ Diverse agricultural background, economically diverse
- ◆ Easy access to metropolitan areas – Milwaukee and Sheboygan
- ◆ Rural infrastructure is in good shape
- ◆ Low taxes
- ◆ Access to regional airport
- ◆ Strong County manufacturing industry

6.4.2 Weaknesses

- ◆ Residential effects on farm operations
- ◆ Aging population, effects on land ownership and Town government
- ◆ Annexation from the Villages of Cedar Grove and Oostburg
- ◆ Lack of business diversity
- ◆ Lack of capital/financial network for entrepreneurs
- ◆ Lack of available employment opportunities for college graduates
- ◆ Aging workforce

6.5 Desired Business and Industry

Similar to most communities, the Town of Holland would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses that are desired by the community are generally described in the goals, objectives, policies and recommendations, and more specifically in the following list. Desired types of business and industry in the Town of Holland include, but are not necessarily limited to:

- ◆ Business and industry that retain the rural character of the community.
- ◆ Business and industry that use high quality and attractive building and landscape design.
- ◆ Home-based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ◆ Business and industry that fill a unique niche in the Town and complement the rural nature.
- ◆ Business and industry that capitalize on community strengths.
- ◆ Business and industry that do not exacerbate community weaknesses.

6.6 Sites for Business and Industrial Development

The Town of Holland plans to direct new commercial and industrial development to areas that are designated for Rural Commercial / Industrial land uses on the 2030 Future Land Use map. These land use designations are concentrated near the Villages of Cedar Grove and Oostburg and along major transportation routes and intersections. These sites are suitable for commercial and industrial development that fits with the existing character of the Town. At the same time, these locations are also flexible to allow for possible coordination between the respective Villages and the Town of Holland for joint commercial/ industrial development. Refer to Map 8-2 for sites for business and industrial development. For further detail on the supply and demand of commercial and industrial land, refer to Section 8.3 of the *Land Use* element.

6.7 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain, enhance and diversify the economy consistent with other community goals and objectives to provide a stable economic base.

Objectives

- 1.1 Maintain and support agriculture, small businesses, and related support services as strong components of the local economy.
 - 1.2 Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
 - 1.3 Encourage efforts that distinguish and promote features unique to the Town.
-

- 1.4 Support business retention, expansion, and recruitment efforts that are consistent with the Town's comprehensive plan.

6.8 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is "consistent" with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town's policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Economic Development Element

- ED1 New commercial and industrial development should be directed to neighboring communities, or areas near the villages within this Township with utilities and more extensive public services and facilities needed to support such development.
- ED2 Preferred business development in the Town of Holland, not located near the villages, should be limited to small retail establishments and home-based businesses.

6.9 Economic Development Programs

The following programs are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be used to finance additional economic

development projects within the community. For more information contact the Wisconsin Department of Commerce.

USDA, Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information contact Wisconsin Rural Development.

Rural Economic Development Loans and Grants

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to, project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunctions with rural economic development loans.

Rural Business Enterprise Grants Program (RBEG)

The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and federally-recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 people or more and its immediately adjacent urbanized or urbanizing area. The small or emerging businesses to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technology innovations and commercialization of new products, and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to, construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

Technology Zone Program

Sheboygan County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone program. This program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and support the development of high-tech industries in the region. For more information contact the Department of Commerce.

Business Revolving Loan Fund (RLF)

Sheboygan County, through its participation in the Wisconsin Community Development Grant Program has retained funds for the establishment of a Business Revolving Loan Fund (RLF). This fund is designed to create employment opportunities, encourage private investment, and provide a financing alternative for small start-up or expanding businesses in the County. The

RLF program includes interest rates and loan maturities that are designed to encourage business development, while providing for the recapitalization and growth of the RLF. Eligible activities include 1) acquisition of land, buildings, equipment, and fixed assets, 2) construction or reconstruction of buildings, 3) installation of fixed equipment, 4) working capital, and 5) buyouts by purchase of assets. Eligible projects must also leverage private dollars, create jobs, and provide collateral.

7

Intergovernmental Cooperation



7 Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance to fire protection service districts, Sheboygan County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Holland, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the challenges of providing cost-effective public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries or transferring territory.

The Town of Holland's plan for intergovernmental cooperation is to continue to communicate with neighboring units of government and to continue to utilize cooperative relationships for the provision of community facilities and services. Since the Town provides limited services directly to its residents, the continued use of cooperative solutions will be essential in achieving its overall strategy of providing high quality services while managing the tax burden on Town property owners. The Town plans to maintain its existing intergovernmental agreements and to regularly evaluate their effectiveness.

7.2 Inventory of Existing Intergovernmental Agreements

The following intergovernmental agreements apply to the Town of Holland:

- ◆ The Town maintains a police protection agreement with the Sheboygan County Sheriff's Department. The Town of Holland is one of two towns in the County that participate in annual contracts with the Sheriff's Department to provide regular, local patrol services.
- ◆ The Town maintains a fire protection agreement with the Villages of Adell, Random Lake, Oostburg and Cedar Grove. Refer to Map 4-2 for the location of the Emergency Response Districts.
- ◆ The Town maintains an emergency medical service agreement with the Villages of Adell, Random Lake, Oostburg and Cedar Grove. Refer to Map 4-2 for the location of the Emergency Response Districts.
- ◆ The Town maintains a library services agreement with the Eastern Shore Library System. The nearest library facilities to the Town are located in the Villages of Cedar Grove and Oostburg.

- ◆ The Town maintains an agreement with Sheboygan County for annual snow plowing services.
- ◆ The Town maintains an agreement with Sheboygan County for annual road maintenance.
- ◆ The Town maintains a joint operating agreement with the Villages of Cedar Grove and Oostburg for Amsterdam Park. The three (3) acre park site includes beach frontage, picnic tables and barbeque grills.
- ◆ The Town maintains an agreement with Sheboygan County for utilization of voting equipment.

7.3 Analysis of Intergovernmental Relationships

7.3.1 Sitting and Building Public Facilities

The Town of Holland does not currently share any public facilities with other governmental units. Likewise no plans exists to jointly site any public facility with another governmental unit.

7.3.2 Region

The Town of Holland is located in the southeast region of the State of Wisconsin. The Town is located in the southeast portion of Sheboygan County. Sheboygan County and the Town of Holland are part of the Bay-Lake Regional Planning Commission. The Town of Holland utilizes the resources of the County and the Regional Planning Commission to maintain its relationship with other communities within the region.

7.3.3 State

The Town of Holland's relationship with the State of Wisconsin is limited to the administering of various state mandates to towns.

7.3.4 School District

The Town of Holland is served by three public schools and one private school. The schools are located in the Villages of Cedar Grove, Oostburg and Random Lake.

7.3.5 Adjacent Local Governments

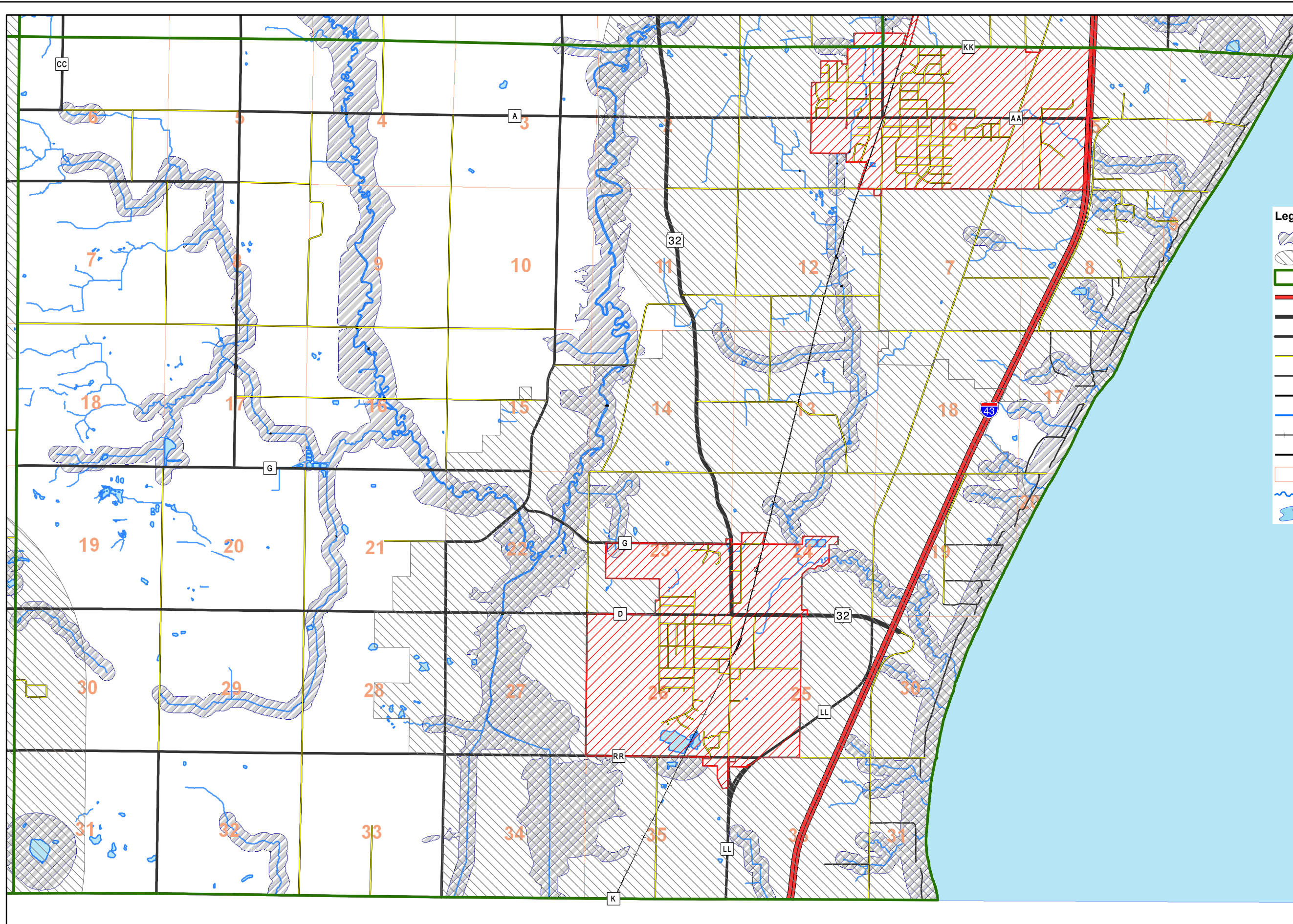
The Town of Holland generally has good relationships with adjacent local governments. The Town is involved in a variety of cooperative agreements in the areas of fire protection, road maintenance and emergency medical services. Potential for conflict with the Villages of Cedar Grove and Oostburg are considered to be minimal at this time. The extraterritorial jurisdiction of Cedar Grove and Oostburg extend into the Town, but this has not been a source of conflict.

Now that the Town of Holland has completed its updated comprehensive plan, it should work to integrate its plan with that of the County and neighboring villages and towns. Potential land use conflicts along Town boundaries should be discussed. The potential density of residential development and possible conflict with agricultural use will be a key area of concern. Where potential conflicts exist, the Town should work to establish buffer areas between areas of concentrated residential development and areas of intensive agriculture. Refer to Map 7-1 for the location of overlapping land use regulations by adjacent units of government.

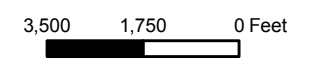
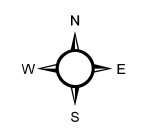
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Map 7-1 Overlapping Land Use Regulations

Map 7-1 Overlapping Land Use Regulations Town of Holland Sheboygan County, WI



- Legend**
- Areas of County Shoreland Jurisdiction
 - Village Extraterritorial Jurisdiction
 - Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes



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7.4 Intergovernmental Opportunities, Conflicts and Resolutions

The intent of identifying any and all intergovernmental opportunities, conflicts and resolutions is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities identified in this plan are ready for immediate action and not all of the conflicts identified are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Objectives

- 1.1 Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.2 Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.3 Pursue opportunities for cooperative agreements with Oostburg and Cedar Grove regarding annexation, expansion of public facilities, sharing of services, and density management.

Goal 2 Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

Objectives

- 2.1 Explore opportunities to use joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.2 Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.
- 2.3 Monitor opportunities to improve the delivery of community services by cooperating with other units of government

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Intergovernmental Cooperation Element

- IC1 The Town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.
- IC2 Community facilities that have available capacity should be considered for joint use with neighboring communities or community organizations.
- IC3 The Town shall work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Sheboygan County, state and federal agencies, and other overlapping units of government.
- IC4 To promote consistency and minimize potential conflicts, the Town shall work with neighboring Towns and the Villages of Cedar Grove and Oostburg to match land use plans and policies along community boundaries.
- IC5 Proposed new lots greater than one acre in planned village growth areas should be designed and dimensioned in a fashion that allows lots to be further divided into smaller parcels that allow for a density that will help facilitate the potential expansion of municipal utilities.

Recommendations

1. Review intergovernmental agreements as specified in each agreement, but not less frequently than every 5 years, for their effectiveness and efficiency and work toward recording all intergovernmental agreements in writing.
2. Before the purchase of new community facilities or equipment, the reinstatement of service agreements, or the expansion of Town staff, consider options for trading, renting, sharing, or contracting for such items and services with neighboring jurisdictions.
3. Participate in joint planning areas with the Villages of Cedar Grove and Oostburg . Review development proposals cooperatively in areas identified as potential Village growth areas.
4. Pursue a cooperative boundary agreement with the Villages of Cedar Grove and Oostburg.

7.7 Intergovernmental Cooperation Programs

The following programs are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center.

Wisconsin Towns Association (WTA)

Wisconsin Towns Association is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's towns and to improve town government. In 2002 WTA celebrated its 55th year of service to town governments and the state's 1.6 million town residents. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. For further information contact WTA.

8

Land Use



8 Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use, land supply, demand trends and projections, an assessment of existing and potential land use conflicts, and a discussion of redevelopment opportunities.

8.2 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the Town.

The Town of Holland is slightly larger than the typical 36 square mile Town. The Town of Holland includes about 41.2 square miles or 26,351 acres of land. The Town's pattern of existing land use has been primarily influenced by the locations of wetlands, prime agricultural soils, major transportation corridors, and the surrounding incorporated communities. Most development in the Town of Holland is found along its major transportation corridors including State Highway 32 and several county highways. Small clusters of more concentrated residential development are found along the Town's western and northern edges and along the Lake Michigan shoreline.

The Town is largely undeveloped with agriculture and other resource lands as the principal land uses. Excluding woodlands and wetlands, agricultural and other resource lands compose over 20,100 acres, or 76.5% of the town. Woodlands comprise the second largest land use in the Town with more than 3,400 acres or about 13% of the property. Wetlands make up another 2,132 acres or 8.1% of the land. These resource lands are critical components of the Town's economic base, both agriculturally and in terms of outdoor recreation.

Developed features account for approximately 1.2% of the Town's existing land use. Developed land uses are scattered throughout the Town with small clusters of more concentrated development in a few locations. Single-family residential is the predominant developed land use at just under 220 acres. Also present are commercial uses, communication/utility uses and government/institutional uses. Clusters of developed land uses are found mainly in the western and northern portions of the Town. Clusters of residential development are also found on the shore of Lake Michigan on the Town's eastern edge.

In recent years, growth and development have been limited and consisted mainly of residential uses. New homes on isolated parcels have been the most common form of residential development, and multiple lot subdivision plats are rare occurrences.

The existing land uses in the Town of Holland are shown on Map 8-1. Table 8-1 and Figure 8-1 detail the existing land acreages in the Town.

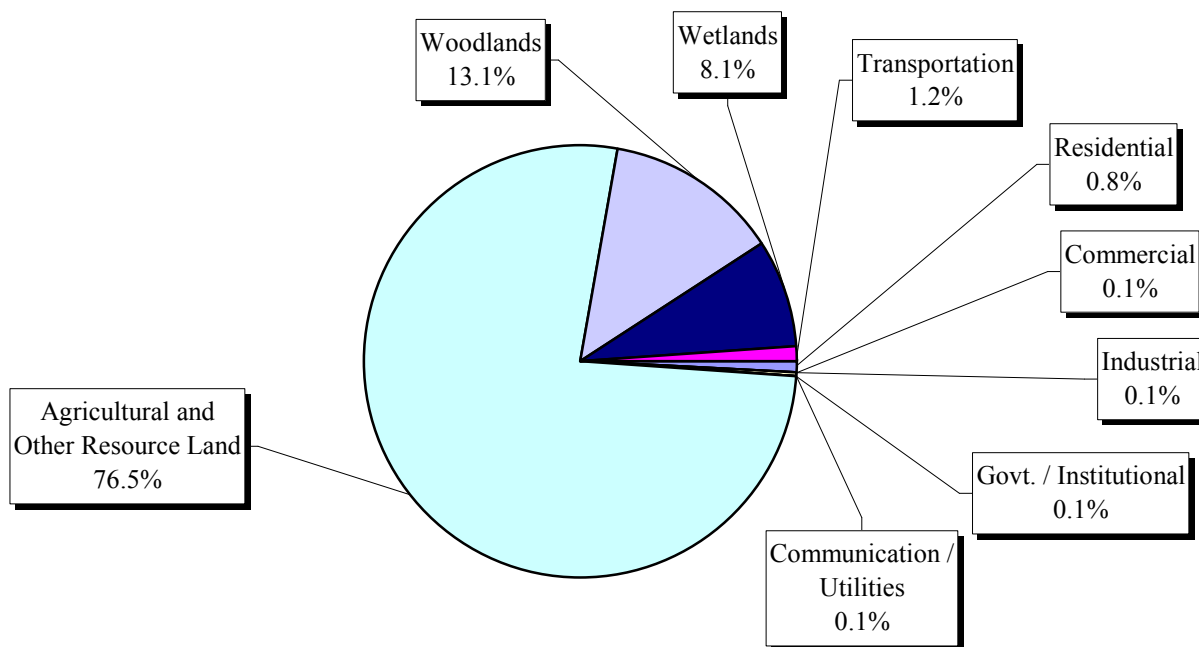
Table 8-1

Existing Land Use- Town of Holland, 2002

Land Use	Acres	% of Total
Agricultural and Other Resource Land	20,164	76.5%
Woodlands	3,444	13.1%
Wetlands	2,132	8.1%
Transportation	315	1.2%
Residential	218	0.8%
Industrial	30	0.1%
Governmental / Institutional	16	0.1%
Commercial	15	0.1%
Communication / Utilities	15	0.1%
Parks and Recreation	2	0.0%
Total	26,351	100%

Source: Sheboygan County Planning Department.

Figure 8-1
Existing Land Use – Town of Holland, 2002

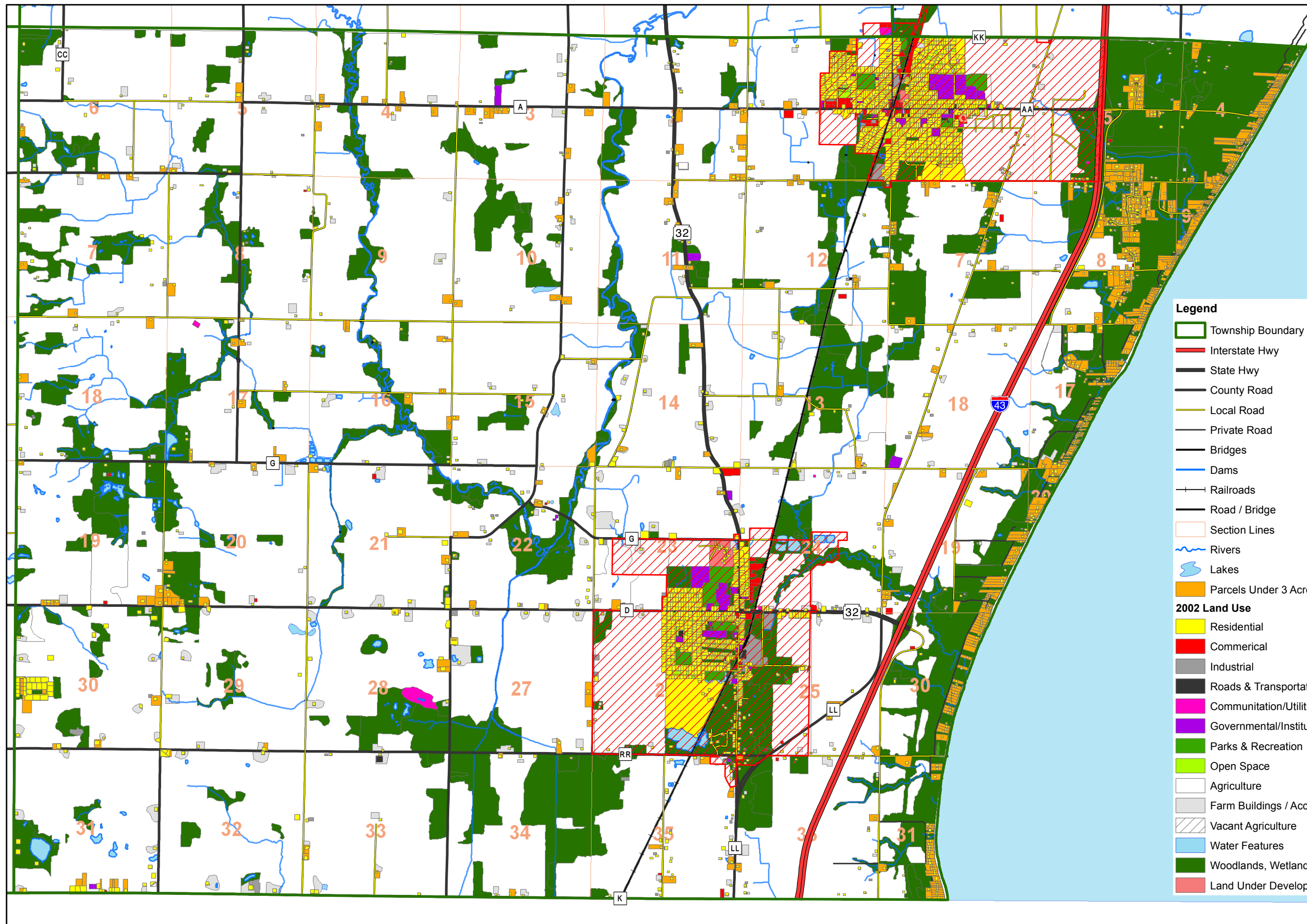


The graph includes the existing land use categories that encompass at least 0.1 percent of the property in the Town of Holland.

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Map 8-1 Existing Land Use

Map 8-1
Existing Land Use
Town of Holland
 Sheboygan County, WI

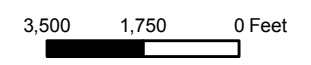
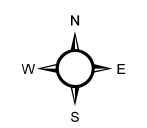


Legend

- Township Boundary
- Interstate Hwy
- State Hwy
- County Road
- Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Road / Bridge
- Section Lines
- Rivers
- Lakes
- Parcels Under 3 Acres with a Improvement Value over \$20,000

2002 Land Use

- Residential
- Commerical
- Industrial
- Roads & Transportation
- Communitation/Utilities
- Governmental/Institutional
- Parks & Recreation
- Open Space
- Agriculture
- Farm Buildings / Accessories
- Vacant Agriculture
- Water Features
- Woodlands, Wetlands
- Land Under Development



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8.3 Land Supply, Demand, and Price Trends

Table 8-2 displays information on agricultural land sales in Sheboygan County from 2004 to 2007.

Table 8-2
Agricultural Land Sales – Sheboygan County, 2004-2007

	2004	2005	2006	2007	# Change 2004-2007	% Change 2004-2007
Ag Land Continuing in Ag Use						
Number of Transactions	21	7	8	7	-14	-66.66%
Acres Sold	1,478	405	427	413	-1,065	-72.06%
Dollars per Acre	\$3,712	\$3,530	\$4,370	\$5,395	\$1,683	45.34%
Ag Land Being Diverted to Other Uses						
Number of Transactions	11	2	6	2	-9	-81.81%
Acres Sold	614	170	318	132	-482	-78.50%
Dollars per Acre	\$10,318	\$8,227	\$13,039	\$23,141	\$12,823	124.28%
Total of All Ag Land						
Number of Transactions	32	9	14	9	-23	-71.88%
Acres Sold	2,092	575	745	545	-1,547	-73.95%
Dollars per Acre	\$5,648	\$4,918	\$8,070	\$9,693	\$4,045	71.62%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2004-2007.

As indicated in Table 8-2, the amount of agricultural land sold in Sheboygan County has decreased from 2004 to 2007. The value of the total acres sold has been steadily increasing. While this data is generalized to the county level, many of these trends are also reflected locally in the Town of Holland.

The overall supply of land in the Town of Holland is fixed. Unincorporated municipalities (i.e., towns) do not have the power to annex land. The nearby Villages of Cedar Grove and Oostburg, which have the power to annex land, do not appear to have development pressures that would require substantial growth in the direction of the Town. The Town's supply of land for potential development is expansive. Nearly 20,164 acres (or 76.5%) of the Town consists of agricultural lands, and other resource lands (excluding woodlands and wetlands). Sustaining this base of agricultural and resource lands over the long term is one of the reasons why the planning and management of development and land use are so important in the Town of Holland.

Based on current housing and economic market conditions, demand for land in the Town of Holland in the short-term is limited. However, steady historical trends of growth coupled with

the Town's location within close proximity to the City of Sheboygan and Milwaukee and easy access to I-43 make the rural setting a desirable place to locate a residence. Long-term housing demand is expected to increase, consistent with patterns witnessed over time. It is also anticipated that the Town will remain as a highly agricultural area with demand for land resulting from farmers looking to expand operations.

8.3.1 Projected Supply and Demand of Developed Land Uses

The following table displays estimates for the total acreage that will be used for residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be used for planning purposes in combination with other indicators of land use demand.

The WDOA projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that development will take place at the residential lot sizes identified by the future land use plan (found in Section 8.5). The plan specifies a preferred maximum lot size range of one to five acres for most residential development land use classifications. Since there is the potential for this range for future residential development, each projected housing unit is estimated to occupy an average of 2.5 additional acres of the Town.

The projected demand for commercial, industrial, and institutional land use assumes that the ratio of the Town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections are based on the WDOA population projection. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

The projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agricultural and other resource lands are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 15.8 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Holland, so resource lands are reduced by 15.8 acres per year.

Table 8-3 details the projected land use demand in the Town.

Table 8-3**Projected Land Use Demand (acres) – Town of Holland, 2002-2030**

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2002	218.00	15.00	30.00	16.00	20,164.0
2005	240.75	15.05	30.10	16.05	20,128.4
2010	278.65	15.08	30.17	16.09	20,092.8
2015	316.55	15.14	30.28	16.15	20,057.2
2020	354.45	15.20	30.41	16.22	20,021.7
2025	392.35	15.25	30.50	16.26	19,986.1
2030	430.25	15.31	30.62	16.33	19,950.5
# Change	212.3	0.3	0.6	0.3	-213.5
% Change	78.7%	2.1%	2.1%	2.1%	-1.1%

¹Residential includes single family residential only.

²Commercial includes commercial only.

³Industrial includes industrial and quarries.

⁴Institutional includes parks, recreation, public, and quasi-public.

⁵Resource Lands include agricultural and other resource land.

Notes: The projected residential land use demand is based on the WDOA projected demand for housing units. The WDOA projection is based on multiple factors, some of which including in and out migration patterns, historical population information, and municipal boundary changes. It is projected that the Town of Holland will have 68 new housing units by 2030, this equates to 13.6 new housing units every 5 years. This estimated growth is then multiplied by 2.5 acres, as this is the average residential density that is recommended in the land use categories. This equates to a projected residential land use demand of about 34 acres of new residential land needed for every five year increment.

Note: A slightly different method is used to project the land use demands for commercial, industrial, and institutional property. Ratios are generated that reflect the existing acreage amount of each of these land uses for each person according to the 2000 census population. These ratios are then applied to the WDOA population projection for each of the five year increments to determine the demand for each land use.

Table 8-4 and Figure 8-2 provide a comparison of land supply and demand for the Town of Holland. Land use demand is based on the previous calculations, and land supply is based on the future land use plan described in Sections 8.4 and 8.5.

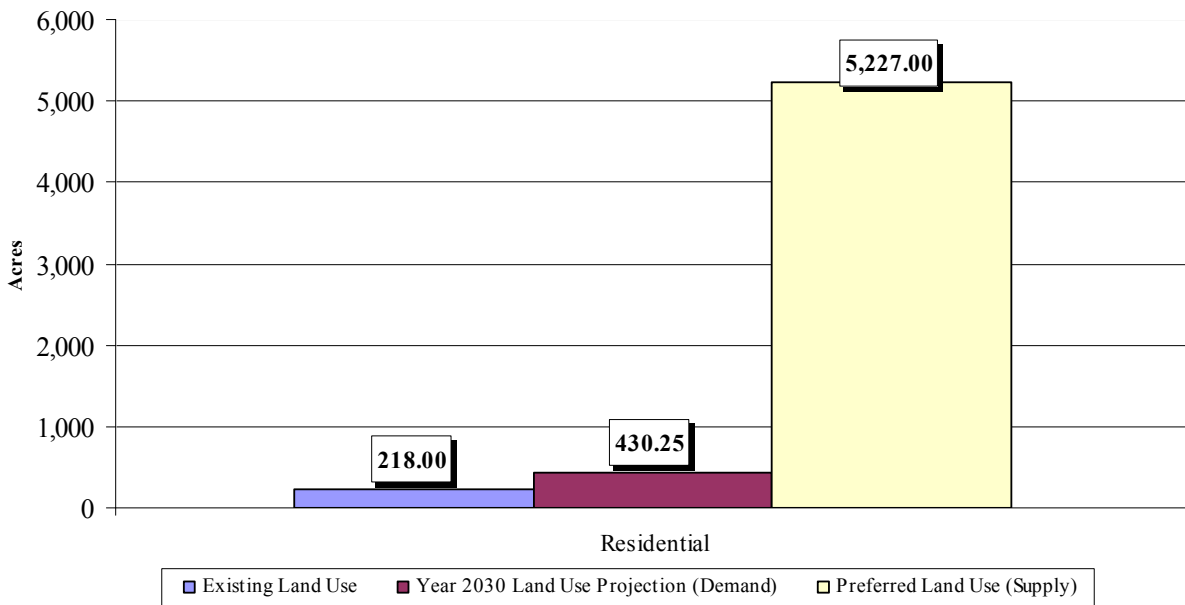
Table 8-4

Land Supply and Demand Comparison (acres) – Town of Holland

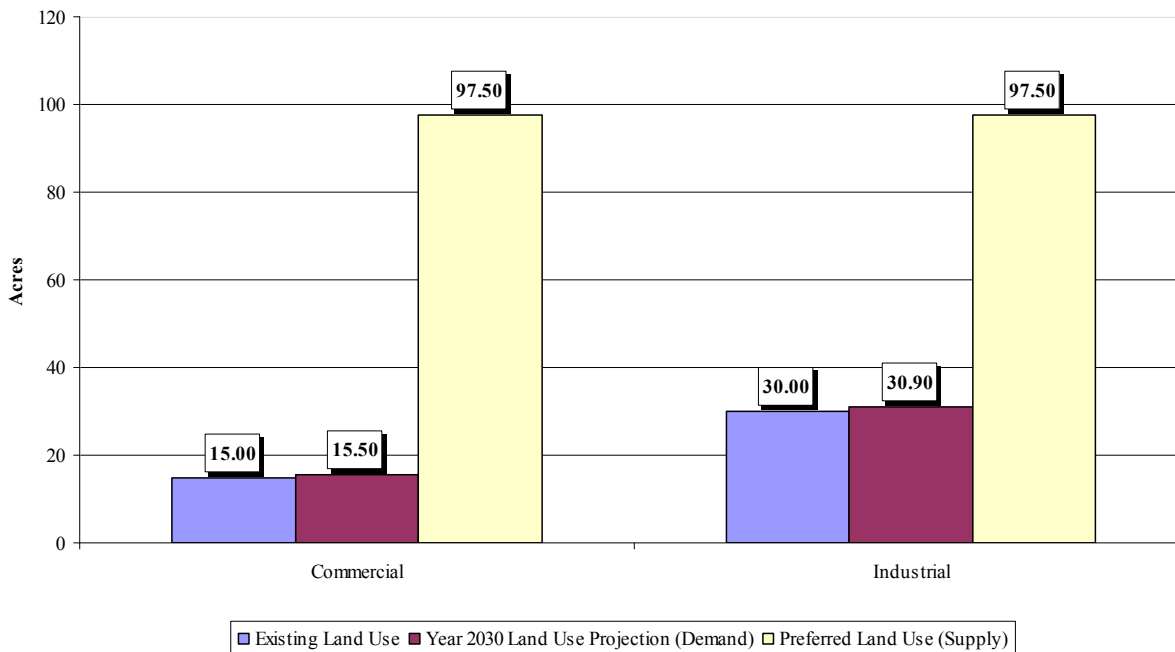
	Residential	Commercial	Industrial
Existing Land Use	218.00	15.00	30.00
Year 2030 Land Use Projection (Demand)	430.25	15.50	30.90
Preferred Land Use (Supply)	5,227.00	97.50	97.50

Figure 8-2

Land Supply and Demand Comparison – Town of Holland



Note: The preferred residential land use supply is inflated by the inclusion of non-developable land that may be found on the same parcels as a residence. The current mapping capabilities only allows for the inclusion of entire parcels. This may include large portions of environmental corridors that are found on properties where the house is located on a different area within the same parcel.



As a rule of thumb, a community should plan for about twice the projected demand for a given developed land use. This provides some flexibility in meeting the anticipated demand. The Town’s map of future land use accomplishes this. The Town of Holland has planned for a sufficient supply of land based on projected demand.

8.4 Future Land Use Plan

The future land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the future land use plan in community decision making, it is important to keep the following characteristics in mind.

- ◆ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ◆ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ◆ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ◆ A land use plan is long range and will need to be re-evaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be

amended when a situation arises that was not anticipated during the initial plan development process.

- ◆ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the future land use plan include the Future Land Use Map (Map 8-2) and the Future Land Use Classifications (Section 8-5). These components work together with the *Implementation* element to provide policy guidance for decision makers in the Town.

The Town of Holland's plan for future land use is intended to protect agricultural resources, natural resources, and the rural character for future generations while also allowing reasonable opportunities for land development. Of highest priority is the protection of the Town's economic base which is tied to the availability of productive agricultural lands and harmony between agricultural production and properly located residential development. The Town will accomplish this by managing the use of lands and the density of residential development. Many locations in the Town will allow for limited development to take place, but the density and placement of development will be planned to preserve valued features of the landscape.

The future land use plan was shaped by both objective data and local opinion. Public participation in the form of citizen planning committee meetings and public informational meetings was utilized to significantly impact the outcome. The Town considered the locations of natural resources, productive soils, roads, current land use patterns and other objective factors to consider the suitability of lands for various future land uses. The objective data were further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the Town citizens were evaluated by the planning committee, Plan Commission and the Town Board, and any accepted changes were incorporated into the plan.

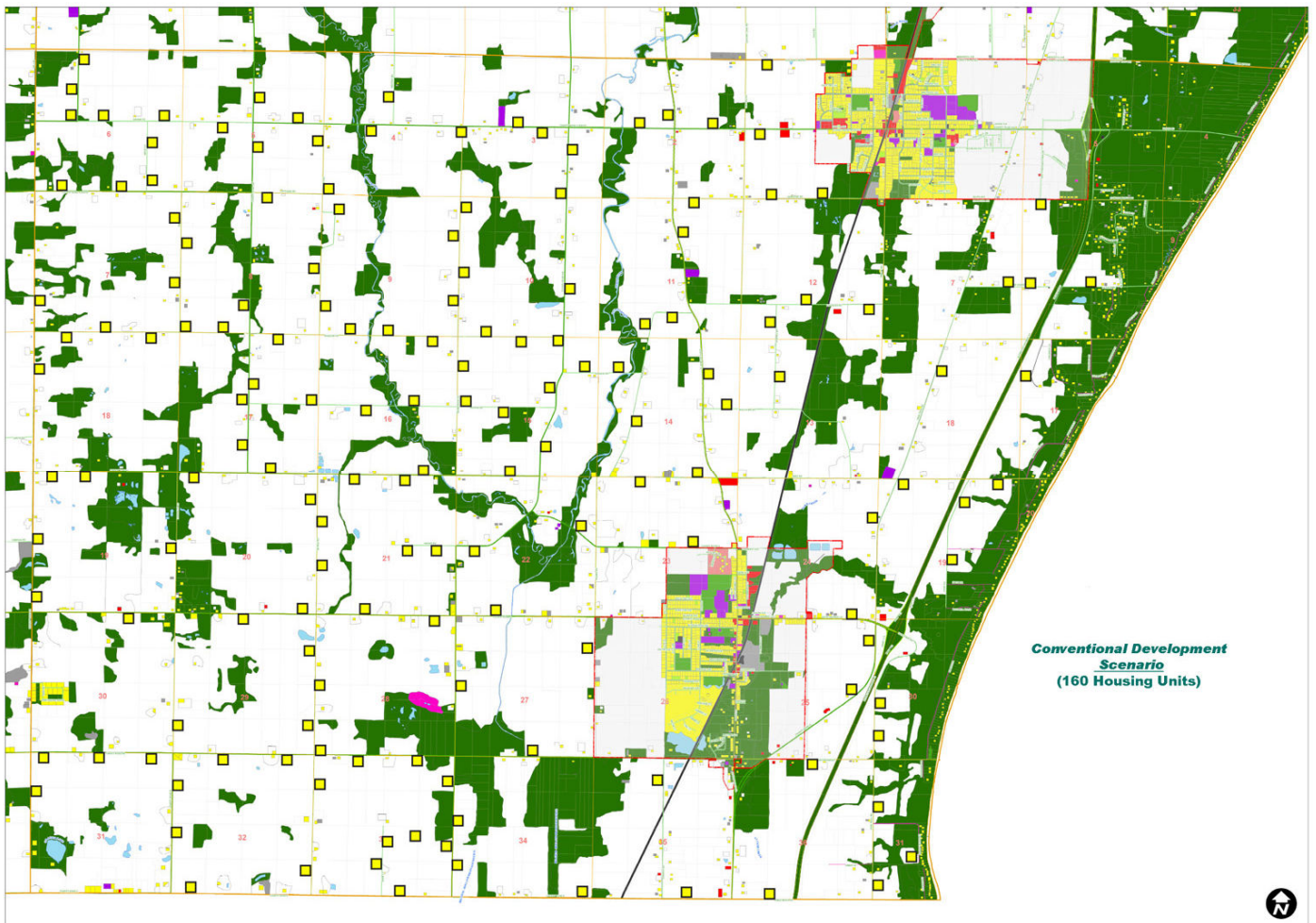
Development Scenarios

Development scenarios were generated by considering the projected number of new housing units and other data. Public opinion was expressed regarding the importance of preserving the rural character and the natural features of the community. The scenarios illustrate potential methods that the Town could use to incorporate 160 additional housing units as a hypothetical growth scenario over time. The scenarios provide snapshots of the ways residential development could affect the Town landscape. The three development scenarios have distinct characteristics described below.

Conventional Development Scenario

This scenario follows the development pattern most consistent with the existing residential development in the Town. Conventional development results in the lowest density of the three development scenarios. It places new homes along existing roads with large, undivided agricultural lands to the rear and creates uncoordinated home sites (Reference Figure 8-3).

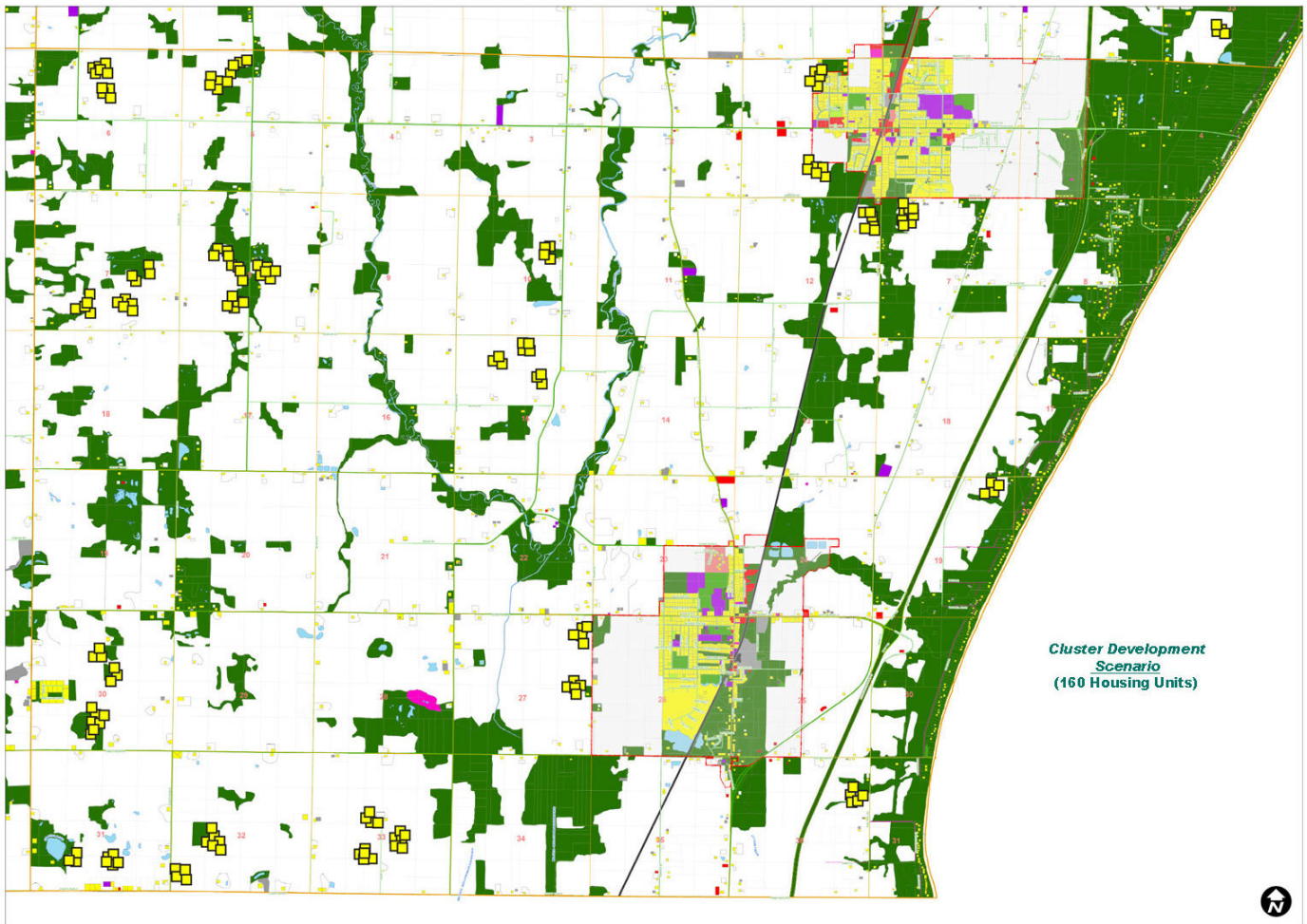
Figure 8-3
Conventional Development Scenario



Cluster Development Scenario

This scenario looks to cluster homes in small groups, strategically placed at the perimeter of natural areas. Cluster development also takes advantage of the viewsheds provided by natural environmental features by grouping new homes near woodlands and wetlands. This type of development generally results in large tracts of undisturbed agricultural lands (Reference Figure 8-4).

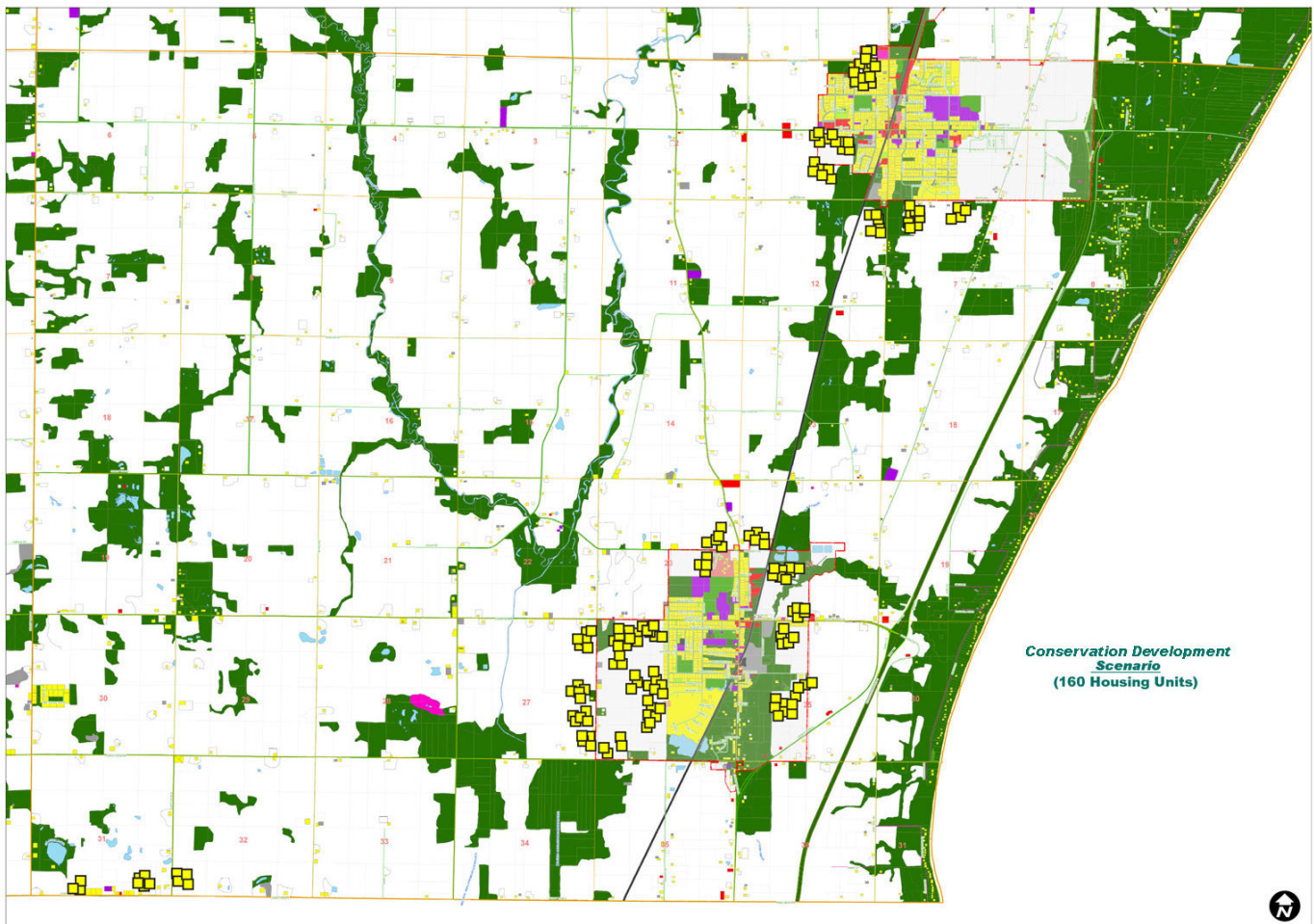
Figure 8-4
Cluster Development Scenario



Conservation Development Scenario

This scenario focuses new development in areas near existing residential areas. Conservation development creates the largest preservation of productive agricultural lands and also results in the largest amount of “unbroken” environmental features. Conservation developments require the least amount of new infrastructure extension by directing new housing units to areas supported by existing infrastructure (Reference Figure 8-5).

Figure 8-5
Conservation Development Scenario



The Cluster and Conservation development scenarios are most reflective of the public’s opinion to keep the most productive agricultural land in crop production. These scenarios also provide a greater protection to the environmental features by strategically placing new housing units on lands that have low ranking natural resource or agricultural characteristics. The Cluster and Conservation designs most effectively implement the long range future vision of the Town by directing residential growth to areas most suitable for development while preserving the most productive agricultural and natural lands.

The Town's desire to protect agricultural resources, natural resources and rural character is reflected in that most of the Town's landscape is designated with the Agriculture Preservation, Agricultural and Woodland Transition, Rural Residential and Resource Protection classifications. Agriculture has been mapped where good agricultural soils are present, where existing farm operations are present, and where agriculture or other open space uses are expected to continue over the long term. These lands are planned as the land base not only for existing agricultural operations but also for future operations. As agricultural practices and the agricultural economy change over time, the Town will be best positioned to respond to such changes by protecting this vital land base. It is the intent of the Agriculture Preservation, Agricultural and Woodland Transition Rural Residential and Resource Protection classification to recognize existing residential uses and to allow for future residential development at very low densities with the use of careful site planning.

The Resource Protection classification has been mapped in the general locations of natural and cultural resources including wetlands, floodplains, environmental corridors, historic sites, etc. Resource Protection is the only future land use classification that does not allow for housing development. Regulations are already in place that severely limit development in these locations, and the Town's plan recognizes those regulations.

The Rural Residential, Rural Commercial/Industrial, Rural Crossroads Mixed-Use and Urban Transition Areas are planned for developed land uses include the Residential, Commercial, Industrial, Utilities/Community Services and Governmental/Institutional classifications. It is the Town's intent that the most intensive future development of these types be directed to such areas. If intensive developed uses are proposed outside of these areas, then the Town should either make decisions and recommendations against such development, or first consider an amendment to its comprehensive plan before supporting such development.

8.5 Future Land Use Classifications

The following Future Land Use Classifications have been used on the Town's Future Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular classification. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

For the intent of the future land use classifications, the Town of Holland defines the following terms as seen here:

- ◆ Conventional residential developments are residential subdivisions that conform to the Town of Holland's current land division ordinance. Conventional design tends to spread development evenly throughout a parcel without consideration of significant agricultural, natural, or cultural resources.
- ◆ Conservation residential developments, at a minimum, are defined as having residential lots or building sites that are concentrated and grouped. This type of development contains residual lands that are preserved as green space for the purpose of protecting a

valued community feature such as agricultural, natural resources, or cultural resources. Conservation developments typically have reduced lot size from what is normally required and within a development group the lots or buildings are directly adjacent to each other.

- ◆ Cluster residential developments, at a minimum, are defined as having residential lots or building sites that are concentrated and grouped. Similar to conservation developments, cluster development typically have reduced lot size from what is normally required and within a development group the lots or buildings are directly adjacent to each other.

Agricultural Preservation (AP)

- ◆ Purpose and Intent: To preserve and promote a full range of agricultural uses in areas where soil and other conditions are best suited to these pursuits, and to maintain areas that are consistent with the Farmland Preservation Program and Exclusive Agricultural Zoning. To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture and to protect the future use of working lands over the long term.

When applicable, to encourage the protection and continuation of wooded tracts which are managed to produce forest products or to provide outdoor recreational opportunities such as, but not limited to, hunting, trail riding, fish and wildlife habitats, and general wildlife viewing.

- ◆ Preferred Housing Density: One unit per 35 acres of contiguous land. Maximum residential lot size of 2 acres, the use of conservation or cluster land division design, and a maximum development density strategy are strongly encouraged. The 2 acre maximum residential lot size shall exclude the practice of farm consolidation in the Town.
- ◆ Preferred Use: All agricultural uses regardless of size, although large animal feeding operations greater than 1000 animal units would still require WDNR permits. Specific preferred uses include crop farming, livestock farming, agriculturally-related residences, greenhouses, horse facilities, agricultural sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, aqua culture, non-metallic mineral extraction and appropriate home-based businesses.
- ◆ Discouraged Uses: Residential development should be discouraged to avoid potential land use conflict. The AP classification is not intended to be applied near moderately to densely populated areas.

Agricultural and Woodland Transition (AWT)

- ◆ Purpose and Intent: To accommodate agricultural uses, woodlands, and other working lands, but to also allow for planned land use change or transition. AWT areas are intended to serve as buffer areas between AP, RR, and RP land use areas. To prevent

conflict between intensive agricultural areas and rural residential areas, and to allow moderate levels of non-farm development while maintaining land in agriculture or woodland as the current primary use.

When applicable, to encourage the protection and continuation of wooded tracts which are managed to produce forest products or to provide outdoor recreational opportunities such as, but not limited to, hunting, trail riding, fish and wildlife habitats, and general wildlife viewing.

- ◆ Preferred Housing Density: A maximum of one unit per acre, but minimum lot size requirements could range from 1 to 5 acres with an emphasis on the higher end of this range. Smaller lots could be allowed with conservation or cluster land division design.
- ◆ Preferred Use: Areas of possible farming or forestry operation expansions, but with consideration given to potential conflicts with residential use. Areas where farms are transitioning to recreational use, hobby farms, or secondary farming operations. Areas where the conversion of productive agricultural land or woodland to some non-productive residential, commercial, or industrial uses are planned.
- ◆ Discouraged Uses: Non-farm development that is not clustered or places undo strain on existing public services such as roads and support services.

Rural Residential (RR)

- ◆ Purpose and Intent: To accommodate existing and planned clusters or concentrations of residential development that rely on private on-site wastewater treatment systems and private wells. To cluster residential development for the purpose of promoting the efficient delivery of public services while minimizing the consumption of agricultural lands and green space.

When applicable, to encourage the protection and continuation of wooded tracts which are managed to produce forest products or to provide outdoor recreational opportunities such as, but not limited to, hunting, trail riding, fish and wildlife habitats, and general wildlife viewing.

- ◆ Preferred Housing Density: A maximum of one unit per acre, but minimum lot size requirements could range from 1 to 5 acres with an emphasis on the lower end of this range. Smaller lots could be allowed with conservation or cluster design.
- ◆ Preferred Use: Cluster residential development. Developments can include major subdivisions located in rural settings. Appropriate home-based business could be allowed.
- ◆ Discouraged Uses: Residential development of agricultural land that may contribute to land use conflict or fragmentation of active agricultural lands.

Lake Michigan Shoreline Residential (LMSR)

- ◆ Purpose and Intent: To protect the town's shoreline resources including the character and quality of existing shoreline residential uses, and to accommodate land uses consistent with Sheboygan County Shoreland zoning. To allow for the continuation of shoreline residential uses while being sensitive to the unique limitations and natural resources of the Lake Michigan shoreline.

When applicable, to encourage the protection and continuation of wooded tracts which are managed to produce forest products or to provide outdoor recreational opportunities such as, but not limited to, hunting, trail riding, fish and wildlife habitats, and general wildlife viewing.

- ◆ Preferred Housing Density: Residential densities must conform to the standards of the Sheboygan County Shoreland Zoning ordinance and should stay in character with existing land use patterns.
- ◆ Preferred Use: Properties should be developed and improved to minimize impacts on natural shoreline aesthetics and functional values, water quality, fish and wildlife habitat, and other public natural resource values of the lake. These areas are primarily residential, but may also include compatible commercial and recreational uses.
- ◆ Discouraged Uses: Developments that have the potential to increase erosion, decrease natural shoreline, or impair fish and wildlife habitats.

Rural Commercial/Industrial (RCI)

- ◆ Purpose and Intent: To accommodate isolated occurrences of rural commercial or industrial development in isolated locations or in nodes or clusters along highway corridors.
- ◆ Preferred Density: Densities and lot sizes should be allowed to vary.
- ◆ Preferred Use: Appropriate rural industrial or commercial development with attractive and functional site design and adequate buffering or separation from residential or other incompatible land uses.
- ◆ Discouraged Uses: Large scale commercial or industrial development that requires immediate public sanitary sewer and water service utilities.

Resource Protection (RP)

- ◆ Purpose and Intent: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources including regulatory wetlands and floodplains, environmental corridors, steep slopes, historic sites, and

archeological sites. To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.

- ◆ Preferred Housing Density: No housing development.
- ◆ Preferred Use: Public or private green space, outdoor recreational uses, trails, natural resource management activities.
- ◆ Discouraged Uses: Uses prohibited by wetland or floodplain zoning, or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

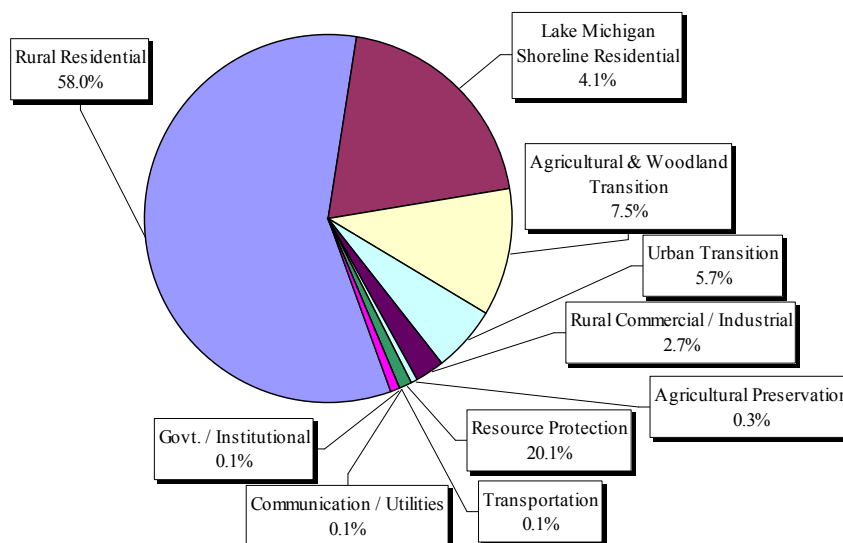
Urban Transition (UT)

- ◆ Purpose and Intent: To encourage intergovernmental cooperation and planning for the types, densities, and timing of development along the urban fringe of the Village of Cedar Grove in a manner that allows the cost-effective expansion of urban services and utilities and equitable tax benefits for the town.
- ◆ Preferred Housing Density: Can vary depending on the timing of urban service and utility extension. Very low housing densities are preferred until the extension of utilities. Upon extension of utilities, densities high enough to cost-effectively support the utilities are appropriate. If housing growth occurs prior to the availability of utilities, then the use of shadow platting requirements is strongly recommended to allow re-subdivision of lots.
- ◆ Preferred Use: Agriculture, woodlots, and other green space uses. Very low density housing, housing on POWTS with shadow platting requirements, or housing on public sewer and/or water at urban densities.
- ◆ Discouraged Uses: Uses, densities of use, and poorly timed development that would prevent the cost-effective expansion of urban services.

Table 8-5
Future Land Use – Town of Holland, 2008

Land Use	Acres	% of Total
Agricultural and Other Resource Land		
Agricultural Preservation	15,288	58.0%
Resource Protection (Woodlands & Wetlands)	5,293	20.1%
Residential		
Rural Residential	2,920	11.1%
Agricultural and Woodland Transition	1,507	5.7%
Lake Michigan Shoreline Residential	715	2.7%
Urban Transition	85	0.3%
Other		
Transportation	315	1.2%
Communication / Utilities	15	0.1%
Governmental / Institutional	16	0.1%
Parks and Recreation	2	0.0%
Commercial / Industrial		
Rural Commercial / Industrial	195	0.7%
Total	26,351	100.0%

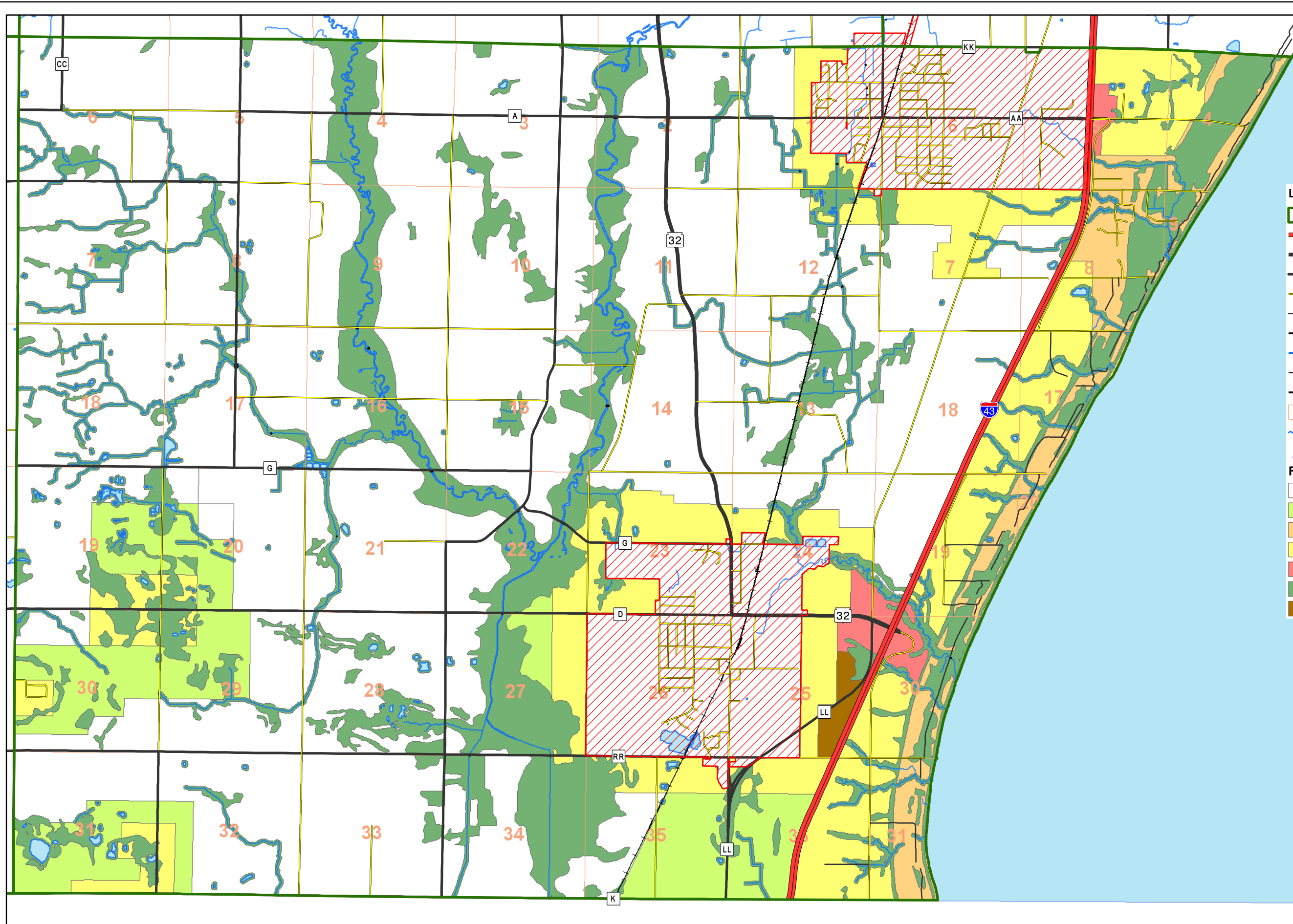
Figure 8-3
Future Land Use – Town of Holland, 2008



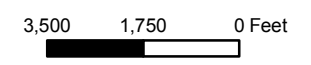
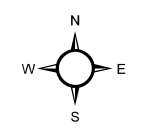
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Map 8-2 Year 2030 Future Land Use

Map 8-2
Year 2030
Future Land Use
Town of Holland
 Sheboygan County, WI



- Legend**
- Township Boundary
 - Interstate Hwy
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Road / Bridge
 - Section Lines
 - Rivers
 - Lakes
- Future Land Use**
- Agricultural Preservation
 - Agricultural & Woodland Transition
 - Lake Michigan Shoreline Residential
 - Rural Residential
 - Rural Commercial / Industrial
 - Resource Protection
 - Urban Transition



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8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Holland. While the planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

8.6.1 Existing Land Use Conflicts

- ◆ Pressure to convert farmland to residential use
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm

8.6.2 Potential Land Use Conflicts

- ◆ Continuing pressure to convert farmland to residential use
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ◆ The over-consumption of rural lands by large lot subdivisions
- ◆ The loss of rural character in some locations

8.7 Opportunities for Redevelopment

Opportunities for redevelopment of land in the Town of Holland are limited. No significant areas of land are in need of redevelopment in the town. However, in every instance where development is considered in the *Town of Holland Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Plan components that support the preservation of rural lands and rural character encourage redevelopment. Redevelopment is an alternative to the consumption of agricultural lands and green space by new development. Plan components that support the use of existing infrastructure encourage redevelopment. Redevelopment is a method of maximizing the use of existing roads and other Town services.

8.8 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Plan for land use in order to achieve the Town's desired future.

Objectives

- 1.1 Establish preferred land use classifications and assign them to areas of the Town in order to increase compatibility between existing land uses and avoid future land use conflicts.

- 1.2 Establish preferred lot sizes and development densities for each preferred land use classification.
- 1.3 Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

Goal 2 Seek a desirable pattern of land use that contributes to the realization of the Town’s goals and objectives for the future.

Objectives

- 2.1 Seek a pattern of land use that will preserve productive agricultural resources.
- 2.2 Seek a pattern of land use that will preserve natural resources.
- 2.3 Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 2.4 When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 2.5 Encourage development site design that incorporates the preservation of valued community features, that fits within the character of the community, and that is suited to the specific location in which the development is proposed.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Land Use Element

- LU1 Growth and development shall be located to minimize the consumption of working lands and to avoid significant increases in the demand for community services or facilities.
- LU2 The Town shall work with the Villages of Cedar Grove and Oostburg to address land use, building and site design, and development density in areas along village boundaries, along highway corridors, and at community entrance points.

Recommendation

1. Maintain and update as needed Town zoning and other land use ordinances to implement the plan for preferred land use.

8.10 Land Use Programs

The following programs are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Landowner must own 35 acres or more, and produce gross farm profits of \$6,000 in the previous year. Public access is not required. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Sheboygan County Planning and Development Department.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid.

Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

9

Implementation



9 Implementation

9.1 Action Plan

For plans to be meaningful, they must be implemented, so the Town of Holland comprehensive plan was developed with implementation in mind. Useful policy guidance for local decision making can be found not only in each planning element, but an action plan is also provided here containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element. Recommended actions have been identified in the following areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last. The approximate time period associated with each of the priority action designations is as follows:

- ◆ Short-Term: 1 – 3 years
- ◆ Medium-Term: 4 – 6years
- ◆ Long-Term: 7+ years

9.1.1 Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element)
Responsible Party: Plan Commission
Timing: May 4, 2009
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element)
Responsible Party: Town Board
Timing: June 8, 2009

Priority (Medium-Term) Actions

1. Task: Conduct a comprehensive plan update (*Implementation* element)
Responsible Party: Plan Commission, Town Board

Timing: Every five years

Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element)
Responsible Party: Plan Commission
Timing: Annually
2. Task: Conduct comprehensive plan amendments (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Annually

9.1.2 Intergovernmental Cooperation Actions

Priority (Medium Term) Actions

1. Task: Pursue cooperative boundary agreements with the Villages of Cedar Grove and Oostburg (*Intergovernmental Cooperation* element)
Responsible Party: Plan Commission, Town Board
Timing: Every five years

Periodic Actions

1. Task: Participate in joint planning areas with the Villages of Cedar Grove and Oostburg (*Intergovernmental Cooperation* element)
Responsible Party: Plan Commission, Town Board, ETZ Committee
Timing: Annually
2. Task: Review intergovernmental agreements for their effectiveness and efficiency (*Intergovernmental Cooperation* element)
Responsible Party: Town Board
Timing: Annually
3. Task: Before the purchase of new community facilities or equipment, reinstatement of service agreements or the expansion of Town staff, consider options for trading, renting, sharing or contracting for such items and services with neighboring jurisdictions (*Intergovernmental Cooperation* element)
Responsible Party: Town Board
Timing: Annually

9.1.3 Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Adopt a basic Land Division ordinance (*Implementation* element)
Responsible Party: Plan Commission, Town Board
-

Timing: Within one year

2. Task: Update the applicable sections of the Zoning ordinance (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Within one year

Priority (Medium-Term) Actions

1. Task: Update the Road Construction Standards (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Within four years
2. Task: Adopt a Wind Tower ordinance (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Within four years
3. Task: Adopt a Right to Farm ordinance (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Within four years
4. Task: Create a Site Plan and Design Review ordinance (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Within four years
5. Task: Establish procedures for responding to complaints and violations of the Town's Building and Housing Code (*Population and Housing* element)
Responsible Party: Plan Commission, Town Board
Timing: Within four years

9.1.4 Strategic Planning Actions

Priority (Short-Term) Actions

1. Task: Investigate the use of PDR (*Land Use* element)
Responsible Party: Plan Commission
Timing: Within three years
2. Task: Inventory and evaluate existing private roads in the Town (*Transportation* element)
Responsible Party: Plan Commission
Timing: Within one year

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the ordinances and regulations that are in effect in the Town of Holland and summarizes recommended changes to each of these ordinance types.

9.2.1 Code of Ordinances

The Town of Holland has adopted a code of ordinances. The *Code of the Town of Holland* contains the following titles and ordinances.

- ◆ General Provisions
- ◆ Citations
- ◆ Compensation
- ◆ Constables
- ◆ Emergency Management
- ◆ Ethics
- ◆ Finance and Taxation
- ◆ Plan Commission
- ◆ Records
- ◆ Animals
- ◆ Building Construction
- ◆ Cable Television
- ◆ Cemeteries
- ◆ Fireworks
- ◆ Housing Standards
- ◆ Intoxicating Liquor and Fermented Malt Beverages
- ◆ Noise
- ◆ Nuisances
- ◆ Parks and Recreation Areas
- ◆ Peace and Good Order
- ◆ Property Maintenance
- ◆ Solid Waste
- ◆ Streets and Sidewalks
- ◆ Vehicles and Traffic
- ◆ Zoning

9.2.2 Zoning

Current Status

The Town of Holland Zoning Ordinance establishes the Town's basic land use, lot size and building location, bulk, size, and height requirements. It sets performance standards for air and water quality, solid and liquid waste, fire and explosive hazard, glare, and heat. Allowed land uses and building requirements vary by zoning district which include the following.

1. A-1, Prime Agricultural District

Intent: This district provides for the preservation of lands that are currently, or have the capability of becoming, productive agricultural lands. It helps to implement the Sheboygan County Farmland Preservation Plan and provides a district that complies with the Farmland Preservation Program which allows landowners the opportunity to receive tax credits for enrolled lands. Permitted uses generally include all forms of agricultural operations, forest management, outdoor recreational uses, and residences existing before August 10, 1998. Potential conditional uses must be related to agriculture and generally include animal hospitals, kennels, various institutional uses, home occupations, farm businesses, and certain utilities including wind energy systems. A new single-family dwelling may be permitted as a conditional use if the occupant is engaged in an agricultural operation or other authorized use in an A-1 district. Land divisions are limited to once every 10 years per parent parcel.

Dimensional Standards: 35 acre minimum lot size. 660 foot minimum road frontage. A parcel of up to five acres can be divided from the working lands to separate an existing farm residence for the purpose of farm consolidation.

2. A-2 Agricultural District

Intent: This district provides for the continuance of agricultural lands that are not included in the A-1 district. These are less intensive or smaller scale agricultural uses and operations such as truck farming, hobby farms, and orchards. Permitted uses are the same as those in the A-1 district. Potential conditional uses generally include animal hospitals, veterinary services, various institutional uses, outdoor recreational uses like clubs and campgrounds, and certain utilities. A new single-family dwelling may be permitted as a conditional use if the occupant is engaged in an agricultural operation or other authorized use in the district. Land divisions are limited to once every 10 years per parent parcel.

Dimensional Standards: Five acre minimum lot size. 350 foot minimum road frontage.

3. A-3, Agricultural Transition District

Intent: This district provides for a wide variety of commercial and industrial uses that are closely related to the agriculture industry. All uses are conditional and generally include animal hospitals, various institutional uses, certain utilities including communication towers, farm implement sales, and agriculture-related manufacturing, processing, warehousing, storage, transportation, and marketing.

Dimensional Standards: Lot area sufficient for the proposed use. Maximum height of 35 feet for buildings, and the lesser of 100 feet or the distance to the lot line for silos and tanks. No minimum road frontage.

4. A-4, Agricultural-Related Manufacturing, Warehousing, and Marketing District

Intent: This district is oriented toward the continuance of agricultural lands and uses, but also provides a holding area for lands that may become developed under an urban expansion scenario. Permitted uses are the same as those in the A-1 district. Potential conditional uses generally include single-family dwellings, animal hospitals, farm businesses, various institutional uses, and certain utilities. No additional property in the town may be rezoned to the A-3 district. Land divisions are limited to once every 10 years per parent parcel.

Dimensional Standards: Five acre minimum lot size. 350 feet minimum road frontage. A parcel of up to five acres can be divided from the working lands to separate an existing farm residence for the purpose of farm consolidation.

5. A-5, Agricultural District

Intent: This is a transitional district oriented toward the continuance of agricultural lands and uses, but also allows for limited large-lot residential development on lands that are marginal for farming. A-5 zones are intended to provide a buffer between suburban development and prime agricultural lands. Permitted uses are the same as those in the A-1 district. Potential conditional uses generally include single-family dwellings, animal hospitals, home occupations, various institutional uses, and certain utilities including communication towers. Land divisions are limited to once every 10 years per parent parcel.

Dimensional Standards: Three acre minimum lot size. 250 foot minimum road frontage.

Animal Units Allowed: No more than one animal unit per acre.

6. C-1, Lowland Resource Conservation District

Intent: This district provides for the preservation of surface water quality, groundwater quality, and wetlands. It includes lands designated as wetlands by Sheboygan County plus locally identified conservation areas. Permitted uses generally include ponds, forest and game management, outdoor recreation, and other natural resource based uses conducted in a manner that employs sound conservation practices. Buildings, mineral extraction, filling, and dumping are generally not allowed. Potential conditional uses generally include cranberry bogs and other specialty farming, golf courses, certain utilities, mining of peat or topsoil, and various institutional uses.

7. P-1, Recreational Park District

Intent: This district provides primarily for public and private recreational uses. Permitted uses generally include public parks and open spaces. Potential conditional uses generally include outdoor entertainment uses, golf courses, clubs, campgrounds, and certain institutional uses.

8. P-2, Public District

Intent: This district provides exclusively for public and private institutional uses and utilities. All uses are conditional and generally include certain utilities and a variety of institutional uses such as churches, government facilities, and schools.

9. R-1, Single-Family Residence District

Intent: This district provides primarily for higher density single-family residences. Permitted uses are limited to single-family detached dwellings. Compatible uses may be approved by conditional use and generally include churches, schools, parks, other institutional uses, home occupations, government facilities, and certain utilities. No additional property in the town may be rezoned to the R-1 district except lands on Lake Michigan with adequate shore frontage.

Minimum Lot Size: 10,000 square feet with sewer or other off-site common sewage disposal system, or 20,000 square feet with on-site sewage system (POWTS). May be larger if required by Sheboygan County shoreland zoning ordinance.

Maximum Impermeable Surface Coverage: 50% of the lot area.

Minimum Lot Width: 66 feet with sewer, 100 feet with POWTS.

10. R-2, Multiple-Family Residence District

Intent: This district provides primarily for the recognition of existing two-family and multiple-family residential areas in the town. No land in the town is currently zoned R-2. Permitted uses include single and two-family dwellings. Compatible uses may be approved by conditional use and generally include multi-family dwellings, churches, schools, parks, other institutional uses, home occupations, elder care facilities, senior housing, professional offices, government facilities, and certain utilities. No new property in the town can be rezoned to the R-2 district except to bring existing duplexes and multi-family dwellings into compliance.

Minimum Lot Size: 20,000 square feet (base) with sewer or other off-site common sewage disposal system, or 60,000 square feet (base) with on-site sewage system (POWTS) – plus 5,000 square feet for each additional unit over two.

Maximum Impermeable Surface Coverage: 50% of the lot area.

Minimum Lot Width: 100 feet with sewer, 150 feet with POWTS.

11. R-3, Planned Unit Development District

Intent: This district provided for a planned unit development opportunity such as a cluster subdivision, condominium, or cooperative. No land in the town is currently zoned R-3, and no additional property in the town can be rezoned to R-3. Other zoning districts now provide comparable opportunities.

12. R-4, Rural Cluster Development District

Intent: This district provides primarily for rural residential cluster development along with a mix of compatible agricultural, open space, and institutional uses. All uses are conditional and generally include clustered single-family dwellings, farmsteads, a variety of agricultural uses including livestock agriculture, conservation and open space uses, home occupations, a variety of institutional uses, and certain utilities.

Dimensional Standards: 35 acre minimum site area. Maximum density ranging from one unit per six acres up to one unit per four acres depending on percent open space. 60% minimum open space. Minimum lot size ranging from 20,000 square feet up to 60,000 square feet.

13. R-5, Residential Estate District

Intent: This district provides primarily for rural residential subdivisions at a medium density. No land in the town is currently zoned R-5. Permitted uses include single-family dwellings, parks, schools, churches, and fire stations. Potential conditional uses generally include golf courses, home occupations, various institutional uses, and certain utilities.

Minimum Lot Size: Three acres.

Maximum Impermeable Surface Coverage: 15% of the lot area.

Minimum Frontage: 250 feet on a public road.

14. B-1, Business District

Intent: This district provides exclusively for manufacturing, warehousing, and land uses that require outdoor storage. All land uses are conditional and generally include a variety of manufacturing establishments, lumber and building supply yards, printing and publishing facilities, storage yards, and warehouses. Approved uses must be found to be compatible with the surrounding area and not detrimental to the town in terms of pollution, odor, noise, dust, glare, traffic, physical appearance, and the like.

Dimensional Standards: Lot area sufficient for the proposed use. No minimum road frontage. Maximum building height of 45 feet.

15. M-1, Manufacturing and Industrial District

Intent: This district provides exclusively for commercial uses. All land uses are conditional and generally include automobile service and repair establishments, offices, clubs, day-care centers, hotels and motels, clinics, personal and professional service establishments, restaurants and taverns, and retail stores. Approved uses must be found to be compatible with the surrounding area and not detrimental to the town in terms of lighting, noise, dust, traffic, physical appearance, and the like.

Dimensional Standards: Lot area sufficient for the proposed use. No minimum road frontage. Maximum building height of 35 feet.

16. M-3, Mineral Extraction District

Intent: This district provides primarily for resource extraction and processing uses. All land uses are conditional and generally include non-metallic mining and processing, asphalt and concrete production, solid waste processing and disposal, and certain utilities. Approved uses must minimize negative impacts (e.g., noise, dust, glare, vibration, traffic, and physical appearance) to surrounding lands, and restoration of the site is intended after operations have ceased.

Dimensional Standards: Special setbacks from property lines and road rights-of-way apply - 200 feet for excavations, and 100 feet for accessory buildings, parking areas, and stockpiles.

The Zoning Ordinance also contains parking requirements, regulations for home-based businesses (home occupations), sign regulations, and a telecommunication towers ordinance.

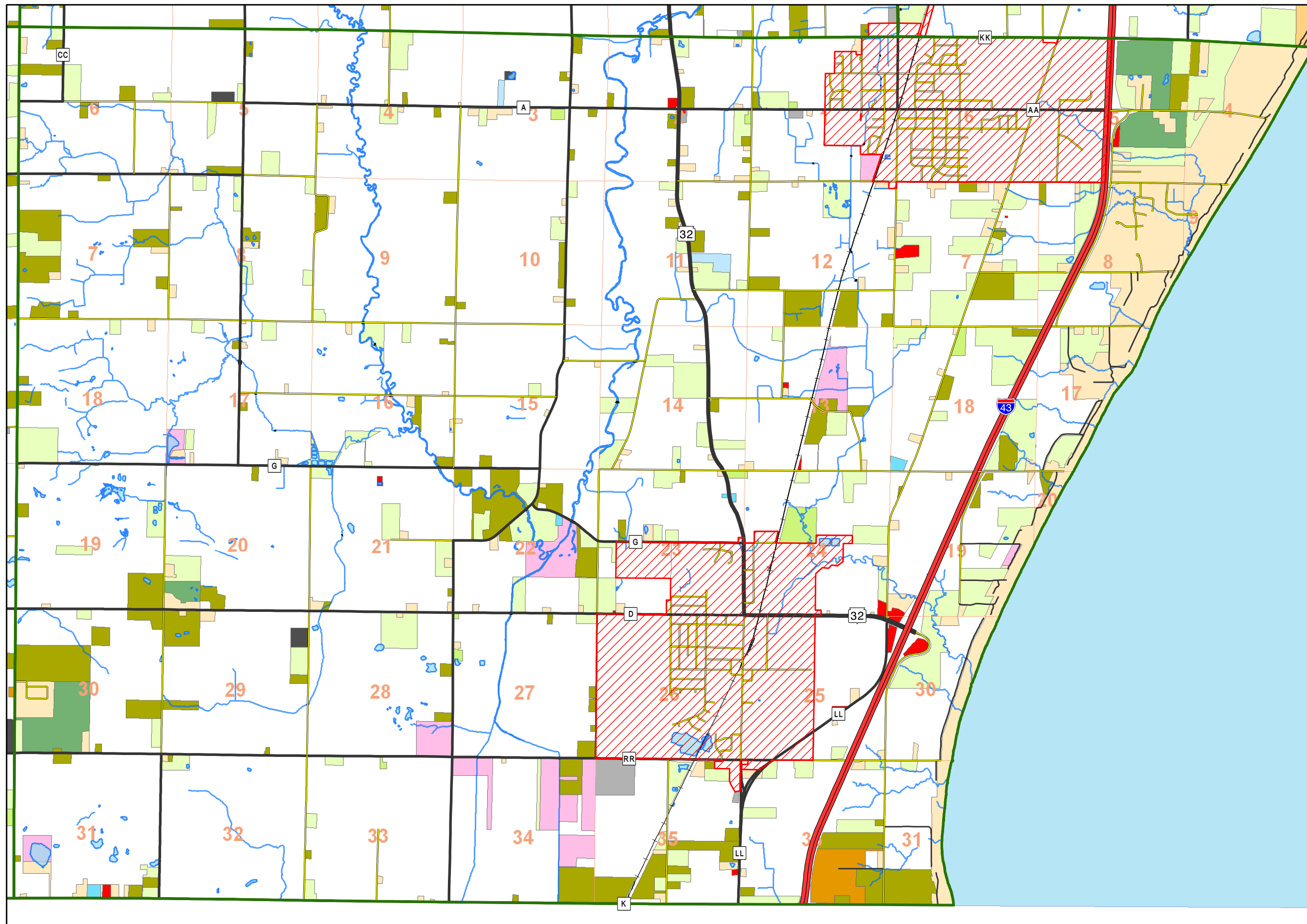
Technical Recommendations

- ♦ The A-1 and A-2 districts do not explicitly state that a residence permitted as a conditional use must be located in the vicinity of, or divided from, the related farm parcel or farm-related operation. If the provision continues in the future, it should clarify the proximity issue. In general, this is a difficult provision to administer with many potential loopholes and should be combined with a residential density cap for the A-1 district. Without a maximum density, this provision combined with the farm consolidation allowance can result in unintended consequences.
- ♦ There appears to be significant overlap between the many agricultural and residential districts with regard to intent and potential development densities. The zoning district scheme can be simplified and still achieve the same purposes.

- ◆ Current practice relative to the use of the available agricultural and residential zoning districts appears to have resulted in the “spot zoning” of rural residential parcels under the R-1 district. Such practice may be vulnerable to legal challenge.
- ◆ Eliminate the R-3 zoning district. It appears to be unnecessary.
- ◆ In the agriculture districts, there is no clear minimum lot size for farmsteads that are divided for farm consolidation. The language states that parcels “up to five acres” may be created for this purpose, effectively establishing a maximum lot size. What is the intent here? For context, the R-4 district establishes a minimum lot size of five acres for dividing existing farmsteads (Section 330-33.D(4)).
- ◆ Adopt a modern land use classification system to clarify the potential land uses in each district.
- ◆ Zoning districts without permitted uses (A-4, P-2, R-4, B-1, M-1, and M-3) may be vulnerable to legal challenge. As an alternative, the Town should consider establishing a process for site plan review. Some uses currently listed as conditional could be classified as “Permitted with Site Plan Review” and accomplish the same outcomes.

Map 9-1 Existing Zoning

Map 9-1 Existing Zoning Town of Holland Sheboygan County, WI

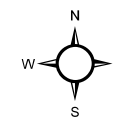


Legend

- Township Boundary
- Interstate Hwy
- State Hwy
- County Road
- Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Road / Bridge
- Section Lines
- Rivers
- Lakes

ZONING

- A-1
- A-2
- A-3
- A-4
- A-5
- B-1
- C-1
- M-1
- M-3
- P-1
- P-2
- R-1
- R-2
- R-4



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9.2.3 Land Division Regulations

The Town of Holland does not administer a local land division ordinance. However, the Town is under the jurisdiction of the Sheboygan County Subdivision Ordinance, and the Town's Zoning Ordinance contains land division provisions. In the A-1, A-2, A-3, and A-5 agricultural zoning districts, land division activities are limited to once every 10 years for both the resulting and remnant parcels. An exception provision is afforded for unusual situations or where the limitation creates a severe hardship. The Zoning Ordinance requires lots in agricultural districts and the R-5 district to have frontage on a public road. There is no parallel provision for lots in other residential districts. The Zoning Ordinance requires the density of condominium developments to comply with the intent of the applicable minimum lot size.

The Town's Zoning Ordinance includes a cluster subdivision design ordinance. Cluster subdivisions are only permitted in the R-4 zoning district, and all uses in this district are conditional. As a result, all new cluster design subdivisions must obtain rezoning, conditional use, and subdivision approvals. The process includes a detailed inventory and site analysis. The ordinance sets specific standards and guidelines for the design of residential clusters and open space areas. It requires a minimum site area of 35 acres, sets a range of maximum densities from one unit per four to six acres, and sets a range of minimum open space requirements from 60% to 80%. It requires the open space in the subdivision to be accessible and held in common by the home owners, and public access is optional.

The Sheboygan County Subdivision Ordinance applies to the Town and requires county approval of land divisions that result in the creation of one or more parcels of 40 acres or less in size. This is one of the primary regulations that shapes the landscape of Towns in Sheboygan County. The ordinance includes minimum standards for surveying and monumenting, land suitability, lot layout and design, road arrangement and design, private onsite wastewater treatment (septic) systems, and stormwater management. Procedures for certified survey map review (the creation of less than five parcels) and plat review (the creation of five or more parcels) are set forth.

Key provisions of the Sheboygan County Subdivision Ordinance include the following. Public roads and other public ways, drainage ways, public access to navigable waters, and park or school sites designated in a comprehensive plan or official map must be dedicated as such by a subdivider. Subdivisions must include park or open space areas, or a fee in lieu of land dedication may be paid. Public access to waterways may be required in plats that include shoreline areas. Improvements such as roads, stormwater drainage facilities, and street signs must be installed by a subdivider, but it does not specify whether paving is the responsibility of the subdivider. Lots must include a minimum of 66 feet of frontage on a public road (or at least 40 feet on a cul-de-sac). Town involvement is included in both the certified survey map and the plat review processes, and Towns are specified as approving authorities. Provisions to allow for planned unit developments and cluster subdivisions are included.

Technical Recommendations

- ◆ The Town should adopt a basic land division ordinance as a supplement to the county ordinance. This ensures the Town's role as an approving authority rather than an objecting agency, which affords the Town greater authority to be involved in the planning of a land division, rather than just reacting to what is proposed. This also ensures the Town's ability to review both plats and certified survey maps.
- ◆ The Town's timing limitation on land divisions (10 years) should be supported by a local land division ordinance with the stated purpose of ensuring availability of adequate public facilities concurrent with development.
- ◆ The 10-year limitation on land divisions is inconsistent with the stated purpose of the A-5 zoning district to allow for rural residential development.
- ◆ The requirement for public road frontage should be consistent for all new residential development. This can be accomplished through the zoning ordinance or by adopting a local land division ordinance.
- ◆ The Town may want to consider addressing the issue of condominium ownership through a land division ordinance. The conversion of the minimum lot size to a density standard can be addressed in the same way through the land division ordinance.
- ◆ If the cluster development option did not automatically require a rezoning to the R-4 district, the process would be less burdensome. Placing the cluster development requirements in a local land division ordinance would allow the Town to preserve its specific design preferences and to then determine which other zoning districts such land divisions could be allowed in. Cluster development is already a conditional use in the R-4 district, so it would still eliminate a step to allow it as a conditional use in other districts.
- ◆ If the Town wants to encourage cluster development, the design requirements should be made more flexible.
- ◆ The "density bonus" provided for increasing the percentage of open space is actually a disincentive. The more open space that is preserved, the fewer opportunities for home sites result. A density bonus should provide additional home sites for preserving more open space.

9.2.4 Site Plan and Design Review

Current Status

While the Town's ordinances do not include typical architectural design review standards, the Zoning Ordinance contains elements of design review. The ordinance allows the Town to consider landscaping, architectural design, lighting, fencing, traffic circulation, and other site characteristics in the review of conditional use permits. The provisions for communication towers require the use of landscaping and screening. The Zoning Ordinance includes provisions for site planning, but only as they apply to cluster development. The R-4 zoning district includes extensive site planning guidelines for the layout of residential sites and the design of open spaces in cluster or conservation subdivisions.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.5 Official Map Regulations

Current Status

The Town of Holland does not use an official map.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.6 Sign Regulations

Current Status

The Zoning Ordinance establishes the Town's sign regulations. With certain exceptions, signs are generally limited to the business and industrial zoning districts. While new off-premise signs, or "billboards," may be permitted, they are limited in size and height. The ordinance establishes dimensional and design standards for permitted signs.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.7 Erosion Control and Stormwater Management

Current Status

The Town's code of ordinances does not include an erosion control or stormwater management ordinance. The Town primarily relies on WDNR and Sheboygan County erosion control or stormwater management regulations. The Town's ordinances acknowledge the need for erosion control and stormwater management in the general site restrictions and the cluster development (R-4) district of the Zoning Ordinance.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.8 Historic Preservation

Current Status

While the Town does not utilize a historic preservation ordinance, the Zoning Ordinance requires the consideration of historical and cultural features in the design of a cluster development.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.9 Building, Housing, and Mechanical Codes

Current Status

The Code of the Town of Holland includes a Building Code and a Housing Code. The Building Code establishes the office of building inspector and requires permits and inspections for the construction of new single and two-family dwellings. It does not address additions, structural alterations, demolition or moving of buildings, or the installation or modification of electrical,

gas, heating, plumbing, or ventilation equipment. State building codes are adopted including the Uniform Dwelling Code.

The Housing Code allows the building inspector to perform inspections of all dwellings for the purpose of protecting public health and safety. The ordinance establishes procedures for notification and enforcement of violations, including condemnation of unsafe housing. It sets minimum standards for equipment and facilities, lighting, ventilation, heating, general maintenance, and floor area per occupant. It establishes regulations and permit requirements for rooming houses.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.10 Sanitary Codes

Current Status

The Sheboygan County Sanitary Ordinance applies to the Town of Holland and regulates the construction, maintenance, and use of private onsite wastewater treatment (septic) systems (POWTS). The Town also has a Nuisances ordinance, which defines situations that constitute public nuisances. The creation or maintenance of a public nuisance is prohibited and includes such situations as noxious weeds, noxious odors, accumulation of garbage or other junk, unsafe or dilapidated structures, noisy animals, loose dogs, damage to roadways, and other unlawful activities. The ordinance includes provisions for enforcement and abatement of nuisances. The cost of abatement can be assessed to the property.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.11 Driveway and Access Controls

Current Status

The Code of the Town of Holland does not include a driveway or access control ordinance. The Zoning Ordinance addresses driveways by including them in impermeable surface limitations for residential lots. Driveway location may be addressed in the review of conditional uses.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.12 Large Scale Animal Feeding Operations

Current Status

The Zoning Ordinance identifies “commercial feedlots” as conditional uses in the A-1 Prime Agricultural district, and the ordinance defines a commercial feedlot as a facility designed for 1,000 or more animal units. Under Wisconsin Act 235, the boundaries of a zoning district that require a conditional use permit for animal feeding operations must be delineated in a scientifically defensible manner that is related to protecting public health or safety. The R-4

Rural Cluster Development District prohibits “intensive animal feedlot operations,” but does not define this term.

Technical Recommendations

- ◆ If the requirement of a conditional use permit for commercial feedlots is to be useful and legally defensible, it must be brought into compliance with Wisconsin Act 235.
- ◆ The term “intensive animal feedlot operations” should be defined for the purpose of restricting animal agriculture in residential districts.

9.2.13 Wind Towers

Current Status

The Zoning Ordinance addresses wind towers to a limited extent. Wind energy conversion systems for commercial power generation are permitted as conditional uses in the A-1 Prime Agricultural zoning district. Since the A-1 district covers much of the Town, there are abundant opportunities for the development of wind towers. The ordinance does not include specific provisions governing the development of wind towers.

Technical Recommendations

- ◆ The Town should develop a wind tower ordinance setting minimum standards for visual appearance, setbacks, noise, safety, and tower abandonment. The ordinance should establish permit application procedures including data gathering requirements baseline conditions such as ambient noise, stray voltage, electromagnetic interference, and road conditions.

9.2.14 Communication Towers

Current Status

The Zoning Ordinance includes regulations for communication antennas and towers. They are allowed in the A-2, A-4, and A-5 zoning districts as conditional uses. Many areas of the Town fall under these zoning districts. The ordinance includes provisions for the design and lighting of towers, permit application procedures, removal of abandoned towers, and special charges. It requires a minimum setback from dwellings equal to the height of a tower. It does not set a maximum tower height or specify a preferred structure type. Towers and their sites are to be designed to reduce visual obtrusiveness using coloration, landscaping, and screening. A new tower is only to be permitted after an applicant has demonstrated that no existing structure can be used to collate the desired antenna or provide the desired service.

Technical Recommendations

The plan does not recommend any changes to this ordinance.

9.2.15 Right to Farm

Current Status

The Town's Zoning Ordinance requires that a new residence in an A-1, A-2, or A-5 agricultural district include a written acknowledgement that it is located in an agricultural area that may be exposed to noise, odor, or other inconveniences. The provision requires the conditional use applicant to hold the Town harmless for such conditions, but it does not fully protect the right-to-farm.

Technical Recommendations

- ◆ Adopt a more comprehensive right-to-farm policy and require that the statement be recorded with the property deed and be printed on the face of the land division recording instrument (when applicable).

9.2.16 Road Construction Standards

Current Status

The Town's Streets and Sidewalks ordinance includes road construction standards. It establishes minimum widths for base course and road surface, maximum grades, curve design standards, and design speeds, which all may vary based on the planned functional classification of the road. It does not include a typical cross-section or standardized requirements for the depth of subgrade or base course or the design of ditches or curb and gutter. It does not include specifications for subgrade or base course materials or composition. It is unclear whether a developer is responsible for the cost of paving and appears to allow for an aggregate (unpaved) surface. It includes standards for culverts and drainage and provisions for sharing the cost of bridge construction.

Technical Recommendations

- ◆ Develop a standard cross-section and include locally tailored specifications for subgrade and base course materials and composition. (These do not necessarily need to be contained in the ordinance itself, but should be at least referenced by the ordinance and maintained by the Town Board.)
- ◆ Respond to and clean up the "model ordinance" language that remains in section 298-3.
- ◆ A Town ordinance should clearly state that a developer is responsible for the full cost of road construction (including paving) unless the Town reaches an alternative agreement. The best place for this language is in a land division ordinance.
- ◆ The road construction specifications should include a variance option for cluster development or other creative development design.

9.3 Comprehensive Plan Amendments and Updates

9.3.1 Adoption and Amendments

The Town of Holland should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The Town should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the Town's comprehensive plan must comply with the following steps:

- ◆ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.
- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ◆ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the Town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the Town is located; (f) the public library that serves the area in which the Town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.
- ◆ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The Town is

responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.

- ◆ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

9.3.2 Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.4 Integration and Consistency of Planning Elements

9.4.1 Implementation Strategies for Planning Element Integration

Comprehensive planning legislation requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Town of Holland Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, thereby minimizing threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Likewise, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan) again creating prospects for inconsistency. The process used to develop any further detailed plans should be consistent with this *Town of Holland Year 2030 Comprehensive Plan*.

9.4.2 Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Holland Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the Town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, area development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Holland Year 2030 Comprehensive Plan*.

9.5 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Holland has established a Transportation element policy that states, "Roads that provide access to multiple improved properties shall be built to Town standards as a condition of approval for new development." To determine whether the policy is achieving the community's intention, a "measure" must be established. In the case of this policy, the measure can be formulated by identifying the proportion of roads serving multiple improved properties that are built to Town standards and by assessing how that has changed since the plan's adoption. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.6 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implantation tools that affect the Town of Holland.

Objectives

- 1.1 Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.2 Require that administration, enforcement, and implementation of land use regulations are consistent with the Town’s comprehensive plan.
- 1.3 Develop and update as needed an “Action Plan” as a mechanism to assist the Plan Commission and Town Board with the administration of the comprehensive plan.

Goal 2 Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives

- 2.1 Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.2 Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.7 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.4 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. They generally take the form of position statements or criteria for the review of proposed development. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. Policies will be a vital tool for measuring whether the Town has made a land use decision that is “consistent” with its comprehensive plan.

Recommendations are specific actions or projects that the Town will strive to complete at various times over the planning period. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Implementation Element

- I1 The Town shall maintain the comprehensive plan as an effective tool for the guidance of Town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
- I2 Town policies, ordinances, and decisions should be made in conformance with the comprehensive plan.
- I3 The draft plan shall be reviewed by the Town attorney to ensure his or her knowledge of the plan and to offer suggestions for improvement.

Recommendations

1. Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action.
2. Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity.

Appendix A
Public Participation Plan and Adoption Documents

PUBLIC PARTICIPATION PLAN

for

Town of Holland

January 2007

Prepared by

Sheboygan County UW-Extension
-and-
Town of Holland

Wisconsin's comprehensive planning law requires public participation throughout each step of the planning process.

Wisconsin Statutes, Section 66.1001(4)(a)

“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.” (See Appendix A for full statute reference.)

INTRODUCTION

The Town of Holland's comprehensive planning process is committed to providing broad-based and regular opportunities for public participation throughout the planning process. The process is designed to be responsive to citizen participants, is committed to utilizing the knowledge and understanding of citizens to address important issues, and offers multiple opportunities for engagement – at varying levels of involvement. The purpose of this Public Participation Plan is to define how the public will be involved throughout the Town's entire comprehensive planning effort.

PUBLIC PARTICIPATION IN THE COMPREHENSIVE PLANNING PROCESS

The Town of Holland proposes to use a five-step approach to the comprehensive planning process; however, prior to these steps an effort will be made to make residents aware that the Town is creating a comprehensive plan. Following this initial effort, public participation activities would accompany each of the five steps outlined on the next two pages.

General Awareness Tools

The Town of Holland Plan Commission identified three tools designed to create a general awareness of Smart Growth and the planning process being undertaken by the Town. These tools will be used before, during, and potentially after comprehensive plan development.

- **Notices in *The Sheboygan Press***, a newspaper serving residents within the Town of Holland area, will be used to periodically keep the public informed about meetings related to the Smart Growth planning process.
- Minutes and agendas will be posted at the three designated public posting places used by the Town.
- The Town of Holland website will contain periodic updates on the planning process.

Step #1- Compile Background Information (What Are the Issues?)

The following participation was identified:

- Sheboygan County UW-Extension and the Town of Holland will work together to identify community issues. Issue identification lists from the past will be consulted and new input from local officials will be taken in an open meeting setting.
- The most important issues identified in the previous activity will be incorporated into questions on a citizen opinion survey created jointly by UWEX and the Town. This survey will be mailed to every household in the Town, and results will be tabulated by UWEX and shared with the Town.
- UWEX staff or a consultant will present demographic data and land use trends to the Town in an open meeting format. Some of this information may be posted on the Town's website.

Step #2 - Identify Goals and Objectives

The following participation was identified:

- Working with UWEX or a consultant in an open meeting setting, the Town Plan Commission, and/or Town Board will develop vision and goal statements for the Town. The vision and goal statements will ultimately guide the comprehensive plan writer in the creation of recommendations intended to address the key issues in the Town.
- Stakeholders/experts will be identified for housing, transportation, economic development, agriculture, natural and cultural resources, utilities and community facilities, and land use. These individuals will be invited to review the vision and goal statements and provide feedback to the Town.

Step #3 – Write the Plan and Create Maps

The following participation was identified:

- The Town and a consultant will work together in creating a draft comprehensive plan. Draft versions of each chapter will be reviewed by the Plan Commission and/or Town Board in an open meeting setting and will be made available at the Town Hall for public review. The final draft version and final version will be distributed as required by Chapter 66 of the state comprehensive planning law.
- The Town intends to post plan chapters and maps on the Town's website if sufficient storage space is available.

Step #4 - Plan Adoption

The following participation was identified:

- The Town will have the required public hearing to adopt the plan. This hearing requires a Class 1 meeting notice.
- The Town Plan Commission will make a formal recommendation regarding plan adoption to the Town Board. This meeting will be an open meeting.
- Written comments on the plan will be taken from the public for a specific time period prior to the public hearing and Plan Commission recommendation. These comments will be filed in a public location to allow for public access. Official Town responses to certain significant issues that are not already addressed in the comprehensive plan will be posted publicly for review.

Step #5 - Implementation

The following participation was identified:

- Implementation generally involves revising ordinances and initiating policies and programs to carry out the comprehensive plan. Any ordinance revisions will be discussed in open meetings and preceded by a public hearing prior to adoption.
- Some of the “General Awareness” tools [see page 1] may also be re-used prior to major amendments.

Notice to Non-Metallic Mining Operators

The Town of Holland will provide written notice of all public meetings and hearings to owners and operators of non-metallic mining operations, and to persons who have registered a marketable nonmetallic mineral deposit under Section 295.20 of the *Wisconsin Statutes* in accordance with changes made to the comprehensive planning law by 2003 Wisconsin Act 307.

The Town of Holland will provide written notice of all public meetings and hearings to any leaseholder with an interest in property that permits extraction of non-mineral resources if the leaseholder submits a written request for such notice to the Town of Holland Clerk.

APPENDIX A – Public Participation Required by Statute

Wisconsin Statutes, Section 66.1001(4) . . . PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS.

A local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.

The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.

(b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The clerk of every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan that is adopted or amended as described in par. (b) (intro.).
3. The Wisconsin Land Council.
4. After September 1, 2005, the department of administration.
5. The regional planning commission in which the local governmental unit is located.
6. The public library that serves the area in which the local governmental unit is located.

(c) No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the political subdivision enacts an ordinance or the regional planning commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the regional planning commission may not adopt a resolution under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members elect, as defined in s. 59.001 (2m), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under par. (b).

(d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or regional planning commission holds at least one public hearing at which the proposed ordinance or resolution is discussed. That

hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or regional planning commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

(e) At least 30 days before the hearing described in par. (d) is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s. 295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing described in par. (d).

APPENDIX B – Contact Information

Town of Holland

Mailing address:

N1501 Palmer Road
Cedar Grove WI 53013

Phone: 668-6696

Fax: 668-8545

Clerk: Sharon Claerbaut

E-mail: Clerk_Holland@isp.com

UW-Extension, Sheboygan County

CNRED

650 Forest Avenue
Sheboygan Falls WI 53085
920-467-5740

Appendix B
Smart Growth/Long Range Planning Citizen Input Survey

**TOWN OF HOLLAND
SMART GROWTH/LONG RANGE PLANNING
CITIZEN INPUT SURVEY**

**Mailed (5/16/07) 1,382
Returned 364
Response rate 26.3%**

Dear Town of Holland Citizens,

YOUR ASSISTANCE IS NEEDED!!! The Town of Holland has been actively involved in planning for the future. State legislation requires Wisconsin communities to have a comprehensive “Smart Growth” plan completed and adopted by ordinance no later than January 1, 2010. Public participation is the foundation upon which our comprehensive “Smart Growth” plan will be built. The Town of Holland, in cooperation with the Sheboygan County University of Wisconsin-Extension Office, developed the enclosed survey to obtain your opinions and input about the Town of Holland.

YOUR INPUT IS IMPORTANT!!! By completing and returning this survey, you will be providing valuable information that our town will use as it plans for the future. The questions are specific to the Town of Holland, and are grouped under headings that match the required elements of a “Smart Growth” plan. Please take a few minutes to complete the questions to help ensure that our town continues to be an enjoyable place to live, work, and play. We would appreciate your completed surveys by **Monday, June 4, 2007** (see back of survey for return details). Your input in the development of the Town of Holland’s comprehensive plan is greatly appreciated. The Holland Town Board and Plan Commission thanks you for your help and looks forward to your response. (More than one person may respond on each survey or additional surveys are available for other members of your household from the Holland Town Clerk, Sharon Claerbaut, N1501 Palmer Road, Cedar Grove, WI 53013; phone (920) 668-6696.)

ISSUES AND OPPORTUNITIES

1. What do you like best about living in the Town of Holland? (check the 4 best attributes)

- 1.4% Availability of affordable housing (20)
- 1.0% Availability of affordable land (14)
- 9.6% Family/local ties (138)
- 5.6% Farming (81)
- 6.0% Location with respect to occupation/commuting distance (86)
- 3.5% Low taxes (50)
- 11.6% Proximity to/presence of Lake Michigan (167)
- 16.9% Quietness/serenity (243)
- 2.4% Recreational opportunities (34)
- 4.7% Relative lack of government regulations (67)
- 20.7% Rural, country atmosphere/natural environment (297)
- 11.7% Safety/feeling of security (168)
- 4.3% School district (specify district) (62)
 - 50.5% Oostburg (53)
 - 34.3% Cedar Grove (36)
 - 15.2% Random Lake (16)
- 0.6% Other (8)

2. What one thing or value in the Town of Holland should be preserved for future generations?

3. If you could control the future, which one term would you select to describe Holland in 10 years?

- 0.5% Business community (2)
- 0.5% Industrial community (2)
- 49.7% Mixed agricultural/residential community (181)
- 7.4% Mixed residential/business community (27)
- 1.9% Residential community (7)
- 39.8% Rural, agricultural community (145)

4. As the Town of Holland continues to change, what types of land use would you like to see? (check all that apply)

- | | |
|---|--|
| <u>4.8%</u> Affordable housing (87) | <u>0.6%</u> Low income housing (11) |
| <u>3.4%</u> Assisted living/community based residential facilities (62) | <u>0.3%</u> Manufactured/mobile homes (6) |
| <u>1.9%</u> Businesses that attract out of town visitors (34) | <u>0.2%</u> Mobile home park (4) |
| <u>6.6%</u> Businesses that serve primarily local residents (120) | <u>0.3%</u> Multi-family residential, apartments (6) |
| <u>0.7%</u> Condominiums (13) | <u>0.8%</u> Multi-family residential, duplexes (15) |
| <u>0.4%</u> Heavy industry/manufacturing (8) | <u>1.0%</u> Office parks (18) |
| <u>10.4%</u> Hobby farms (190) | <u>11.8%</u> Open space (214) |
| <u>5.3%</u> Home-based businesses (97) | <u>7.7%</u> Publicly owned parks (140) |
| <u>3.7%</u> Housing for senior citizens (67) | <u>8.7%</u> Publicly owned woodlands and wetlands(158) |
| <u>0.2%</u> Large-scale condominiums/resorts (4) | <u>10.8%</u> Single-family residential (196) |
| <u>0.8%</u> Large scale/mega farms (14) | <u>14.2%</u> Traditional agriculture (258) |
| <u>4.7%</u> Light industry/manufacturing (85) | <u>0.7%</u> Other (12) |

5. Within the Town of Holland, there is a strong desire for building residences in the country, but also a desire for preserving open space and farmland. Do you feel the quality of life/rural country atmosphere/uniqueness of the Town of Holland can be preserved while allowing residential development?

51.4% Yes (187) 38.7% No (141) 6.6% No opinion (24) 3.3% No response (12)

If yes, how? If no, why not? _____

HOUSING

6. Within the last ten years, new home building permits have averaged ten per year. Based on the average of ten homes per year, do you favor growth at: (check one)

8.5% Faster rate (31) 33.8% Slower rate (123) 0.8% No response (3)
47.0% Present rate (171) 9.9% No growth (36)

7. If you feel the Town of Holland should continue to grow, what kind(s) of residential growth would you like to see? (check all that apply; Leave blank if you selected “No growth” in question 6)

<u>14.6%</u> Affordable housing (85)	<u>1.0%</u> Mobile home park (6)
<u>10.7%</u> Assisted living/community based residential facilities (62)	<u>1.2%</u> Multi-family residential, apartments (3 family or more) (7)
<u>11.5%</u> Housing for senior citizens (67)	<u>1.7%</u> Large-scale condominiums/resort (10)
<u>47.8%</u> Single-family residential (278)	<u>1.9%</u> Low income housing (11)
<u>8.2%</u> Two-family residential, duplexes (48)	<u>1.4%</u> Manufactured/mobile homes (8)

8. Would you be in favor of the Town of Holland controlling residential growth by limiting the number of building permits for new housing starts each year?

8.8% Yes, but only for new houses within new subdivisions (32)
18.1% Yes, but only for new houses outside of subdivisions (66)
45.9% Yes, for all new housing development, regardless of location (167)
25.0% I am not in favor of limiting the number of building permits (91)
2.2% No response (8)

9. *Cluster development, also referred to as a “conservation subdivision,” involves the grouping of all residential lots in a new subdivision on only a small portion of the tract. This grouping of lots is made possible by reducing the minimum lot size. Although lot size is reduced, the number of permitted lots (density) is not increased. By “clustering” the development, a significant portion of the land is protected as undeveloped open space. For future residential development in the town, which one of the following do you favor?*

- 5.5% Traditional subdivisions (20)
- 24.7% Cluster development/conservation subdivisions (90)
- 11.8% Both traditional subdivisions and cluster development (43)
- 30.2% No subdivisions, just scattered residential development throughout the town (110)
- 20.1% Not enough information to make an informed decision (73)
- 5.2% Other (specify) (19)
- 2.5% No response (9)

10. *Should residential development be concentrated in specific areas or dispersed throughout the town?*

- 34.1% Concentrated (124) 44.0% Dispersed (160) 17.6% No opinion (64) 4.4% No response (16)

If residential development should be concentrated, where should the concentration(s) be located?

TRANSPORTATION

11. *As you travel on streets, roads, and highways within the Town of Holland, which of the following are of concern to you? (check all that apply)*

- 11.9% Aesthetic appeal (specify) (61)
- 12.8% Conflicts with bicyclists and pedestrians (specify) (66)
- 6.2% Conflicts with farm machinery (specify) (32)
- 3.5% Conflicts with truck traffic (specify) (18)
- 7.0% Condition of streets, roads, and highways (specify) (36)
- 1.2% Congestion (specify) (6)
- 35.2% No concerns, the streets, roads, and highways are adequate (181)
- 1.9% Private road and driveway access (specify) (10)
- 11.3% Safety (specify) (58)
- 3.9% Signs (specify) (20)
- 5.1% Other concerns (specify) (26)

12. *The Town of Holland has several private roads to access private residences. Which one of the following do you favor?*

- 5.2% Convert them to public roads and upgrade to uniform standards to allow snowplows, emergency vehicles, etc. (at all taxpayers' expense) (19)
- 12.1% Keep them private, but upgrade to public road standards (at residents' only on private roads expense) (44)
- 69.5% Keep them private (as it currently exists) (253)
- 10.2% No opinion (37)
- 2.7% Other (specify) (10)
- 0.3% No response (1)

UTILITIES AND COMMUNITY FACILITIES

13. Please indicate your level of satisfaction with the following services provided by the Town of Holland?

PERCENT OF ROW TOTALS

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied	Don't know/ not applicable	No response
Recycling Center	<u>27.7%</u> (101)	<u>45.1%</u> (164)	<u>11.0%</u> (40)	<u>4.9%</u> (18)	<u>1.4%</u> (5)	<u>7.4%</u> (27)	<u>2.5%</u> (9)
Road maintenance	<u>21.7%</u> (79)	<u>57.4%</u> (209)	<u>11.3%</u> (41)	<u>3.8%</u> (14)	<u>0.5%</u> (2)	<u>3.3%</u> (12)	<u>1.9%</u> (7)
Snow plowing	<u>20.3%</u> (74)	<u>53.6%</u> (195)	<u>9.9%</u> (36)	<u>6.9%</u> (25)	<u>2.5%</u> (9)	<u>6.0%</u> (22)	<u>0.8%</u> (3)
Fire protection	<u>29.7%</u> (108)	<u>43.7%</u> (159)	<u>9.6%</u> (35)	<u>1.4%</u> (5)	<u>0.0%</u> (0)	<u>12.1%</u> (44)	<u>3.6%</u> (13)
Police protection	<u>20.1%</u> (73)	<u>50.5%</u> (184)	<u>11.8%</u> (43)	<u>2.5%</u> (9)	<u>1.6%</u> (6)	<u>9.3%</u> (34)	<u>4.1%</u> (15)
First Responders	<u>31.6%</u> (115)	<u>41.5%</u> (151)	<u>6.3%</u> (23)	<u>0.3%</u> (1)	<u>0.0%</u> (0)	<u>15.9%</u> (58)	<u>4.4%</u> (16)
Ambulance services	<u>29.7%</u> (108)	<u>40.9%</u> (149)	<u>7.7%</u> (28)	<u>0.3%</u> (1)	<u>0.0%</u> (0)	<u>16.8%</u> (61)	<u>4.7%</u> (17)
Library services	<u>27.5%</u> (100)	<u>40.7%</u> (148)	<u>11.5%</u> (42)	<u>0.8%</u> (3)	<u>0.0%</u> (0)	<u>13.5%</u> (49)	<u>6.0%</u> (22)

PERCENT OF COLUMN TOTALS

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied	Don't know/ not applicable
Recycling Center	<u>13.3%</u> (101)	<u>12.1%</u> (164)	<u>13.9%</u> (40)	<u>23.7%</u> (18)	<u>22.7%</u> (5)	<u>8.8%</u> (27)
Road maintenance	<u>10.4%</u> (79)	<u>15.4%</u> (209)	<u>14.2%</u> (41)	<u>18.4%</u> (14)	<u>9.1%</u> (2)	<u>3.9%</u> (12)
Snow plowing	<u>9.8%</u> (74)	<u>14.3%</u> (195)	<u>12.5%</u> (36)	<u>32.9%</u> (25)	<u>40.9%</u> (9)	<u>7.2%</u> (22)
Fire protection	<u>14.2%</u> (108)	<u>11.7%</u> (159)	<u>12.2%</u> (35)	<u>6.6%</u> (5)	<u>0.0%</u> (0)	<u>14.3%</u> (44)
Police protection	<u>9.6%</u> (73)	<u>13.5%</u> (184)	<u>14.9%</u> (43)	<u>11.8%</u> (9)	<u>27.3%</u> (6)	<u>11.1%</u> (34)
First Responders	<u>15.2%</u> (115)	<u>11.1%</u> (151)	<u>8.0%</u> (23)	<u>1.3%</u> (1)	<u>0.0%</u> (0)	<u>18.9%</u> (58)
Ambulance services	<u>14.2%</u> (108)	<u>11.0%</u> (149)	<u>9.7%</u> (28)	<u>1.3%</u> (1)	<u>0.0%</u> (0)	<u>19.9%</u> (61)
Library services	<u>13.2%</u> (100)	<u>10.9%</u> (148)	<u>14.6%</u> (42)	<u>3.9%</u> (3)	<u>0.0%</u> (0)	<u>16.0%</u> (49)

14. Regarding only the town portion of your property taxes (approximately 11% of your 2006 total property tax bill), are the property taxes you pay fair, considering the town services you receive?

54.1% Yes (197) 28.0% No (102) 13.7% No opinion (50) 4.1% No response (15)

15. Are there any programs or services that the Town of Holland should improve or establish, at taxpayers expense?

16. The Town of Holland currently shares the following services: fire, first responders, ambulance, sheriff and highway with other units of government. Should the Town of Holland continue to share services?

91.8% Yes (334) 1.4% No (5) 3.8% No opinion (14)
0.5% Yes, but only these services: (specify) (2) 2.5% No response (9)

17. In the future, what recreational facilities would you like to see developed in the town?

4.7% Multi-purpose court(s) (tennis, basketball) (21) 16.5% Additional Lake Michigan access (74)
6.7% Small roadside park(s) (30) 2.2% Ball diamond(s) (10)
29.2% Multi-purpose recreational trail (131) 5.4% Large, multi-use park(s) (24)
3.1% Other (specify) (14) 32.1% No new recreational facilities are needed (144)

18. Should wind turbines for generating electricity primarily for personal/private use (home, farm, business) be allowed in the Town of Holland?

51.6% Yes (188) 28.6% Yes, but no more than one wind turbine per residence, farm, or business (104)
10.7% No (39) 7.7% No opinion (28) 1.4% No response (5)

19. Should commercial windfarms with more than one wind turbine for generating electricity for sale to consumers/the public be allowed in the Town of Holland?

36.5% Yes (133) 16.5% Yes, but limit the number of wind turbines per wind farm to: (specify) (60)
26.1% No (95) 17.3% No opinion (63) 3.6% No response (13)

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

20. Which one of the following is most important to you? (check one)

48.1% Preservation of farmland in the town (178)
35.9% Preservation of open space in the town (133)
11.4% No preference for preservation of farmland or open space (42)
4.6% No opinion (17)

21. In the 2002 Town of Holland Long Range Planning Survey, 69% of the participants agreed that Holland town government should set farmland preservation as a priority goal and implement policies to achieve it. Should Holland town government set farmland preservation as a priority and implement policies to achieve it, even if it means large-scale farms (approximately 750 or more dairy cows)?

39.6% Yes (144) 47.0% No (171) 10.2% No opinion (37) 3.3% No response (12)

22. Please check three or fewer of the concerns you have about the impact of farming operation? (please check no more than three items)

1.7% 24-hour operation (15)
11.3% Increased financial pressure on smaller farms by large-scale farms (99)
21.2% Ground water quality and quantity impacts (186)
1.4% Lighting (12)
14.7% Manure distribution/hauling (129)
5.8% No concerns (51)
1.0% Noise (9)
9.7% Odors (85)
3.8% Residential property values (33)
2.2% Scenic impacts (19)
15.0% Surface water quality impacts (131)
4.8% Truck traffic/premature road deterioration (42)
5.9% Wildlife habitat impacts (52)
1.5% Other (please describe) (13)

23. Please check the three potential positive impacts that you most strongly associate with large farms. (please check no more than three items)

16.9% Better chance of financial success (123)
4.7% Better jobs (34)
7.1% Better management of water quality (52)
12.6% Better quality of life for farmers (92)
3.4% Other (please describe) (25)

15.0% Maintain tax base (109)
15.6% Maintain Wisconsin as “Dairy State” (114)
5.9% Scenic beauty (43)
18.8% U.S. grown products (137)

24. Given a situation where a farm family sells their farm, which one of the following best describes how you would like to see the land used after the sale?

37.6% The land should be kept in a traditional agricultural-related land use (137)
8.0% The land should be used for agricultural purposes, even if it means large-scale/mega farms (29)
44.8% The land should be used however the new owner desires in compliance with town zoning (163)
5.2% The land should be allowed to be divided/subdivided for development purposes (residential, commercial, etc.) (19)
3.0% Other (please describe) (11)
1.4% No response (5)

25. Protection of woodlands, wetlands, and open spaces in the town is necessary.

83.8% Agree (305) 9.9% Disagree (36) 5.5% No opinion (20) 0.8% No response (3)

26. Please identify any cultural or historical resources in the Town of Holland that are worthy of preservation:

ECONOMIC DEVELOPMENT

27. Does the Town of Holland need more businesses or is it OK as it is now?

24.2% Needs more (88) 67.0% OK as is (244) 8.0% No opinion (29) 0.8% No response (3)

28. What types of businesses/services would you like to have available in the town of Holland?

29. As an economic development strategy for Holland, which of the following would you prefer?

37.1% Home-based businesses (135)
46.7% Small retail businesses (other than in homes) (170)
10.2% Other (specify) (37)
6.0% No response (22)

30. As a source of tax revenue and to assist in keeping the town portion of your property taxes under control, should Holland town government encourage commercial wind farms for generating electricity to be located within the town?

47.3% Yes (172) 28.0% No (102) 17.0% No opinion (62) 7.7% No response (28)

31. Should home businesses be allowed in the Town of Holland?

82.1% Yes (299) 4.7% No (17) 9.1% No opinion (33) 4.1% No response (15)

If yes, should the Town require a permit for home businesses?

61.9% Yes (200) 27.9% No (90) 10.2% No opinion (33)

If yes, how often should the permit be renewed?

26.6% Once per year (55) 44.4% Once every 2 years (92) 19.8% Once every 5 years (41)
9.2% Other (please specify) (19)

32. How should the Town of Holland deal with the expansion of home-based businesses?

16.8% Allow them to stay where they are and grow as large as they want to with little or no additional regulations (61)
40.4% Allow them to stay where they are but require a conditional use permit (147)
10.7% Create a small-business park in the Town of Holland (39)
23.9% Direct them toward Oostburg and/or Cedar Grove when they reach a certain size (87)
5.2% Direct them toward Sheboygan when they reach a certain size (19)
3.0% No response (11)

INTERGOVERNMENTAL COOPERATION

33. Intergovernmental cooperation between the Town of Holland and surrounding units of government is important to our mutual future.

85.7% Agree (312) 2.5% Disagree (9) 7.1% No opinion (26) 4.7% No response (17)

If you agree, which of the following areas are most important for cooperation and with whom? (check all that apply) For those areas checked, please indicate with whom (i.e. Oostburg, Cedar Grove, Random Lake, Adell, surrounding towns, and/or Sheboygan County)

18.9% Ambulance/emergency medical services (267)
4.6% Building inspection (65)
5.0% Community facilities (70)
18.1% Fire protection (256)
5.4% Land use/zoning (76)
15.2% Police protection (215)
5.3% Recreational/park facilities (75)
5.6% Recycling (79)
8.8% Roads (125)
3.8% Sanitary waste disposal (sewerage) (54)
4.4% Solid waste disposal (garbage) (62)
4.5% Voting equipment (64)
0.4% Other (specify) (6)

34. What should Sheboygan County government's priorities be in the Town of Holland? (check all that apply)

- 12.7% Land and water conservation activities/programs (157)
- 21.5% Law enforcement/police protection (265)
- 4.5% Park and other recreational facility development and maintenance (56)
- 10.9% Proactive program for farmland preservation (134)
- 10.6% Proactive program for open space preservation (131)
- 10.5% Recreational trail development and maintenance (129)
- 9.7% Road construction (120)
- 18.9% Road repair and maintenance (233)
- 0.6% Other (specify) (7)

35. Which one of the following do you favor?

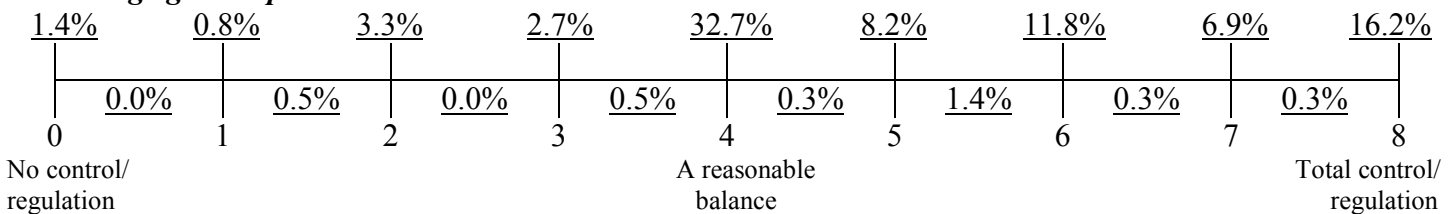
- 15.1% Annexation of land by the villages of Cedar Grove and/or Oostburg to extend services (water, sewer, etc.) to Holland residents (55)
- 24.5% Annexation of land to accommodate future growth within the villages of Cedar Grove and/or Oostburg (89)
- 53.3% No annexation of land (194)
- 7.1% No response (26)

36. The Town of Holland should keep its present boundaries and challenge any attempt to change them, even if it means large legal fees for the town.

36.3% Yes (132) 30.2% No (110) 25.8% No opinion (94) 7.7% No response (28)

LAND USE

37. In light of increasing urban development pressures from the Ozaukee-Washington-Milwaukee metropolitan area, circle the level of control/regulation local officials in the Town of Holland use to manage growth pressures.



<u>1.4%</u> 0 (5)	<u>0.0%</u> 0-1 (0)	<u>0.8%</u> 1 (3)	<u>0.5%</u> 1-2 (2)	<u>3.3%</u> 2 (12)
<u>0.0%</u> 2-3 (0)	<u>2.7%</u> 3 (10)	<u>0.5%</u> 3-4 (2)	<u>32.7%</u> 4 (119)	<u>0.3%</u> 4-5 (1)
<u>8.2%</u> 5 (30)	<u>1.4%</u> 5-6 (5)	<u>11.8%</u> 6 (43)	<u>0.3%</u> 6-7 (1)	<u>6.9%</u> 7 (25)
<u>0.3%</u> 7-8 (1)	<u>16.2%</u> 8 (59)	<u>12.6%</u> No response (46)		

38. Do you feel that small-scale farming operations (hobby farms which may include farm animals) are compatible within rural areas that are predominantly single-family residential.

87.9% Yes (320) 6.9% No (25) 2.2% No opinion (8) 3.0% No response (11)

39. Should any of the following large-scale developments be encouraged in the Town of Holland?

Condominiums:	<u>10.4%</u> Yes (38) <u>8.5%</u> No opinion (31)	<u>73.4%</u> No (267) <u>7.7%</u> No response (28)
Residential subdivision:	<u>20.9%</u> Yes (76) <u>11.8%</u> No opinion (43)	<u>58.0%</u> No (211) <u>9.3%</u> No response (34)
Resorts:	<u>7.1%</u> Yes (26) <u>7.1%</u> No opinion (26)	<u>75.8%</u> No (276) <u>9.9%</u> No response (36)
Shopping malls:	<u>6.6%</u> Yes (24) <u>6.0%</u> No opinion (22)	<u>78.8%</u> No (287) <u>8.5%</u> No response (31)

Please comment: _____

40. A purchase of development rights program is a voluntary market-based tool whereby a willing landowner in a designated preservation area sells the development rights to a governmental unit or land trust. The land remains in private ownership and on the tax roll, but the development rights are gone for perpetuity. Would you be in favor of using purchase of development rights for the protection of open space and farmland?

<u>36.0%</u> Yes (131) <u>4.9%</u> No opinion (18)	<u>17.3%</u> No (63) <u>3.3%</u> No response (12)	<u>38.5%</u> Need more information (140)
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41. What is your opinion regarding how a purchase of development rights program should be funded? (check all that apply)

<u>15.3%</u> Local/town taxes (62) <u>20.7%</u> Wisconsin taxes (84) <u>12.6%</u> Other (specify) (51)	<u>18.5%</u> Sheboygan County taxes (75) <u>33.0%</u> Private organizations/funding (134)
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IMPLEMENTATION

42. The Town of Holland recently revised its zoning ordinance. Which one of the following best describes your opinion of the revisions? (can be viewed at www.townofholland.com)

<u>14.6%</u> I am satisfied with the revisions (53) <u>6.9%</u> I am unsatisfied with the revisions (25) <u>61.3%</u> I wasn't aware any revisions were made/not enough knowledge of zoning ordinance (223) <u>14.0%</u> No opinion (51) <u>3.3%</u> No response (12)

43. Is the Town of Holland's current billboard ordinance appropriate? (can be viewed at www.townofholland.com)

<u>27.2%</u> Yes (99) <u>12.6%</u> No opinion (46)	<u>1.6%</u> No (6) <u>9.6%</u> No response (35)	<u>48.9%</u> Don't know (178)
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44. Are there issues in the town that need new or stricter ordinances or stricter enforcement?

15.7% Yes (57) 29.1% No (106) 42.9% No opinion (156) 12.4% No response (45)

If yes, please specify: _____

OTHER ISSUES

45. Does the Town of Holland need a full-time clerk?

7.4% Yes (27) 31.9% No (116) 47.8% Don't know (174)
9.3% No opinion (34) 3.6% No response (13)

46. Should an office for the Holland Town Clerk be established at the Holland Town Hall?

22.0% Yes (80) 27.7% No (101) 35.2% Don't know (128)
11.5% No opinion (42) 3.6% No response (13)

47. Should the Town Board explore sharing the town clerk position with other units of government?

28.3% Yes (103) 25.8% No (94) 29.9% Don't know (109)
10.7% No opinion (39) 5.2% No response (19)

48. Do you have access to e-mail and/or the Internet?

34.3% Yes, only at home (125) 6.0% Yes, only at work (22) 3.6% No response (13)
30.8% Yes, at home and work (112) 25.3% No personal access (92)

49. Do you use the Town of Holland's web site? (can be viewed at www.townofholland.com)

15.9% Yes (58) 64.0% No (233) 5.5% No response (20)
14.6% Don't have access to a computer (53)

How can the web site be improved? _____

STATISTICAL INFORMATION

50. What is your gender? 42.2% Female (155) 57.8% Male (212)

51. What is your age?

0.0% Under 18 (0) 2.5% 25-34 (9) 24.5% 45-54 (89) 20.1% 65-74 (73)
0.3% 18-24 (1) 11.0% 35-44 (40) 28.3% 55-64 (103) 13.5% 75 or older (49)

52. Do you consider yourself a seasonal town resident or permanent?

15.4% Seasonal (56) 79.7% Permanent (290) 4.9% No response (18)

53. Do you rent, own, or reside in the town?

0.3% Rent (1) 87.5% Own (343) 12.2% Reside (48)

54. How long have you lived in the Town of Holland?

9.1% Less than 5 years (33) 14.8% 11-19 years (54) 23.4% Lifetime resident (85)
11.0% 5-10 years (40) 36.0% 20 years or longer (131) 5.8% No response (21)

55. Is your place of employment located in the Town of Holland?

17.6% Yes (64) 51.4% No (187) 29.1% Retired (106)
0.8% Unemployed (3) 1.1% No response (4)

56. If currently employed, in what category is your occupation?

11.0% Agriculture/farming (40) 0.8% Wholesale trade (3) 3.6% Government (13)
3.8% Construction (14) 5.5% Retail trade (20) 5.2% Education (19)
10.7% Manufacturing (39) 5.8% Finance, insurance, or real estate (21)
1.1% Utilities (4) 6.6% Other service occupation (24)
15.1% Retired (55) 0.3% Unemployed (1) 3.8% Homemaker (14)
6.9% Other (specify) (25) 12.1% Other professional (44) 7.7% No response (28)

57. Approximately how many miles do you travel to your place of employment?

6.6% Less than one (24) 18.4% 11-19 (67) 6.0% 45 or more (22)
19.0% 1-10 (69) 9.6% 20-44 (35) 7.1% Work at home (26)
18.4% Retired (67) 1.1% Unemployed (4) 13.7% No response (50)

58. How many members are in you household?

12.4% 1 (45) 51.9% 2 (189) 11.0% 3 (40)
10.2% 4 (37) 6.3% 5 (23) 3.8% more than 5 (14)
4.4% No response (16)

59. Do you feel the responses you provided in this survey are representative of your household?

92.0% Yes (335) 0.3% No (1) 5.2% Not sure (19)
2.5% No response (9)