City of New Holstein
Year 2030 Comprehensive Plan

December 2007
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Ordinance No. 500

AN ORDINANCE TO ADOPT THE CITY OF NEW HOLSTEIN
YEAR 2030 COMPREHENSIVE PLAN

The Common Council of the City of New Holstein, Calumet County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3), Wisconsin Statutes, the City of New Holstein is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.

SECTION 2. The Common Council of the City of New Holstein has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a), Wisconsin Statutes.

SECTION 3. The City of New Holstein Plan Commission, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the City of New Holstein the adoption of the document entitled “City of New Holstein Year 2030 Comprehensive Plan” containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The City of New Holstein has provided numerous opportunities for public involvement in accordance with the Public Participation Plan adopted by the Common Council including public informational meetings, open Plan Commission meetings, and a planning process web site. A public hearing was held on November 13, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The Common Council of the City of New Holstein does, by the enactment of this ordinance, formally adopt the “City of New Holstein Year 2030 Comprehensive Plan” pursuant to Section 66.1001(4)(c), Wisconsin Statutes.
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SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Common Council and publication/posting as required by law.

Ordinance No. 500 was introduced and its adoption moved by Alderperson Fromm and seconded by Alderperson Hallstrom. Upon a roll call of votes thereon, the results were as follows:

Votes Cast: 8
Votes Aye: 8
Votes Nay: 0

Mayor Ron Karrels declared Ordinance No. 500 adopted, approved, and signed the same this 19th day of December 2007.

Ron Karrels

Ron Karrels, Mayor

Countersigned:

Michael J. Stutz, City Clerk
New Holstein Year 2030 Comprehensive Plan Resolution

RECOMMENDATION OF THE PLAN COMMISSION
TO ADOPT THE CITY OF NEW HOLSTEIN YEAR 2030 COMPREHENSIVE PLAN

WHEREAS, pursuant to sections 62.23(2) and (3), Wisconsin Statutes, for cities, villages, and those towns exercising village powers under section 60.22(3), the City of New Holstein is authorized to prepare and adopt a comprehensive plan consistent with the content and procedure requirements in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4); and

WHEREAS, the Plan Commission participated in the production of City of New Holstein Year 2030 Comprehensive Plan in conjunction with a multi-jurisdictional planning effort to prepare the Calumet County Year 2025 Comprehensive Plan; and

WHEREAS, numerous forums for public participation have been provided including public informational meetings, open Plan Commission meetings, and a planning process web site.

NOW, THEREFORE, BE IT RESOLVED, that the City of New Holstein Plan Commission hereby recommends that the "Recommended Plan" of the City of New Holstein Year 2030 Comprehensive Plan and plan adoption ordinance are filed with the governmental units specified under section 66.1001(4)(b) and (c), and are discussed at a public hearing required under section 66.1001(4)(d); and

BE IT FURTHER RESOLVED, that the City of New Holstein Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Plan" and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the City Council adopt the City of New Holstein Year 2030 Comprehensive Plan by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 28th day of August, 2007.

Motion for adoption moved by: Hoerth
Motion for adoption seconded by: Schreiner
Voting Aye: 4 Voting Nay: 0

Ron Karrels, Plan Commission Chairperson

ATTEST:

Michael J. Stutt, City Clerk
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City of New Holstein Year 2030

Comprehensive Plan

Contents

1. Issues and Opportunities ................................................................. 1-1
   1.1 Introduction ........................................................................... 1-1
   1.2 Calumet County Planning Process ....................................... 1-3
   1.3 Comprehensive Plan Development Process ....................... 1-5
   1.4 State Comprehensive Planning Goals .................................. 1-9
   1.5 City of New Holstein Planning Goals ................................... 1-10
   1.6 Issues and Opportunities Goals and Objectives ................ 1-12
   1.7 Issues and Opportunities Policies and Recommendations .... 1-13
   1.8 Issues and Opportunities Programs .................................... 1-14

2. Population and Housing ................................................................. 2-1
   2.1 Introduction ........................................................................... 2-1
   2.2 Population ........................................................................... 2-2
   2.3 Population Trends and Forecasts ........................................ 2-7
   2.4 Housing Characteristics ...................................................... 2-12
   2.5 Housing Trends and Forecasts ............................................. 2-19
   2.6 Housing for All Income Levels .......................................... 2-23
   2.7 Housing for All Age Groups and Persons with Special Needs 2-25
   2.8 Promoting Availability of Land and Housing Stock for Development/Redevelopment of Low-Income and Moderate-Income Housing ... 2-25
   2.9 Maintaining and Rehabilitating the Existing Housing Stock ... 2-25
   2.10 Housing Goals and Objectives .......................................... 2-26
   2.11 Housing Policies and Recommendations ......................... 2-27
   2.12 Housing Programs ............................................................ 2-29

3. Transportation ............................................................................. 3-1
   3.1 Introduction ........................................................................... 3-1
   3.2 Existing Road System ......................................................... 3-1
   3.3 Road Functional/Jurisdictional Classification ...................... 3-2
   3.4 Traffic Volume Trends ......................................................... 3-4
   3.5 Accident Types and Locations ............................................ 3-7
   3.6 Additional Modes of Transport .......................................... 3-7
   3.7 Existing State and Regional Transportation Plans and Coordination .. 3-10
   3.8 Planned Transportation Improvements ............................ 3-11
   3.9 Transportation Goals and Objectives ................................ 3-14
   3.10 Transportation Policies and Recommendations ............... 3-15
   3.11 Transportation Programs ................................................ 3-17
4. Utilities and Community Facilities

4.1 Local Administrative Facilities, Services, and Buildings

4.2 Protective Services

4.3 School Facilities

4.4 Quasi Public Facilities

4.5 Parks, Recreation, and Open Space

4.6 Private Park and Recreational Facilities

4.7 Solid Waste Management and Recycling

4.8 Communication and Power Facilities

4.9 Sanitary Sewer Service

4.10 Public Water Supply

4.11 Stormwater Management

4.12 Health Care Facilities

4.13 Day Care Facilities

4.14 Expansion or Rehabilitation of Existing Utilities and Facilities, Approximate Timetable

4.15 Future Needs for Government Services

4.16 Utilities and Community Facilities Goals and Objectives

4.17 Utilities and Community Facilities Policies and Recommendations

4.18 Utilities and Community Facilities Programs

5. Agricultural, Natural, and Cultural Resources

5.1 Introduction

5.2 Forests, Farmland, and Agriculture

5.3 Metallic and Non-Metallic Mineral Resources

5.4 Watersheds and Drainage

5.5 Wetlands

5.6 Floodplains

5.7 Surface Water Features

5.8 Groundwater

5.9 Air Quality

5.10 Environmentally Sensitive Areas

5.11 Threatened and Endangered Species

5.12 Historical and Cultural Resources

5.13 Community Design

5.14 Agricultural, Natural, and Cultural Resources Goals and Objectives

5.15 Agricultural, Natural, and Cultural Resources Policies and Recommendations

5.16 Agricultural, Natural, and Cultural Resources Programs

6. Economic Development

6.1 Introduction

6.2 Labor Force

6.3 Economic Base

6.4 Environmentally Contaminated Sites for Commercial or Industrial Use

6.5 Strengths and Weaknesses Analysis

6.6 Desired Economic Development
6.7 Economic Development Goals and Objectives ........................................................ 6-17
6.8 Economic Development Policies and Recommendations ........................................ 6-19
6.9 Economic Development Programs ........................................................................... 6-21

7. Intergovernmental Cooperation............................................................................................. 7-1
7.1 Introduction ................................................................................................................ .7 - 1
7.2 Inventory of Existing Agreements and Relationships with Other Governmental Units ......................................................................................................................... 7-3
7.3 Intergovernmental Opportunities, Conflicts, and Resolutions ................................... 7-5
7.4 Boundary Agreements and Provision of Services ...................................................... 7-9
7.5 Intergovernmental Cooperation Goals and Objectives............................................. 7-10
7.6 Intergovernmental Cooperation Policies and Recommendations............................. 7-11
7.7 Intergovernmental Cooperation Programs................................................................ 7-12

8. Land Use.................................................................................................................... ............ 8-1
8.1 Introduction ............................................................................................................... .8 - 1
8.2 Existing Land Use ...................................................................................................... 8-1
8.3 Supply, Demand, and Price Trends ............................................................................ 8-7
8.4 Existing and Potential Land Use Conflicts .................................................................... 8-7
8.5 Projected Supply and Demand of Land Uses over Planning Period ......................... 8-8
8.6 Future Land Use ....................................................................................................... 8-13
8.7 Municipal Border “Buffer” Planning................................................................. 8-25
8.8 Smart Growth Areas ................................................................................................. 8-27
8.9 Land Use Goals and Objectives................................................................................ 8-29
8.10 Land Use Policies and Recommendations................................................................ 8-30
8.11 Land Use Programs .................................................................................................. 8-30

9. Implementation.............................................................................................................. ........ 9-1
9.1 Introduction ............................................................................................................... .9 - 1
9.2 Local Action Plan ....................................................................................................... 9-2
9.3 Regulatory Land Use Management Tools .......................................................... 9-4
9.4 Non-Regulatory Land Use Management Tools..................................................... 9-18
9.5 Integration and Consistency of Planning Elements................................................. 9-20
9.6 Mechanism to Measure Progress.............................................................................. 9-21
9.7 Comprehensive Plan Amendments and Updates.................................................. 9-21
9.8 Implementation Goals and Objectives.................................................................... 9-22
9.9 Implementation Policies and Recommendations..................................................... 9-22
9.10 Implementation Programs......................................................................................... 9-23

Tables

| Table 2-1 | Population Counts, Calumet County, 1970-2000 | 2-3 |
| Table 2-2 | Population Change, Calumet County, 1970-2000 | 2-4 |
| Table 2-3 | Population Estimates, Calumet County, 2000-2004 | 2-5 |
| Table 2-4 | Population by Age Cohort, Calumet County, 2000 | 2-7 |
| Table 2-5 | WDOA Population Forecasts, Calumet County, 2000-2025 | 2-9 |
| Table 2-6 | Linear Population Forecast, Calumet County, 2000-2030 | 2-10 |
| Table 2-7 | ECWRPC Population Forecasts, Calumet County, 2005-2030 | 2-11 |
Table 2-8 Housing Units, Calumet County, 1990-2000 ................................................................. 2-13
Table 2-9 Housing Occupancy and Tenure, Calumet County, 1990 and 2000 ............................... 2-14
Table 2-10 Housing Occupancy and Tenure, City of New Holstein, 1990 and 2000 ...................... 2-14
Table 2-11 Units in Structure, Calumet County, 2000 ............................................................... 2-15
Table 2-12 Year Structures Were Built, Calumet County, 2000 ................................................ 2-16
Table 2-13 Housing Values, Calumet County, 2000 ..................................................................... 2-17
Table 2-14 Persons Per Household, Calumet County, 1990 and 2000 ......................................... 2-18
Table 2-15 Linear Trends Housing Unit Projection, Calumet County, 2000-2030 .......................... 2-19
Table 2-16 Building Permit Forecast, Calumet County Municipalities, 2000-2030 .................... 2-20
Table 2-17 ECWRPC Household Forecast A, Calumet County, 2005-2030 ............................... 2-21
Table 2-18 ECWRPC Household Forecast B, Calumet County, 2005-2030 ............................... 2-22
Table 2-19 WDOA Household Forecast, Calumet County, 2000-2025 ................................. 2-23
Table 3-1 Miles of Road by Municipality, Calumet County, 2004 ............................................... 3-2
Table 3-2 Miles of Roads by Functional Classification, City of New Holstein, 2006 ..................... 3-4
Table 3-3 Annual Average Daily Traffic Counts, City of New Holstein, 1997-2004 ..................... 3-4
Table 3-4 Railroad Miles, Calumet County, 2004 ....................................................................... 3-9
Table 6-1 Civilian Labor Force Annual Averages, Calumet County and Wisconsin, 1999-2002 ................................................................................................................. 6-2
Table 6-2 Educational Attainment of Persons Age 25 and Over, Calumet County and City of New Holstein, 2000 ................................................................................................................. 6-3
Table 6-3 Travel Time to Work, Calumet County and Wisconsin, 2000 ......................................... 6-4
Table 6-4 Household Income, Calumet County and Wisconsin, 2000 .......................................... 6-5
Table 6-5 Employment by Industry, City of New Holstein, Calumet County, and Wisconsin, 2000 ............................................................................................................................... 6-6
Table 6-6 Employment by Occupation, City of New Holstein, Calumet County, and Wisconsin, 2000 ............................................................................................................................... 6-7
Table 6-7 Average Annual Wage by Industry, Calumet County, 2002 ........................................... 6-8
Table 6-8 Commuting Patterns, Calumet County, 2000 ................................................................. 6-9
Table 8-1 Existing Land Use, City of New Holstein, 2004 .............................................................. 8-3
Table 8-2 Equalized Valuation, City of New Holstein, 2001-2005 .............................................. 8-7
Table 8-3 Projected Land Use Demand (acres), City of New Holstein, 2000-2025 ..................... 8-9
Table 8-3 Future Land Use, City of New Holstein, 2006 ............................................................... 8-20

Figures

Figure 2-1 Percentage of Total Population by Age Cohort, Calumet County, 1990-2000 .............. 2-6
Figure 2-2 Comparative Population Forecast, City of New Holstein, 2005-2030 .................... 2-12
Figure 8-1 Existing Land Use, City of New Holstein, 2004 .......................................................... 8-4
Figure 8-2 Future Land Use, City of New Holstein, 2006 ............................................................ 8-21
Maps

Map 1-1 Regional Setting ............................................................................................................. 1-7
Map 3-1 Existing Transportation System .................................................................................. 3-5
Map 4-1 Utilities and Community Facilities .............................................................................. 4-5
Map 4-2 Proposed Transportation and Utilities and Community Facilities ......................... 4-17
Map 5-1 Soils .......................................................................................................................... 5-3
Map 5-2 Environmental and Water Features .......................................................................... 5-9
Map 5-3 Natural Features ....................................................................................................... 5-13
Map 5-4 Historical and Cultural Features ............................................................................. 5-19
Map 6-1 Economic Development, TIF ................................................................................... 6-15
Map 8-1 Existing Land Use ................................................................................................... 8-5
Map 8-2 Natural Resource Management .............................................................................. 8-11
Map 8-3 Future Land Use ...................................................................................................... 8-23
Map 9-1 Existing Zoning and Land Use Regulations ............................................................... 9-9
1. **Issues and Opportunities**

1.1 **Introduction**

The *City of New Holstein Year 2030 Comprehensive Plan* will guide the future of the City of New Holstein for the next 25 years. This document meets the requirements of Wisconsin’s Comprehensive Planning Legislation, Wisconsin Statutes 66.1001.

Development of the *City of New Holstein Comprehensive Plan* was in response to the passage of Wisconsin’s comprehensive planning legislation (Statute 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 local land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, subdivision/land division, shoreland/floodplain, and official mapping decisions in accordance with that community’s comprehensive plan.

A community is often motivated to plan by the issues it must address and the opportunities it wishes to pursue. In addition, a community must react to local, regional, state, and national trends that influence development patterns and service levels.

However, a community is more than the borders which encompass it as a part of the region, state, and nation. A community is defined by its past, present, and future, as well as the people who live and work there, the houses and businesses, and the parks and natural features. Change is the one certainty that visits all places, regardless of location, and no community is immune to its affects. How a community changes, how change is perceived, and how change is managed all have a direct impact on the community. An understanding of the history, combined with a vision of the community’s future is fundamental to making sound decisions. Hence, the foundation of comprehensive planning follows the premise of balance among the past (how we got here), the present (what we have here), and the future (what do we want here).

The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, demographic information, trends and forecasts, and the overall goals of the comprehensive plan.

A more detailed assessment of specific issues and opportunities relative to each plan element for the City of New Holstein is discussed within the respective plan element.
Introduction to the City of New Holstein

The City of New Holstein is located in the southeastern portion of Calumet County seven miles southeast of Chilton and four miles northwest of Kiel. STH 32/57 is the main traffic artery through the city, linking Green Bay, 45 miles to the north, and Milwaukee, 70 miles to the south (City of New Holstein Open Space and Recreation Plan, 2005).

The city has a commercial district in the center of the community which consists primarily of family owned businesses. Larger industrial businesses are located on the periphery of the community. There is a wide variety of residential options for residents of the city and parks and recreational opportunities are located throughout the community.

There are a wide variety of community activities and events including recreational sports leagues, holiday celebrations, the Wings and Wheels fly-in/car show, ice cream socials and cookouts, craft shows and senior citizens events.

City of New Holstein Issues and Opportunities

At the first meeting of this planning process, the city identified issues and opportunities for the community over the planning period. These issues and opportunities were addressed throughout the planning process and have been utilized to create goals and objectives. Following are the issues and opportunities identified by the city.

1. Tax Incremental Finance (TIF) development is needed. There is a desire to attract new development to the TIF districts. Currently, New Holstein has two TIF districts. TIF 1 was created in 1994 and is partially empty. TIF 2, created in 2000, is currently inactive.

2. Ordinances exist that encourage maintenance of both residential and commercial properties. The City needs to be vigilant with enforcement of those ordinances.

3. There is a lack of a visible business district. A goal is to refine the downtown area and develop a core business area.

4. The City of New Holstein would like to manage mixed use commercial and residential development.

5. There was mention of the fact that occupancy rates are higher for single-family housing versus duplex housing. There are more duplexes available for rent than single-family housing.
6. There is a parking shortage in the downtown area. There is a need to address design standards, commercial areas, and possible shared areas.

7. There are current needs within the community for certain business types (including a pharmacy). There is a desire to continue working on building relationships with current and new businesses and looking at how to fill the empty properties with viable businesses. The Economic Development Committee can work with the county to identify new opportunities.

8. There is a desire to preserve traditional housing stock. One option to encourage that includes utilizing a loan and grant program through county or community development block grant money as Chilton has done.

9. There is one main state highway through New Holstein which also functions as the "Main Street". Given that situation, there are concerns about how that can impact growth and how growth can be managed.

10. New Holstein currently has a lack of available residential housing areas.

11. Primary growth areas are located to the south.

12. There is a desire and already action towards creating a "central park" area.

13. There is a need to protect land to the south of the current city boundary for residential development.

14. Land management is important for all land adjacent to the city.

15. New Holstein has the only airport in the county within its boundaries. With county coordination there is a possibility to promote the airport. This would include marketing it to other communities and creating a regional transportation "hub".

16. There is a need to protect land west of the airport. Possible compatible uses in that area include light industrial.

17. The City of New Holstein is surrounded by the Town of New Holstein. That can create possible tension as the city works to establish development coordination.

1.2 Calumet County Planning Process

Phase I, Plan for Planning

During the summer of 2003, Calumet County facilitated a “Plan for Planning” process with local communities to identify needs and desires of a planning process. The process was intended to determine:
- The work effort needed to develop a county comprehensive plan in conformance with Wisconsin’s Comprehensive Planning legislation.

- The resources, both internal and external, that could contribute to the planning effort.

- An efficient and coordinated planning process between Calumet County and its communities;

- How the document and maps should be built.

- The committee structure to direct the comprehensive planning process.

- Staff and consultant workloads and responsibilities.

- Comprehensive Plan development costs and the number of participating communities.

This process resulted in the submission of a Wisconsin Department of Administration (WDOA) Comprehensive Planning Grant on November 1, 2003. In February of 2004, the county was informed by the state that Calumet County and its participating communities were awarded $248,000 to develop a comprehensive plan.

**Phase II, Plan Development**

Development of the *Calumet County Year 2025 Comprehensive Plan* was in response to the passage of Wisconsin’s comprehensive planning legislation (Statute 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 local land use decisions. As of January 1, 2010, any municipality that “affects land use” through regulation, such as zoning, land division or subdivision ordinances, or official mapping must make its decisions in accordance with that community’s comprehensive plan. Calumet County falls under this requirement because it administers a variety of ordinances. Therefore, according to the legislation, Calumet County is required to develop a countywide plan to meet the conditions of the legislation.

Incorporated community comprehensive plans are part of the county plan. However, a city or village plan is adopted separately and has autonomous authority for regulation and administration within its respective border. While the comprehensive planning law encourages coordinated planning between jurisdictions, it does not require consistency between plans. Accordingly, it is possible that a city or village preferred land use map may conflict with the plan of a neighboring city.

**Participating Communities**

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<th>Cities</th>
<th>Villages</th>
<th>Towns</th>
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<td>Chilton</td>
<td>Hilbert</td>
<td>Brothertown</td>
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<td>Menasha</td>
<td>Potter</td>
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town and that each respective plan will portray this difference. The state comprehensive planning law does not change the basic authorities or relationships between counties and towns in adoption or administration of plans or zoning.

The remaining six communities in the county have either adopted or are nearing completion of a plan. Due to the proposed integration of the existing plans and 100% participation of communities without plans, the county planning process will provide the framework for both county and local plan development. The county process will also try to develop consistency between county and local plans through integrated decision making and coordination of ideas, policies, and plan recommendations.

1.3 Comprehensive Plan Development Process

Public Participation

The Wisconsin comprehensive planning legislation (s. 66.1001) 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. In every stage of the preparation of a comprehensive plan, the procedures must include open discussion, communication programs, information services, and public meetings for which advance notice has been provided. In addition, the participation procedures must provide for wide distribution of proposed drafts, alternatives, and amendments of the comprehensive plan. The public participation procedures should address how members of the public can send written comments on the plan to the governing body and how the governing body will respond.

The City of New Holstein has complied with all public participation requirements as detailed in Wisconsin Statutes 66.1001 by adopting and initiating a public participation plan. The City of New Holstein adopted a public participation plan on January 21, 2004.

Local Meetings

The majority of meetings for this plan were held with the New Holstein Plan Commission. Consultant-led meetings were held on January 26, February 24, March 31, May 26, June 23, July 28, September 22, 2005, and June 22, 2006. Community-led meetings were held on October 27, 2005, July 11, 2006; and August 28, 2007. Elements of the local plan chapters, as well as the preferred future land use map, were developed at these meetings.

A public information meeting specifically relating to this document was held on October 26, 2005. At this meeting there was a review of the comprehensive planning process for both the county and local level. This included a review of local existing conditions followed by a discussion of issues and opportunities, goals and objectives, policies, recommendations, and preferred future land use.

An additional meeting was held on June 11, 2006 which included the City’s Plan Commission, representatives from the Town of New Holstein, and a representative from the Calumet County Planning Department. The purpose of this meeting was to discuss preferred land use maps for each community as well as buffer planning for the border of the city and town.
On 28 August, 2007 the City Council unanimously passed a resolution authorizing distribution of the City of New Holstein Year 2030 Recommended Comprehensive Plan and recommending adoption of the document. A presentation of the plan including issues and opportunities, goals and objectives, and key policies and timelines was made to the City Council on October 17, 2007.

The public hearing for the City of New Holstein Year 2030 Recommended Comprehensive Plan was held on November 13, 2007. Public comment was taken at the hearing and was also allowed to be submitted in writing until November 30, 2007. There was one comment recorded as part of the public record. The comment was of a positive nature and stated that the document as presented was sound and would be able to guide the community as it grows and changes during the planning period. The document was then adopted by ordinance in December 2007.

Minutes of all of these meetings are on record with the City of New Holstein.
Map 1-1 Regional Setting
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1.4 State Comprehensive Planning Goals

Wisconsin’s comprehensive planning law (Smart Growth) established 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure, and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were considered throughout the planning process.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

2. Encourage neighborhood designs that support a range of transportation choices.

3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.

4. Protect economically productive areas, including farmland and forests.

5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.

6. Preserve cultural, historic, and archaeological sites.

7. Encourage coordination and cooperation among nearby units of government.

8. Build community identity by revitalizing main streets and enforcing design standards.

9. Provide an adequate supply of affordable housing for all income levels throughout each community.

10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.

12. Balance individual property rights with community interests and goals.

13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and meets the needs of all citizens including transit-dependent and disabled.

### 1.5 City of New Holstein Planning Goals

This section contains the goals for each of the nine elements as described and required by Wisconsin’s comprehensive planning law. Goals, objectives, policies, and programs will also be included within each of the respective planning elements. The following goals were developed by the City of New Holstein to guide and focus the planning process. Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They address key issues, opportunities, and problems that affect the community.

**Issues and Opportunities**

**Goal:** Balance individual property rights with community interest and goals.

**Housing**

**Goal:** Maintain an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.

**Goal:** Provide for housing development that maintains the attractiveness and characteristics of the community.

**Goal:** Support the maintenance and rehabilitation of the city’s existing housing stock.

**Transportation**

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

**Goal:** Support the development and use of multiple modes of transportation.

**Utilities and Community Facilities**

**Goal:** Provide high quality and cost effective community facilities and services that meet existing and projected future needs.
**Goal:** Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.

**Goal:** Promote stormwater management practices in order to reduce personal and public property damage and to protect water quality.

**Goal:** Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.

**Goal:** Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

**Goal:** Maintain and enhance recreational opportunities in the community.

**Goal:** Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

**Goal:** Encourage improved access to health care facilities and child care.

**Goal:** Provide a level of police, fire, and emergency services that meets present and future needs.

**Goal:** Promote quality schools and access to educational opportunities.

**Agricultural, Natural, and Cultural Resources**

**Goal:** Support the agricultural resources of the county and the region.

**Goal:** Maintain, preserve, and enhance the city’s natural resources.

**Goal:** Ensure the quality, safety, and quantity of groundwater to meet the community’s present and future water supply needs.

**Goal:** Maintain and restore the environmental integrity of surface waters.

**Goal:** Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

**Goal:** Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

**Goal:** Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.
Goal: Support the organizational growth of economic development programs in the community and region.

Goal: Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.

Goal: Promote the retention and expansion of existing businesses.

Goal: Promote entrepreneurial development and new business attraction efforts.

Goal: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Goal: Support opportunities to increase and diversify the community’s tax base.

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Goal: Provide for a compatible mix of land uses within the city.

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

1.6 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the City of New Holstein.
**Goal:** Balance individual property rights with community interest and goals.

**Objectives**

1. Utilize the city’s comprehensive plan as a tool to guide city decision making.

2. Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.

**1.7 Issues and Opportunities Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. Public participation shall be required throughout all stages of comprehensive plan development, amendment, and implementation.

2. The comprehensive plan shall be updated to maintain consistency with state comprehensive planning requirements.

3. Community policies, ordinances, and decisions regarding land use shall be made in conformance with the comprehensive plan to the fullest extent.

4. Public participation shall be required prior to the development and/or amendment to any plans, ordinances, or programs.

5. The existing road network and public facilities/services will be utilized to accommodate new development to the maximum extent possible.

6. The comprehensive plan will be referred to and/or utilized for all future development, planning, or implementation decisions within the community.

7. Innovative planning or related land use initiatives or ideas will be given full consideration for use within the community.

8. The comprehensive plan will be assessed annually for compliance with Wisconsin comprehensive planning statutes.

9. All community policies and actions will be evaluated for compliance with the comprehensive plan.
10. All future city policies, actions, and programs will be developed and implemented in a manner that is consistent and accommodating to the goals and objectives identified within the comprehensive plan.

11. Future community issues, trends, opportunities, and conflicts that were not included within the comprehensive plan will be thoroughly assessed and amended to the plan as necessary.

12. Adequate funding and staffing shall be maintained to properly administer community programs (i.e., permits, land use controls, etc.).

13. Establish community focal points which include historic and cultural locations, such as park, school, historic downtown, etc., where citizens feel safe and comfortable. These focal points should be identified as gathering locations throughout the community.

14. The city intends to coordinate capital improvements with the recommendations presented in the city’s comprehensive plan.

1.8 Issues and Opportunities Programs

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

AB608, Wisconsin Act 233 – Clarification of Smart Growth Law

This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions that must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands. The bill also iterates that a Regional Planning Commission’s comprehensive plan is only advisory in its applicability to a political subdivision (a city, village, town, or county), and a political subdivision’s comprehensive plan.

Wisconsin Department of Administration, Demographic Services Center

The Demographic Services Center’s primary responsibility 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 its web-site at www.doa.state.wi.us.
2. **Population and Housing**

2.1 **Introduction**

Housing is very important for Wisconsin and its communities. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense a pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Housing is also a function of population. Housing demand, type of housing desired, and housing prices are driven by the population found in an area. Therefore, housing characteristics and an evaluation of population are provided in the same planning element.

Wisconsin’s comprehensive planning law requires that a comprehensive plan include a housing element and provide demographic information. The comprehensive planning process also necessitates that each community analyze the impact of local, state, and federal policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing needs expected over a 20-year planning horizon.

There are a number of benefits that can be realized by developing a housing element and analyzing demographics:

- The process of developing the housing element encourages citizens to start thinking and talking about local housing concerns.

- The data collection and analysis can increase understanding of the local housing situation and who lives in the community.

- The data allow for an understanding of future trends and how the community can prepare for change.

- More influence over the nature of future housing development can be attained.

- It increases the chances that housing decisions are coordinated with decisions regarding other comprehensive plan elements such as the land use, transportation, economic development, utilities and community facilities, and agricultural, natural, and cultural resources elements.
- It can bring together a diverse range of groups, agencies, and citizens that otherwise may not work together.

- It provides the chance to consider the community’s housing concerns in relation to those of adjacent communities.

More detailed and specific information about the City of New Holstein’s housing stock and patterns, demographics, and future trends.

**United States Census 2000**

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Census Bureau. There were four primary methodologies for data collection employed by the Census in 2000, STF-1 through STF-4. STF-1 data were collected through a household-by-household census and represent responses from every household within the country. STF-2 data are similar to STF-1, however, data are available to the census tract level for limited information meeting an established population threshold. 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 this sample data are indicated as STF-3 and STF-4 data.

Throughout this report, data from the U.S. Census will be designated as STF-1 or 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 Population

**Population Counts**

Population change is the primary component in tracking growth as well as predicting future population trends. Population characteristics influence future economic development and relate directly to demands on community services, housing, education, utilities, social services, and recreational facility needs.

Tables 2-1 and 2-2 display the population trends of local communities, Calumet County, and the State of Wisconsin from 1970 to 2000.
## Table 2-1

**Population Counts, Calumet County, 1970-2000**

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<td>1,409</td>
<td>1,404</td>
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<td>1,079</td>
<td>1,090</td>
<td>875</td>
<td>789</td>
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<td>1,116</td>
<td>1,120</td>
<td>998</td>
<td>1,130</td>
</tr>
<tr>
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<td>3,260</td>
<td>3,541</td>
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<td>1,527</td>
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<td>1,243</td>
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<td>896</td>
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<td>2,848</td>
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<td>C. Menasha*</td>
<td>14,836</td>
<td>14,728</td>
<td>14,711</td>
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</tr>
<tr>
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<td>4,891,769</td>
<td>5,363,690</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality.
Table 2-2
Population Change, Calumet County, 1970-2000

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
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<th></th>
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<th></th>
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<td>1.3%</td>
</tr>
<tr>
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<tr>
<td>V. Hilbert</td>
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<td>0</td>
<td>0.0%</td>
<td>252</td>
<td>NA</td>
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<tr>
<td>V. Sherwood</td>
<td>22</td>
<td>6.3%</td>
<td>465</td>
<td>125.0%</td>
<td>713</td>
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<td>12.1%</td>
<td>67</td>
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<td>2,536</td>
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<td>6,782</td>
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<td>4,392</td>
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<td>540</td>
<td>18.6%</td>
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<td>-41</td>
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<td>471,921</td>
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<td>945,959</td>
<td>21.4%</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided is for the entire municipality.

The City of New Holstein experienced rather significant population growth in the 1970’s and then experienced population declines in the 1980’s and 1990’s. Overall, the city has experienced a population increase of 289 persons from 1970 to 2000.

Population Estimates

Every year the Wisconsin Department of Administration (WDOA), Demographic Services Center develops population estimates for every municipality and county in the state. Table 2-3 displays year 2000 Census counts and the 2004 population estimates for Calumet County and its municipalities. Population estimates should be utilized as the official source for population information, except when Census population counts for a given year are available.
Table 2-3
Population Estimates, Calumet County, 2000-2004

<table>
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<td>-0.9%</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>1,130</td>
<td>1,146</td>
<td>16</td>
<td>1.4%</td>
</tr>
<tr>
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<td>5,756</td>
<td>7,917</td>
<td>2,161</td>
<td>37.5%</td>
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<td>1,457</td>
<td>1,512</td>
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<td>3.8%</td>
</tr>
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<td>T. Rantoul</td>
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<td>826</td>
<td>14</td>
<td>1.7%</td>
</tr>
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<td>1,383</td>
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<td>3,450</td>
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<td>16,331</td>
<td>16,779</td>
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<td>Calumet County</td>
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<td>44,361</td>
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<td>5,363,690</td>
<td>5,532,955</td>
<td>169,265</td>
<td>3.2%</td>
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</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality.

The City of New Holstein experienced a slight population increase from 2000 to 2004 of 12 persons or 0.4%. When compared to other communities in the county, this population increase is rather low. The 2006 population count of 3,335 for the City of New Holstein was an increase of 1% since 2000.

Population by Age Cohort

The population age structure affects a variety of services and needs within a community. Incorporated communities can vary significantly in the age distribution of their residents as compared to unincorporated towns due to the services offered in a more urban area. Services are driven by demand, and a community will typically provide services and facilities to meet the needs of the given population. As an example, people of retirement age may need more access to health care and transportation services, which are typically offered in urban areas. People raising families will require schools, and schools are constructed where population drives service demands.
This social dynamic of a community’s age structure has evolved into a significant trend throughout the country and is evident in Wisconsin and also Calumet County. The baby-boomer generation, which is a large segment of the overall population, is nearing retirement age. Service demands will result from the age distribution. How a community serves the population demands created by the age distribution is as much a factor in defining community character as the location of the community itself. It will become increasingly important to anticipate potential service demands created from the population shift. Figure 2-1 displays population cohorts by the percentage of the total population for 1990 and 2000 in Calumet County.

**Figure 2-1**

**Percentage of Total Population by Age Cohort, Calumet County, 1990-2000**

Figure 2-1 charts the shifting of the population to older age groups over the 10 year period shown. In 1990, 14.9% of the population was in the 35 to 44 age group, but in 2000 this same group accounted for 18.3% of the population. A similar trend was found for the 45 to 54 age group. Both age groups have employment demands, are raising families, and are building new homes, which have substantial impact on community facilities, housing, economic development, and land use. Relative to persons 60 and older, the total number of people of retirement age is growing significantly, yet is less as a percentage of the total when compared statistically to the other age categories.

Table 2-4 displays population by age cohort for all communities in Calumet County for 2000.
By reviewing the median ages provided in Table 2-4, it is evident that the age structure from one community to the next is somewhat different, requiring each community to consider the services and needs of its population differently.

Overall, the population of Calumet County as well as New Holstein does appear to be getting older. This shift indicates an aging of the population base and perhaps an in-migration increase due to high quality of life accompanied by geographic access advantages to employment in the Fox Valley.

2.3 Population Trends and Forecasts

Population forecasts are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Forecasts are therefore most accurate in periods of relative socio-economic and cultural stability. Forecasts should be considered as one of many tools used to help anticipate and predict future needs within the community.
Wisconsin Department of Administration (WDOA) Population Forecasts

The Wisconsin Department of Administration (WDOA), Demographic Services Center develops population forecasts for the State of Wisconsin in accordance with Wisconsin Statute 16.96. Forecasts created by WDOA are deemed the official determinations for the state. WDOA forecasts to the year 2030, for the State of Wisconsin, reveal several important trends that should be noted. These trends are anticipated at the state level, and will therefore have effects on county level and local population characteristics as well.

- Wisconsin’s population in 2030 is projected to be 6.35 million, nearly one million more than the 2000 census count of 5.36 million.

- The working age population – ages 18 through 64 – will peak in 2015 at 3.67 million and decline slightly by 2030 to 3.60 million (but still be 300,000 above the 2000 census count).

- The volume of deaths will increase substantially due to the aging population.

- The 65-plus population will increase slowly up to 2010, and then grow dramatically as the Baby Boomers join the ranks of the elderly. Senior citizens formed 13% of the state’s total population in 2000. Their proportion will rise to 21% in 2030.

Table 2-5 displays the WDOA population forecasts for Calumet County to the year 2025.
According to the WDOA forecast, the City of New Holstein is estimated to experience a decline in population of 86 persons or -2.6% from 2000 to 2025.

**Linear Trend Population Forecasts**

Linear forecasts were created by using the 1970, 1980, 1990, and 2000 census counts. Increasing and decreasing population counts were used to calculate a constant value that was based on past census counts. These constant values were used to project the population to the year 2030 using a linear trend. Therefore, linear trends are based directly on historical population trends. Table 2-6 displays the resulting linear trends from the 2000 census count to the estimated 2030 projection.

In general, the linear forecasts that are provided are more conservative than the WDOA forecasts provided in the previous section.

---

**Table 2-5**

<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>1,438</td>
<td>1,529</td>
<td>1,609</td>
<td>1,682</td>
<td>1,759</td>
<td>1,829</td>
<td>391</td>
<td>27.2%</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>1,404</td>
<td>1,403</td>
<td>1,392</td>
<td>1,376</td>
<td>1,366</td>
<td>1,351</td>
<td>-53</td>
<td>-3.8%</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>789</td>
<td>764</td>
<td>734</td>
<td>702</td>
<td>673</td>
<td>642</td>
<td>-147</td>
<td>-18.6%</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>1,130</td>
<td>1,140</td>
<td>1,142</td>
<td>1,140</td>
<td>1,141</td>
<td>1,139</td>
<td>9</td>
<td>0.8%</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>5,756</td>
<td>7,375</td>
<td>8,941</td>
<td>10,445</td>
<td>11,954</td>
<td>13,396</td>
<td>7,640</td>
<td>132.7%</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>1,457</td>
<td>1,501</td>
<td>1,536</td>
<td>1,566</td>
<td>1,599</td>
<td>1,627</td>
<td>170</td>
<td>11.7%</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>812</td>
<td>779</td>
<td>741</td>
<td>701</td>
<td>664</td>
<td>626</td>
<td>-186</td>
<td>-22.9%</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>1,383</td>
<td>1,426</td>
<td>1,460</td>
<td>1,487</td>
<td>1,519</td>
<td>1,545</td>
<td>162</td>
<td>11.7%</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>993</td>
<td>959</td>
<td>919</td>
<td>877</td>
<td>839</td>
<td>799</td>
<td>-194</td>
<td>-19.5%</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>1,089</td>
<td>1,062</td>
<td>1,028</td>
<td>990</td>
<td>956</td>
<td>920</td>
<td>-169</td>
<td>-15.5%</td>
</tr>
<tr>
<td>V. Potter</td>
<td>252</td>
<td>271</td>
<td>288</td>
<td>303</td>
<td>320</td>
<td>335</td>
<td>83</td>
<td>32.9%</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>1,550</td>
<td>1,990</td>
<td>2,413</td>
<td>2,818</td>
<td>3,225</td>
<td>3,614</td>
<td>2,064</td>
<td>133.2%</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>649</td>
<td>671</td>
<td>687</td>
<td>701</td>
<td>717</td>
<td>731</td>
<td>82</td>
<td>12.6%</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>70,087</td>
<td>73,022</td>
<td>75,670</td>
<td>78,237</td>
<td>80,874</td>
<td>83,214</td>
<td>13,127</td>
<td>18.7%</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>2,937</td>
<td>2,979</td>
<td>3,000</td>
<td>3,010</td>
<td>3,030</td>
<td>3,039</td>
<td>102</td>
<td>3.5%</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>3,708</td>
<td>3,881</td>
<td>4,025</td>
<td>4,153</td>
<td>4,292</td>
<td>4,414</td>
<td>706</td>
<td>19.0%</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>3,450</td>
<td>3,635</td>
<td>3,812</td>
<td>3,990</td>
<td>4,173</td>
<td>4,317</td>
<td>867</td>
<td>25.1%</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>16,331</td>
<td>16,547</td>
<td>16,706</td>
<td>16,873</td>
<td>17,103</td>
<td>17,412</td>
<td>1,081</td>
<td>6.6%</td>
</tr>
<tr>
<td>Calumet County</td>
<td>40,631</td>
<td>44,182</td>
<td>47,398</td>
<td>50,381</td>
<td>53,473</td>
<td>56,336</td>
<td>15,705</td>
<td>38.7%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>5,363,690</td>
<td>5,563,896</td>
<td>5,751,470</td>
<td>5,931,386</td>
<td>6,110,878</td>
<td>6,274,867</td>
<td>911,177</td>
<td>17.0%</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality.

Table 2-6
Linear Population Forecast, Calumet County, 2000-2030

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>1,438</td>
<td>1,432</td>
<td>1,426</td>
<td>1,449</td>
<td>1,471</td>
<td>1,494</td>
<td>1,516</td>
<td>78</td>
<td>5.4%</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>1,404</td>
<td>1,401</td>
<td>1,399</td>
<td>1,392</td>
<td>1,385</td>
<td>1,379</td>
<td>1,372</td>
<td>-32</td>
<td>-2.3%</td>
</tr>
<tr>
<td>T. Charles town</td>
<td>789</td>
<td>738</td>
<td>687</td>
<td>633</td>
<td>579</td>
<td>524</td>
<td>470</td>
<td>-319</td>
<td>-40.4%</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>1,130</td>
<td>1,101</td>
<td>1,071</td>
<td>1,067</td>
<td>1,063</td>
<td>1,059</td>
<td>1,055</td>
<td>-75</td>
<td>-6.6%</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>5,756</td>
<td>5,740</td>
<td>5,724</td>
<td>6,081</td>
<td>6,438</td>
<td>6,795</td>
<td>7,152</td>
<td>1,396</td>
<td>24.3%</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>1,457</td>
<td>1,430</td>
<td>1,404</td>
<td>1,389</td>
<td>1,375</td>
<td>1,360</td>
<td>1,346</td>
<td>-111</td>
<td>-7.6%</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>812</td>
<td>725</td>
<td>638</td>
<td>559</td>
<td>480</td>
<td>401</td>
<td>322</td>
<td>-490</td>
<td>-60.4%</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>1,383</td>
<td>1,391</td>
<td>1,399</td>
<td>1,417</td>
<td>1,435</td>
<td>1,453</td>
<td>1,472</td>
<td>89</td>
<td>6.4%</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>993</td>
<td>959</td>
<td>925</td>
<td>888</td>
<td>852</td>
<td>815</td>
<td>779</td>
<td>-214</td>
<td>-21.6%</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>1,089</td>
<td>1,168</td>
<td>1,247</td>
<td>1,277</td>
<td>1,308</td>
<td>1,339</td>
<td>1,369</td>
<td>280</td>
<td>25.7%</td>
</tr>
<tr>
<td>V. Potter</td>
<td>252</td>
<td>315</td>
<td>378</td>
<td>428</td>
<td>479</td>
<td>529</td>
<td>580</td>
<td>328</td>
<td>130.0%</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>1,550</td>
<td>1,672</td>
<td>1,794</td>
<td>1,997</td>
<td>2,200</td>
<td>2,403</td>
<td>2,607</td>
<td>1,057</td>
<td>68.2%</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>649</td>
<td>648</td>
<td>648</td>
<td>658</td>
<td>669</td>
<td>679</td>
<td>690</td>
<td>41</td>
<td>6.3%</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>70,087</td>
<td>72,417</td>
<td>74,746</td>
<td>77,142</td>
<td>79,537</td>
<td>81,933</td>
<td>84,328</td>
<td>14,241</td>
<td>20.3%</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>2,937</td>
<td>3,000</td>
<td>3,063</td>
<td>3,112</td>
<td>3,161</td>
<td>3,210</td>
<td>3,259</td>
<td>322</td>
<td>11.0%</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>3,708</td>
<td>3,761</td>
<td>3,813</td>
<td>3,928</td>
<td>4,044</td>
<td>4,159</td>
<td>4,275</td>
<td>567</td>
<td>15.3%</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>3,450</td>
<td>3,466</td>
<td>3,481</td>
<td>3,563</td>
<td>3,644</td>
<td>3,726</td>
<td>3,808</td>
<td>358</td>
<td>10.4%</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>16,331</td>
<td>16,300</td>
<td>16,269</td>
<td>16,492</td>
<td>16,715</td>
<td>16,939</td>
<td>17,162</td>
<td>831</td>
<td>5.1%</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>3,301</td>
<td>3,384</td>
<td>3,466</td>
<td>3,506</td>
<td>3,546</td>
<td>3,586</td>
<td>3,625</td>
<td>324</td>
<td>9.8%</td>
</tr>
<tr>
<td>Calumet County</td>
<td>40,631</td>
<td>42,303</td>
<td>43,975</td>
<td>46,100</td>
<td>48,225</td>
<td>50,350</td>
<td>52,476</td>
<td>11,845</td>
<td>29.2%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>5,363,690</td>
<td>5,482,200</td>
<td>5,600,709</td>
<td>5,751,909</td>
<td>5,903,109</td>
<td>6,054,310</td>
<td>6,205,510</td>
<td>841,820</td>
<td>15.7%</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality.

According to the linear population forecast, the City of New Holstein is estimated to experience a population increase of 324 persons or 9.8% from 2000 to 2030. Note that this forecast is based heavily on historic trends.

East Central Wisconsin Regional Planning Commission Forecasts

The East Central Wisconsin Regional Planning Commission (ECWRPC), which serves Calumet County, has also developed population forecasts for the region it serves. Table 2-7 displays the 2005 through 2030 forecasts provided by ECWRPC for Calumet County.
According to the ECWRPC forecast, the City of New Holstein is estimated to experience a population decrease of 782 persons or -22.1% from 2000 to 2030.

**Comparative Population Forecasts**

Figure 2-2 displays the three population projections for the City of New Holstein.
There are significant variations in the three forecasts provided for the city. Overall, the city should likely anticipate some level of growth during the planning period.

2.4 Housing Characteristics

Housing Supply

Table 2-8 details the number of housing units in Calumet County, its municipalities, and the State of Wisconsin.

The U.S. Bureau of the Census 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.
From 1990 to 2000 the City of New Holstein experienced a housing unit growth of 155 units, or 12.5%.

### Housing Occupancy and Tenure

Tables 2-9 and 2-10 display the occupancy and tenure characteristics of housing units for Calumet County and the City of New Holstein in 1990 and 2000.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>439</td>
<td>521</td>
<td>82</td>
<td>18.7%</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>594</td>
<td>627</td>
<td>33</td>
<td>5.6%</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>293</td>
<td>300</td>
<td>7</td>
<td>2.4%</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>312</td>
<td>371</td>
<td>59</td>
<td>18.9%</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>1,155</td>
<td>2,139</td>
<td>984</td>
<td>85.2%</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>466</td>
<td>558</td>
<td>92</td>
<td>19.7%</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>253</td>
<td>267</td>
<td>14</td>
<td>5.5%</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>575</td>
<td>614</td>
<td>39</td>
<td>6.8%</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>324</td>
<td>337</td>
<td>13</td>
<td>4.0%</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>475</td>
<td>458</td>
<td>-17</td>
<td>-3.6%</td>
</tr>
<tr>
<td>V. Potter</td>
<td>93</td>
<td>80</td>
<td>-13</td>
<td>-14.0%</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>325</td>
<td>593</td>
<td>268</td>
<td>82.5%</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>257</td>
<td>299</td>
<td>42</td>
<td>16.3%</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>25,528</td>
<td>27,736</td>
<td>2,208</td>
<td>8.6%</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>1,069</td>
<td>1,230</td>
<td>161</td>
<td>15.1%</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>1,287</td>
<td>1,606</td>
<td>319</td>
<td>24.8%</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>1,181</td>
<td>1,498</td>
<td>317</td>
<td>26.8%</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>6,168</td>
<td>7,271</td>
<td>1,103</td>
<td>17.9%</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>1,239</td>
<td>1,394</td>
<td>155</td>
<td>12.5%</td>
</tr>
<tr>
<td>Calumet County</td>
<td>12,465</td>
<td>15,758</td>
<td>3,293</td>
<td>26.4%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>2,055,774</td>
<td>2,321,144</td>
<td>265,370</td>
<td>12.9%</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality. Source: U.S. Bureau of the Census, STF-1, 1990-2000.
Table 2-9
Housing Occupancy and Tenure, Calumet County, 1990 and 2000

<table>
<thead>
<tr>
<th></th>
<th>Percent of</th>
<th>Percent of</th>
<th># Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total housing units</td>
<td>12,465</td>
<td>100.0%</td>
<td>15,758</td>
<td>100.0%</td>
</tr>
<tr>
<td>Occupied housing units</td>
<td>11,772</td>
<td>94.4%</td>
<td>14,910</td>
<td>94.6%</td>
</tr>
<tr>
<td>Owner-occupied</td>
<td>9,258</td>
<td>74.3%</td>
<td>11,994</td>
<td>76.1%</td>
</tr>
<tr>
<td>Renter-occupied</td>
<td>2,514</td>
<td>20.2%</td>
<td>2,916</td>
<td>18.5%</td>
</tr>
<tr>
<td>Vacant housing units</td>
<td>693</td>
<td>5.6%</td>
<td>848</td>
<td>5.4%</td>
</tr>
<tr>
<td>Seasonal units</td>
<td>311</td>
<td>2.5%</td>
<td>287</td>
<td>1.8%</td>
</tr>
</tbody>
</table>


Of the city’s total 155 housing units added between 1990 and 2000, 117 units were occupied units and 38 units were vacant. There was a rather significant increase in vacant housing units in the city during this period. Of the 117 occupied housing units added to the city’s housing stock, nearly half were owner-occupied units and half were renter-occupied units.

Units in Structure

Table 2-11 displays the number of units in structure for Calumet County and its municipalities in 2000.

Attached housing units are defined as one-unit structures which have one or more walls extending from ground to roof separating them from adjoining structures, for example, row houses. Detached housing units are 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 2-11
Units in Structure, Calumet County, 2000

<table>
<thead>
<tr>
<th>Municipality</th>
<th>1-unit detached</th>
<th>1-unit attached</th>
<th>2 units</th>
<th>3 or 4 units</th>
<th>5 to 9 units</th>
<th>10 to 19 units</th>
<th>20 or more units</th>
<th>Mobile home</th>
<th>Boat, RV, van, etc.</th>
<th>Total Units</th>
</tr>
</thead>
<tbody>
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<td>384</td>
<td>12</td>
<td>15</td>
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<td>0</td>
<td>0</td>
<td>0</td>
<td>105</td>
<td>0</td>
<td>518</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>518</td>
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<td>31</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>68</td>
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<td>626</td>
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<td>0</td>
<td>0</td>
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<td>0</td>
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<td>0</td>
<td>0</td>
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<td>119</td>
<td>57</td>
<td>0</td>
<td>9</td>
<td>51</td>
<td>0</td>
<td>18</td>
<td>0</td>
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</tr>
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<td>8</td>
<td>0</td>
<td>0</td>
<td>80</td>
<td>0</td>
<td>556</td>
</tr>
<tr>
<td>T. Rantoul</td>
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<td>0</td>
<td>2</td>
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<td>0</td>
<td>0</td>
<td>0</td>
<td>12</td>
<td>0</td>
<td>274</td>
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<tr>
<td>T. Stockbridge</td>
<td>573</td>
<td>5</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>29</td>
<td>2</td>
<td>609</td>
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<td>T. Woodville</td>
<td>307</td>
<td>0</td>
<td>4</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>27</td>
<td>0</td>
<td>338</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>269</td>
<td>7</td>
<td>27</td>
<td>12</td>
<td>35</td>
<td>15</td>
<td>0</td>
<td>98</td>
<td>0</td>
<td>463</td>
</tr>
<tr>
<td>V. Potter</td>
<td>46</td>
<td>0</td>
<td>9</td>
<td>7</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>64</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>504</td>
<td>32</td>
<td>16</td>
<td>9</td>
<td>12</td>
<td>4</td>
<td>12</td>
<td>2</td>
<td>0</td>
<td>591</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>256</td>
<td>11</td>
<td>13</td>
<td>2</td>
<td>1</td>
<td>17</td>
<td>0</td>
<td>5</td>
<td>0</td>
<td>305</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>18,740</td>
<td>1,076</td>
<td>2,873</td>
<td>901</td>
<td>1,326</td>
<td>1,028</td>
<td>1,609</td>
<td>122</td>
<td>0</td>
<td>27,675</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>844</td>
<td>29</td>
<td>102</td>
<td>46</td>
<td>49</td>
<td>49</td>
<td>46</td>
<td>68</td>
<td>0</td>
<td>1,233</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>1,008</td>
<td>34</td>
<td>267</td>
<td>42</td>
<td>136</td>
<td>55</td>
<td>54</td>
<td>6</td>
<td>0</td>
<td>1,602</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>934</td>
<td>55</td>
<td>229</td>
<td>90</td>
<td>43</td>
<td>23</td>
<td>39</td>
<td>72</td>
<td>0</td>
<td>1,485</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>4,201</td>
<td>205</td>
<td>984</td>
<td>250</td>
<td>559</td>
<td>276</td>
<td>650</td>
<td>227</td>
<td>0</td>
<td>7,352</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>1,010</td>
<td>50</td>
<td>128</td>
<td>60</td>
<td>74</td>
<td>61</td>
<td>24</td>
<td>2</td>
<td>0</td>
<td>1,409</td>
</tr>
<tr>
<td>Calumet County</td>
<td>11,988</td>
<td>479</td>
<td>998</td>
<td>243</td>
<td>631</td>
<td>540</td>
<td>197</td>
<td>680</td>
<td>2</td>
<td>15,758</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>1,531,612</td>
<td>77,795</td>
<td>190,889</td>
<td>91,047</td>
<td>106,680</td>
<td>75,456</td>
<td>143,497</td>
<td>101,465</td>
<td>2,703</td>
<td>2,321,144</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality.

Typical of most Wisconsin communities, the vast majority of housing units in the city are one-unit structures or single-family homes. The city also had a significant number of two-unit structures or duplexes according to the 2000 Census.

Age of Housing Units

The age of the housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. The age status may lead to a need for county or community housing assistance or redevelopment programs. Allowing for a newer housing supply also requires community planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other items that are affected by new housing development.

Table 2-12 describes the year that structures were built in Calumet County, its municipalities, and the State of Wisconsin based on the 2000 Census.
The City of New Holstein has a fairly old housing stock when compared to many other communities in Calumet County. The city had the greatest number of homes in its housing stock built prior to 1939.

Housing Value

Table 2-13 provides year 2000 housing values of specified owner-occupied units in Calumet County. 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. Census Bureau 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 was for sale.
Table 2-13
Housing Values, Calumet County, 2000

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Less than $50,000</th>
<th>$50,000 to $99,999</th>
<th>$99,999 to $149,999</th>
<th>$149,999 to $199,999</th>
<th>$199,999 to $299,999</th>
<th>$299,999 to $499,999</th>
<th>$499,999 to $999,999</th>
<th>$999,999 to $1,000,000 or more</th>
<th>Median (dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>6</td>
<td>105</td>
<td>82</td>
<td>25</td>
<td>6</td>
<td>6</td>
<td>2</td>
<td>1</td>
<td>$102,900</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>11</td>
<td>99</td>
<td>86</td>
<td>56</td>
<td>18</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>$111,600</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>17</td>
<td>47</td>
<td>83</td>
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<td>14</td>
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<td>$114,200</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>3</td>
<td>52</td>
<td>84</td>
<td>26</td>
<td>14</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>$119,600</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>2</td>
<td>185</td>
<td>741</td>
<td>460</td>
<td>201</td>
<td>48</td>
<td>21</td>
<td>0</td>
<td>$144,000</td>
</tr>
<tr>
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<td>79</td>
<td>89</td>
<td>55</td>
<td>24</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>$117,900</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>8</td>
<td>57</td>
<td>37</td>
<td>23</td>
<td>3</td>
<td>4</td>
<td>0</td>
<td>0</td>
<td>$101,200</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>13</td>
<td>89</td>
<td>133</td>
<td>45</td>
<td>21</td>
<td>7</td>
<td>4</td>
<td>0</td>
<td>$122,100</td>
</tr>
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<td>80</td>
<td>63</td>
<td>15</td>
<td>10</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>$102,200</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>6</td>
<td>158</td>
<td>70</td>
<td>5</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>$84,000</td>
</tr>
<tr>
<td>V. Potter</td>
<td>4</td>
<td>30</td>
<td>4</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>$82,300</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>4</td>
<td>80</td>
<td>117</td>
<td>133</td>
<td>92</td>
<td>23</td>
<td>10</td>
<td>3</td>
<td>$160,000</td>
</tr>
<tr>
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<td>115</td>
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<td>11</td>
<td>13</td>
<td>0</td>
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<td>$93,900</td>
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<td>265</td>
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<td>5,415</td>
<td>1,479</td>
<td>804</td>
<td>223</td>
<td>31</td>
<td>0</td>
<td>$97,900</td>
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<tr>
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<td>28</td>
<td>509</td>
<td>186</td>
<td>34</td>
<td>9</td>
<td>0</td>
<td>0</td>
<td>3</td>
<td>$86,900</td>
</tr>
<tr>
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<td>202</td>
<td>67</td>
<td>9</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>$84,900</td>
</tr>
<tr>
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<td>471</td>
<td>278</td>
<td>72</td>
<td>17</td>
<td>11</td>
<td>0</td>
<td>0</td>
<td>$95,700</td>
</tr>
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<td>149</td>
<td>2,357</td>
<td>820</td>
<td>271</td>
<td>97</td>
<td>35</td>
<td>21</td>
<td>7</td>
<td>$87,700</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>40</td>
<td>625</td>
<td>204</td>
<td>57</td>
<td>13</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>$85,700</td>
</tr>
<tr>
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<td>3,603</td>
<td>1,356</td>
<td>590</td>
<td>149</td>
<td>41</td>
<td>7</td>
<td>$109,300</td>
</tr>
<tr>
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<td>396,893</td>
<td>343,993</td>
<td>173,519</td>
<td>95,163</td>
<td>30,507</td>
<td>7,353</td>
<td>1,589</td>
<td>$112,200</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality.

The median housing value for the City of New Holstein was reported at $85,700 in 2000. The majority of the city’s homes were reported as being valued between $50,000 and $99,999.

Persons Per Household

Table 2-14 displays the number of persons per household for Calumet County in 1990 and 2000.
Table 2-14
Persons Per Household, Calumet County, 1990 and 2000

<table>
<thead>
<tr>
<th>Municipality</th>
<th>1990</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>3.04</td>
<td>2.87</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>3.08</td>
<td>2.68</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>3.06</td>
<td>2.71</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>3.28</td>
<td>3.09</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>3.02</td>
<td>2.88</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>3.07</td>
<td>2.70</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>3.59</td>
<td>3.22</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>3.01</td>
<td>2.73</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>3.47</td>
<td>2.98</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>2.59</td>
<td>2.53</td>
</tr>
<tr>
<td>V. Potter</td>
<td>2.77</td>
<td>2.86</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>2.76</td>
<td>2.71</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>2.69</td>
<td>2.45</td>
</tr>
<tr>
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<td>2.95</td>
<td>2.52</td>
</tr>
<tr>
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<td>2.75</td>
<td>2.53</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>2.53</td>
<td>2.35</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>2.98</td>
<td>2.42</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>3.04</td>
<td>2.35</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>2.63</td>
<td>2.36</td>
</tr>
<tr>
<td>Calumet County</td>
<td>2.89</td>
<td>2.70</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>2.61</td>
<td>2.50</td>
</tr>
</tbody>
</table>

*For 2000, data provided are for the entire municipality. For 1990, data provided are only for portion of municipality in Calumet County.

The City of New Holstein number of persons per household decreased from 2.63 in 1990 to 2.36 in 2000.

Community Based Residential Facilities (CBRF)

A Community Based Residential Facility (CBRF) is a home or apartment type setting where five or more unrelated adults live together. The goal of the CBRF is to assist individuals in achieving the highest level of independence of which they are capable. Different populations are targeted by the CBRF and some of these populations include elderly, Alzheimer's, emotionally and mentally disturbed, developmentally and physically disabled, and veterans. A CBRF is required to provide assistance with bathing, dressing, grooming, medication, community and in-house activities, information and referral services, health monitoring, and meals. They are not required to have professional nurses on duty 24 hours a day but do have staff available at all times.
CBRF facilities in Calumet County include:

- Century Ridge, Inc., 533 E. Calumet St., Chilton
- Colonial Residence, 705 S. Madison St., Chilton
- Comfort Years Assisted Living, Inc., 2 Brighton Circle, Appleton
- Darboy Living Center, N9520 Silver Ct., Appleton
- Garrow Villa, 210 S. Parkway Dr., Brillion
- Roads To Freedom-Brillion, 610 S. Main St., Brillion
- Roads To Freedom-Chilton, 1024 Steenport Lane, Chilton
- Willowpark Residence, 1318 Jordan Ave., New Holstein

### 2.5 Housing Trends and Forecasts

#### Linear Trends Housing Forecasts

Using the Census counts from 1990 and 2000, a linear trend was created to estimate the projected number of housing units from 2005 to 2030 in Calumet County. Table 2-15 displays the forecasts.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
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<tr>
<td>T. Brillion</td>
<td>521</td>
<td>562</td>
<td>603</td>
<td>644</td>
<td>685</td>
<td>726</td>
<td>767</td>
<td>246</td>
<td>47.2%</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>627</td>
<td>644</td>
<td>660</td>
<td>677</td>
<td>693</td>
<td>710</td>
<td>726</td>
<td>99</td>
<td>15.8%</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>300</td>
<td>304</td>
<td>307</td>
<td>310</td>
<td>314</td>
<td>317</td>
<td>321</td>
<td>21</td>
<td>7.0%</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>371</td>
<td>401</td>
<td>430</td>
<td>460</td>
<td>489</td>
<td>519</td>
<td>548</td>
<td>177</td>
<td>47.7%</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>2,139</td>
<td>2,631</td>
<td>3,123</td>
<td>3,615</td>
<td>4,107</td>
<td>4,599</td>
<td>5,091</td>
<td>2,952</td>
<td>138.0%</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>558</td>
<td>604</td>
<td>650</td>
<td>696</td>
<td>742</td>
<td>788</td>
<td>834</td>
<td>276</td>
<td>49.5%</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>267</td>
<td>274</td>
<td>281</td>
<td>288</td>
<td>295</td>
<td>302</td>
<td>309</td>
<td>42</td>
<td>15.7%</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>614</td>
<td>634</td>
<td>653</td>
<td>673</td>
<td>692</td>
<td>712</td>
<td>731</td>
<td>117</td>
<td>19.1%</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>337</td>
<td>344</td>
<td>350</td>
<td>356</td>
<td>363</td>
<td>369</td>
<td>376</td>
<td>39</td>
<td>11.6%</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>458</td>
<td>450</td>
<td>441</td>
<td>432</td>
<td>424</td>
<td>415</td>
<td>407</td>
<td>-51</td>
<td>-11.1%</td>
</tr>
<tr>
<td>V. Potter</td>
<td>80</td>
<td>73</td>
<td>67</td>
<td>60</td>
<td>54</td>
<td>47</td>
<td>41</td>
<td>-39</td>
<td>-48.8%</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>593</td>
<td>727</td>
<td>861</td>
<td>995</td>
<td>1,129</td>
<td>1,263</td>
<td>1,397</td>
<td>804</td>
<td>135.6%</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>299</td>
<td>320</td>
<td>341</td>
<td>362</td>
<td>383</td>
<td>404</td>
<td>425</td>
<td>126</td>
<td>42.1%</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>27,736</td>
<td>28,840</td>
<td>29,944</td>
<td>31,048</td>
<td>32,152</td>
<td>33,256</td>
<td>34,360</td>
<td>6,624</td>
<td>23.9%</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>1,230</td>
<td>1,311</td>
<td>1,391</td>
<td>1,472</td>
<td>1,552</td>
<td>1,633</td>
<td>1,713</td>
<td>483</td>
<td>39.3%</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>1,606</td>
<td>1,766</td>
<td>1,925</td>
<td>2,085</td>
<td>2,244</td>
<td>2,404</td>
<td>2,563</td>
<td>957</td>
<td>59.6%</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>1,498</td>
<td>1,657</td>
<td>1,815</td>
<td>1,974</td>
<td>2,132</td>
<td>2,291</td>
<td>2,449</td>
<td>951</td>
<td>63.5%</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>7,271</td>
<td>7,823</td>
<td>8,374</td>
<td>8,926</td>
<td>9,477</td>
<td>10,029</td>
<td>10,580</td>
<td>3,309</td>
<td>45.5%</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>1,394</td>
<td>1,472</td>
<td>1,549</td>
<td>1,627</td>
<td>1,704</td>
<td>1,782</td>
<td>1,859</td>
<td>465</td>
<td>33.4%</td>
</tr>
<tr>
<td>Calumet County</td>
<td>15,758</td>
<td>17,405</td>
<td>19,051</td>
<td>20,698</td>
<td>22,344</td>
<td>23,991</td>
<td>25,637</td>
<td>9,879</td>
<td>62.7%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>2,321,144</td>
<td>2,453,829</td>
<td>2,586,514</td>
<td>2,719,199</td>
<td>2,851,884</td>
<td>2,984,569</td>
<td>3,117,254</td>
<td>796,110</td>
<td>34.3%</td>
</tr>
</tbody>
</table>

*The table reflects housing units for each municipality. Municipalities are listed in descending order by the number of housing units in 2000.

According to the linear trend housing unit projection, the City of New Holstein is estimated to add 465 new housing units between 2000 and 2030, representing a 33.4% growth.

**Building Permit Housing Forecast**

Using available information on the number of building permits issued by municipalities and the county, the following forecast was completed. Except where noted, the forecast is based on an 11-year trend of building permit information. Table 2-16 displays the forecasts.

**Table 2-16**

| Building Permit Forecast, Calumet County Municipalities, 2000-2030 |
|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
|                 | Census 2000     | Projections     |                 |                 |                 |
| T. Brillion     | 521   | 579   | 637   | 696   | 754   | 812   | 870   | 349              | 67.0%          |
| T. Brothertown  | 627   | 665   | 702   | 740   | 778   | 816   | 853   | 226              | 36.1%          |
| T. Charlestown  | 300   | 310   | 321   | 331   | 342   | 352   | 363   | 63               | 20.9%          |
| T. Chilton      | 371   | 407   | 443   | 479   | 515   | 551   | 587   | 216              | 58.2%          |
| T. Harrison     | 2,139 | 3,009 | 3,878 | 4,748 | 5,617 | 6,487 | 7,356 | 5,217            | 243.9%         |
| T. New Holstein | 558   | 608   | 659   | 709   | 760   | 810   | 861   | 303              | 54.3%          |
| T. Rantoul      | 267   | 283   | 299   | 315   | 331   | 347   | 362   | 95               | 35.8%          |
| T. Stockbridge  | 614   | 666   | 718   | 769   | 821   | 873   | 925   | 311              | 50.6%          |
| T. Woodville    | 337   | 359   | 382   | 404   | 426   | 448   | 471   | 134              | 39.7%          |
| V. Hilbert      | 458   | 473   | 487   | 502   | 516   | 531   | 545   | 87               | 19.1%          |
| V. Potter       | 80    | 86    | 93    | 99    | 105   | 112   | 118   | 38               | 47.7%          |
| V. Sherwood     | 593   | 821   | 1,049 | 1,278 | 1,506 | 1,734 | 1,962 | 1,369            | 230.9%         |
| V. Stockbridge  | 299   | 328   | 356   | 385   | 414   | 442   | 471   | 172              | 57.5%          |
| C. Appleton     | 3,952 | 4,175 | 4,397 | 4,620 | 4,843 | 5,066 | 5,288 | 1,336            | 33.8%          |
| C. Brillion     | 1,230 | 1,276 | 1,322 | 1,368 | 1,414 | 1,460 | 1,505 | 275              | 22.4%          |
| C. Chilton      | 1,606 | 1,668 | 1,731 | 1,793 | 1,855 | 1,917 | 1,980 | 374              | 23.3%          |
| C. Kiel         | 149   | 150   | 151   | 152   | 153   | 154   | 154   | 5                | 3.7%           |
| C. Menasha      | 263   | 412   | 561   | 710   | 859   | 1,008 | 1,158 | 895              | 340.1%         |
| C. New Holstein | 1,394 | 1,436 | 1,478 | 1,519 | 1,561 | 1,603 | 1,645 | 251              | 18.0%          |
| Calumet County  | 15,758| 17,711| 19,664| 21,616| 23,569| 25,522| 27,475| 11,717           | 74.4%          |

1Data are for portion of community in Calumet County only.
2Includes new homes in shoreland and data obtained from Town Clerk. Clerk data only available for 2000 through 2004. Projections based on five-year average.
3No data available for 1995.
4No data available for 1995 and 1996.

According to the building permit housing forecast, the City of New Holstein is estimated to add 251 new housing units between 2000 and 2030, representing an 18% growth. Between 2001 and 2005 the city issued 41 permits for new housing construction versus the 42 projected, indicating that growth in the community is currently keeping pace with projections.

**East Central Wisconsin Regional Planning Commission Household Forecasts**

The East Central Wisconsin Regional Planning Commission (ECWRPC), which serves Calumet County, has developed housing forecasts for Calumet County and its municipalities. Official housing projections for the region are not adopted by the Commission, however, for sewer service area planning purposes, draft projections are completed. The Commission has completed two projections utilizing two methodologies for Calumet County. Note that projections are for households rather than total housing units. Households are defined as occupied housing units. Tables 2-17 and 2-18 display the forecasts provided by ECWRPC from 2005 through 2030 for Calumet County.

**Table 2-17**

<table>
<thead>
<tr>
<th>ECWRPC Household Forecast A, Calumet County, 2005-2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality</td>
</tr>
<tr>
<td>--------------</td>
</tr>
<tr>
<td>T. Brillion</td>
</tr>
<tr>
<td>T. Brothertown</td>
</tr>
<tr>
<td>T. Charlestown</td>
</tr>
<tr>
<td>T. Chilton</td>
</tr>
<tr>
<td>T. Harrison</td>
</tr>
<tr>
<td>T. New Holstein</td>
</tr>
<tr>
<td>T. Rantoul</td>
</tr>
<tr>
<td>T. Stockbridge</td>
</tr>
<tr>
<td>T. Woodville</td>
</tr>
<tr>
<td>V. Hilbert</td>
</tr>
<tr>
<td>V. Potter</td>
</tr>
<tr>
<td>V. Sherwood</td>
</tr>
<tr>
<td>V. Stockbridge</td>
</tr>
<tr>
<td>C. Appleton*</td>
</tr>
<tr>
<td>C. Brillion</td>
</tr>
<tr>
<td>C. Chilton</td>
</tr>
<tr>
<td>C. Kiel*</td>
</tr>
<tr>
<td>C. Menasha*</td>
</tr>
<tr>
<td>C. New Holstein</td>
</tr>
<tr>
<td>Calumet County</td>
</tr>
</tbody>
</table>

*Data only include portion of municipality in Calumet County.*

**Source:** East Central Wisconsin Regional Planning Commission, 2004.
Table 2-18

ECWRPC Household Forecast B, Calumet County, 2005-2030

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>501</td>
<td>548</td>
<td>577</td>
<td>601</td>
<td>624</td>
<td>643</td>
<td>656</td>
<td>155</td>
<td>30.9%</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>523</td>
<td>540</td>
<td>537</td>
<td>525</td>
<td>506</td>
<td>479</td>
<td>444</td>
<td>-79</td>
<td>-15.1%</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>291</td>
<td>291</td>
<td>272</td>
<td>246</td>
<td>215</td>
<td>177</td>
<td>133</td>
<td>-158</td>
<td>-54.3%</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>366</td>
<td>379</td>
<td>384</td>
<td>385</td>
<td>382</td>
<td>374</td>
<td>362</td>
<td>-4</td>
<td>-1.1%</td>
</tr>
<tr>
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<td>1,998</td>
<td>2,911</td>
<td>3,516</td>
<td>4,161</td>
<td>4,863</td>
<td>5,596</td>
<td>6,350</td>
<td>4,352</td>
<td>217.8%</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>539</td>
<td>571</td>
<td>574</td>
<td>569</td>
<td>558</td>
<td>539</td>
<td>512</td>
<td>-27</td>
<td>-5.0%</td>
</tr>
<tr>
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<td>261</td>
<td>259</td>
<td>245</td>
<td>226</td>
<td>202</td>
<td>173</td>
<td>139</td>
<td>-122</td>
<td>-46.7%</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>506</td>
<td>537</td>
<td>551</td>
<td>559</td>
<td>563</td>
<td>561</td>
<td>552</td>
<td>46</td>
<td>9.1%</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>333</td>
<td>327</td>
<td>310</td>
<td>285</td>
<td>254</td>
<td>216</td>
<td>172</td>
<td>-161</td>
<td>-48.3%</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>430</td>
<td>443</td>
<td>434</td>
<td>416</td>
<td>393</td>
<td>361</td>
<td>322</td>
<td>-108</td>
<td>-25.1%</td>
</tr>
<tr>
<td>V. Potter</td>
<td>78</td>
<td>91</td>
<td>97</td>
<td>103</td>
<td>109</td>
<td>114</td>
<td>119</td>
<td>41</td>
<td>52.6%</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>572</td>
<td>808</td>
<td>996</td>
<td>1,197</td>
<td>1,417</td>
<td>1,648</td>
<td>1,886</td>
<td>1,314</td>
<td>229.7%</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>265</td>
<td>286</td>
<td>298</td>
<td>308</td>
<td>317</td>
<td>323</td>
<td>326</td>
<td>61</td>
<td>23.0%</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>3,872</td>
<td>4,094</td>
<td>4,381</td>
<td>4,646</td>
<td>4,910</td>
<td>5,148</td>
<td>5,357</td>
<td>1,485</td>
<td>38.4%</td>
</tr>
<tr>
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<td>1,155</td>
<td>1,190</td>
<td>1,193</td>
<td>1,178</td>
<td>1,151</td>
<td>1,106</td>
<td>1,044</td>
<td>-111</td>
<td>-9.6%</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>1,512</td>
<td>1,572</td>
<td>1,623</td>
<td>1,658</td>
<td>1,683</td>
<td>1,690</td>
<td>1,680</td>
<td>168</td>
<td>11.1%</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>138</td>
<td>140</td>
<td>136</td>
<td>130</td>
<td>122</td>
<td>112</td>
<td>99</td>
<td>-39</td>
<td>-28.3%</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>241</td>
<td>430</td>
<td>586</td>
<td>758</td>
<td>947</td>
<td>1,150</td>
<td>1,362</td>
<td>1,121</td>
<td>465.1%</td>
</tr>
<tr>
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<td>1,329</td>
<td>1,356</td>
<td>1,341</td>
<td>1,303</td>
<td>1,247</td>
<td>1,169</td>
<td>1,069</td>
<td>-260</td>
<td>-19.6%</td>
</tr>
<tr>
<td>Calumet County</td>
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<td>16,774</td>
<td>18,074</td>
<td>19,298</td>
<td>20,533</td>
<td>21,673</td>
<td>22,706</td>
<td>7,796</td>
<td>52.3%</td>
</tr>
</tbody>
</table>

*Data only include portion of municipality in Calumet County.


According to the ECWRPC household forecasts, the City of New Holstein is estimated to lose 72 or 260 households between 2000 and 2030, representing a 5.4% and 19.6% household decline respectively.

WDOA Household Forecasts

The Demographics Services Center of the Wisconsin Department of Administration develops household forecasts, similar to population forecasts. A household is defined as an occupied housing unit. For example, in 2000 the county had 15,758 housing units and 848 vacant housing units resulting in a total of 14,910 households for the county in 2000. Table 2-19 details the WDOA household forecast for Calumet County and its municipalities.
Table 2-19
WDOA Household Forecast, Calumet County, 2000-2025

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>501</td>
<td>537</td>
<td>576</td>
<td>615</td>
<td>652</td>
<td>688</td>
<td>187</td>
<td>37.3%</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>523</td>
<td>526</td>
<td>533</td>
<td>538</td>
<td>542</td>
<td>543</td>
<td>20</td>
<td>3.8%</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>291</td>
<td>284</td>
<td>279</td>
<td>272</td>
<td>265</td>
<td>256</td>
<td>-35</td>
<td>-12.0%</td>
</tr>
<tr>
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<td>372</td>
<td>380</td>
<td>387</td>
<td>394</td>
<td>399</td>
<td>33</td>
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</tr>
<tr>
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<td>1,998</td>
<td>2,575</td>
<td>3,189</td>
<td>3,803</td>
<td>4,418</td>
<td>5,016</td>
<td>3,018</td>
<td>151.1%</td>
</tr>
<tr>
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<td>539</td>
<td>559</td>
<td>584</td>
<td>608</td>
<td>630</td>
<td>650</td>
<td>111</td>
<td>20.6%</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>253</td>
<td>244</td>
<td>236</td>
<td>228</td>
<td>219</td>
<td>209</td>
<td>-44</td>
<td>-17.4%</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>506</td>
<td>526</td>
<td>549</td>
<td>571</td>
<td>592</td>
<td>610</td>
<td>104</td>
<td>20.6%</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>333</td>
<td>324</td>
<td>317</td>
<td>308</td>
<td>300</td>
<td>289</td>
<td>-44</td>
<td>-13.2%</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>430</td>
<td>422</td>
<td>416</td>
<td>409</td>
<td>402</td>
<td>392</td>
<td>-38</td>
<td>-8.8%</td>
</tr>
<tr>
<td>V. Potter</td>
<td>86</td>
<td>95</td>
<td>104</td>
<td>111</td>
<td>119</td>
<td>126</td>
<td>40</td>
<td>46.5%</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>572</td>
<td>739</td>
<td>915</td>
<td>1,091</td>
<td>1,267</td>
<td>1,440</td>
<td>868</td>
<td>151.7%</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>265</td>
<td>276</td>
<td>289</td>
<td>300</td>
<td>312</td>
<td>323</td>
<td>58</td>
<td>21.9%</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>27,736</td>
<td>28,322</td>
<td>29,897</td>
<td>31,414</td>
<td>32,895</td>
<td>34,114</td>
<td>6,378</td>
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<td>1,211</td>
<td>1,240</td>
<td>1,266</td>
<td>1,286</td>
<td>131</td>
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</tr>
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<td>1,512</td>
<td>1,586</td>
<td>1,673</td>
<td>1,758</td>
<td>1,839</td>
<td>1,906</td>
<td>394</td>
<td>26.1%</td>
</tr>
<tr>
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<td>1,519</td>
<td>1,624</td>
<td>1,727</td>
<td>1,827</td>
<td>1,907</td>
<td>409</td>
<td>27.3%</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>7,271</td>
<td>7,096</td>
<td>7,240</td>
<td>7,362</td>
<td>7,494</td>
<td>7,642</td>
<td>371</td>
<td>5.1%</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>1,329</td>
<td>1,332</td>
<td>1,348</td>
<td>1,358</td>
<td>1,366</td>
<td>1,363</td>
<td>34</td>
<td>2.6%</td>
</tr>
<tr>
<td>Calumet County</td>
<td>14,910</td>
<td>16,262</td>
<td>17,764</td>
<td>19,231</td>
<td>20,679</td>
<td>22,027</td>
<td>7,117</td>
<td>47.7%</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line; data provided are for the entire municipality.

According to the WDOA household forecast, the City of New Holstein is estimated to add 34 households between 2000 and 2025, representing a 2.6% growth.

Comparative Housing Forecasts

The housing and household forecasts provided for the city vary significantly. Overall, the city should anticipate a rate of moderate to limited growth within the planning period.

2.6 Housing for All Income Levels

Traditionally, most rural towns and small cities have a high percentage of single-family homes, with few other housing types available. Larger communities generally can support and provide a greater variety of housing types, particularly for different income levels.

Multi-family housing, New Holstein
levels. Every community should assess whether the cost of housing in the community matches the ability of residents to pay for it. This is the fundamental question to answer when determining housing affordability and the ability to provide a variety of housing types for various income levels.

Although there are many ways to answer this question, the Department of Housing and Urban Development (HUD) offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income. In the City of New Holstein, approximately 11.0% of those with a household mortgage paid 30% or more in monthly owner costs from their household income. For renters in the city, 12.6% paid 30% or more in gross rent as a percentage of their household income.

The City of New Holstein has addressed the issue of housing for all income levels in the development of this plan. Please refer to the following goals, objectives, and policies for the city’s approach to this issue.

- Housing Goal 1 and related objectives and policies.

### 2.7 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. Many of these issues are already 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 has been long-time residents and there is a desire for these residents to remain in the area during their retirement years.

The age structure of the City of New Holstein is shifting to older age groups. The majority of the population in 2000 was in the 20 to 44 age group. It is anticipated that there will be a shift to the next older age group for the majority of the population during the planning period, requiring the community to further assess its ability to provide housing for all age groups and persons with special needs. There is currently one assisted living facility in the city.

The City of New Holstein has addressed the issue of housing for all age groups and persons with special needs in the development of this plan. Please refer to the following goals, objectives, and policies for the city’s approach to this issue.

- Housing Goal 1 and related objectives and policies.
2.8 Promoting Availability of Land and Housing Stock for Development/Redevelopment of 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. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. The community should also use this plan in coordination with developed policies, goals, and objectives to promote the availability of such housing if a need is present.

One strategy to promoting the development of affordable housing is to encourage infill development. Infill development is the process of developing vacant or underused parcels within existing urban or developed areas. Infill development contributes to a more compact form of development which is less consumptive of land and resources. Many developers are bypassing vacant urban area land for less expensive land beyond city or village edges. A pattern of lower-density development at the urban fringe consumes land (including farmlands, wetlands, and other resource lands) at a much faster rate than redevelopment and infill areas and typically carries a higher infrastructure cost. Infill housing development promotes utilization of existing utilities and community facilities, conservation of environmental resources, compact transportation patterns, and overall lower cost housing development.

The City of New Holstein has addressed the issue of promoting availability of land and housing stock for development/redevelopment of low-income and moderate-income housing in the development of this plan. Please refer to the following goals, objectives, and policies for the city’s approach to this issue.

- Housing Goal 1 and related objectives and policies.

2.9 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 while not sacrificing land to development. Preservation of the existing housing stock was brought up as an interest in the community during initial discussions of issues and opportunities. Over the course of the planning period, the community should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

The City of New Holstein has addressed the issue of maintaining and rehabilitating the existing housing stock in the development of this plan. Please refer to the following goals, objectives, and policies for the city’s approach to this issue.

- Housing Goal 3 and related objectives and policies
2.10 Housing Goals and Objectives

The following are the goals and objectives developed by the City of New Holstein regarding housing.

Goal: **Maintain an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.**

Objectives

1. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing, and an appropriate mix of single-family, two-family, multi-family, and senior housing.

2. Promote the availability of assisted living and elder care facilities while continually monitoring the housing needs of the aging population.

3. Support opportunities for multi-family, group housing, and other high-density residential development within existing neighborhoods with established sewer, water, parks, sidewalks, and other public infrastructure and facilities.

4. Monitor the availability of state or federal programs for the development or redevelopment of low to moderate-income housing.

5. Maintain local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-needs individuals.

Goal: **Provide for housing development that maintains the attractiveness and characteristics of the community.**

Objectives

1. Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the community’s comprehensive plan.

2. Direct residential subdivision development to planned growth areas.

3. Support the use of creative development designs that preserve community character and natural resources.

4. Encourage well-designed residential development.
Goal Support the maintenance and rehabilitation of the city’s existing housing stock.

Objectives

1. Promote citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, and broken or missing smoke detectors.

2. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

3. Enforce zoning, nuisance abatement, and building code requirements in blighted residential areas.

4. Monitor the availability of state or federal programs for housing rehabilitation.

2.11 Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. The community may allow the transfer of residential density on a parcel to promote flexibility in site design (e.g., lot size) and allow clustering of building sites to help lower land costs, preserve farmland, and reduce woodland fragmentation provided proposals are consistent with other provisions of the comprehensive plan.

2. Local land use controls and related administration (e.g., fees) shall consider the impact on affordable housing.

3. Annually assess the availability of developable land for residential development.

4. Plan for a sufficient supply of developable land that allows for a variety of housing types.

5. Decisions regarding lot size recommendations and local land use controls and fees shall be made in consideration of impacts to affordable housing.

6. Manufactured homes shall meet feature designs similar to “stick-built” homes.

7. Scattered residential development should be prevented throughout the community.
8. The development of elderly or assisted living housing will be pursued within the planning period.

9. Establish development standards for housing other than single family housing.

10. Over the planning period, the community will evaluate its preparedness for an increasing demand for elderly housing and assisted living facilities.

11. Housing ordinances, policies, standards, and ideals shall be made available to new homeowners to ensure their knowledge of local housing regulations.

12. An inventory of historically significant homes should be maintained throughout the planning period to ensure that these homes are accurately identified and to promote and target preservation and/or rehabilitation efforts.

13. Residential development will only be allowed within infill areas and in planned growth areas.

14. Increase investment in existing residential areas to maintain property values, encourage infill development and rehabilitation of existing homes, and to encourage home buyers to live in existing neighborhoods. Investments could include sidewalks, street repair, tree and flower planting, neighborhood park development, etc.

15. The community will consider adaptive reuse, conversion of surplus and/or outmoded buildings to economically viable new housing. (Consider old schools, hospitals, warehouses.)

16. Cluster residential development will be promoted to minimize land use impacts while accommodating development and greenspace.

17. Houses should be clustered as to minimize the visual and environmental impacts to the rural landscape.

18. Any multi-family residential development that abuts established low-density residential areas should be very carefully designed to minimize potential negative impacts on existing homes.

19. Residential infill development will be pursued prior to the development of housing in areas currently not occupied by residential structures.

20. Multi-family residential projects shall be required to meet the following minimum standards:
   a. The project will not have an undue adverse impact on the character of the surrounding neighborhood nor result in large pockets of high-density housing.
   b. The school district must have sufficient capacity to accommodate new students who will live in the School District.
c. The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate.
d. The area is adequately served by parks, open spaces, and civic facilities.
e. The existing utility system has sufficient capacity to serve the project.
f. All multi-family projects shall provide on-site open space areas that serve the needs of the project’s residents, in addition to public park land and equipment development requirements applicable to residential development.

2.12 Housing Programs

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

Calumet County Homebuyer Program

The Calumet County Homebuyer Program is offered through the county’s planning department and is administered by Mary Back of Community Housing Coordinators. Funds are allocated to qualifying persons in order to help them make a down payment on a home, make repairs to a home they are purchasing, or even construct a home. Applicants must be income eligible to qualify for services and family size also helps determine eligibility. Applicant must complete an application, participate in homebuyer classes and financial counseling, prepare a spending/savings plan, and use a minimum of $1,000 of personal funds toward the down payment. Applications are available at the County Planning, Zoning, and Land Information Office.

CAP (Community Action Program) Services, Inc.

CAP has been on the frontline of the war on poverty since 1966. As a private, non-profit corporation, CAP offers programs in Marquette, Outagamie, Portage, Waupaca, and Waushara counties as well as in parts of Calumet and Wood counties. CAP Services, Inc. is a member of the Wisconsin Community Action Program Association (WISCAP). CAP offers a number of housing related programs including homebuyer’s assistance, weatherization, housing rehabilitation, rental housing assistance, and a lease/purchase program. For more information about CAP Services, Inc. visit their web-site at www.capserv.org.

Outagamie Weatherization

The weatherization program may help with home weatherization repair and rehab. Outagamie Weatherization manages this program on behalf of Calumet County. For more information on this program call Outagamie Weatherization.

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 federal program funded 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. The maximum grant to an applicant is $500,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

**Wisconsin Rural Development, Rural Housing Service**

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants and loans, grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants. For further information visit the web-site at www.rurdev.usda.gov/wi/index.html.

**Local Housing Organization Grants (LHOG)**

LHOGs enable community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

**Habitat for Humanity**

The goal of this program is to eliminate inadequate housing and poverty housing throughout the world. Local affiliates, including dozens in Wisconsin, are responsible for raising funds, recruiting volunteers, identifying project sites, and constructing owner-occupied housing for the benefit of participating low-income families. Visit www.habitat.org.

**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. Visit the web-page at www.wheda.com

**Wisconsin Home Energy Assistance Program (WHEAP/LIHEAP)**

The Energy Services Bureau oversees Wisconsin's Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP) and other related programs. Households with incomes at or below 150% of the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories, and other work places receive LIHEAP assistance. Visit the web-site for further information, www.heat.doa.state.wi.us/liheap/default.asp
**Historic Home Owner’s Tax Credits**

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.
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3. **Transportation**

3.1 **Introduction**

Broadly speaking, a transportation system can be defined as any means used to move people and/or products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes.

Roads and highways account for the majority of a transportation system and are probably the most common paths, however, are not the only component. Rail lines, waterways, airways, and trails can also contribute to the entire transportation system. Taken together, these individual transportation options create a community’s transportation system.

The following sections discuss in more detail, specific information about New Holstein’s transportation system.

3.2 **Existing Road System**

The City of New Holstein is located in the southeastern portion of Calumet County seven miles southeast of Chilton and four miles northwest of Kiel. STH 32/57 is the main traffic artery through the city, linking Green Bay (45 miles to the north) and Milwaukee (70 miles to the south). Several county highways also serve the city. The Wisconsin Central Division of the Canadian National Railroad provides freight-only rail service.

Primary roadways within the community include the following:

- STH 32/57
- Mason Street
- CTH A
- CTH H
- CTH J
- CTH X

Table 3-1 shows the total miles of roadway in Calumet County by municipality and by type of roadway.
Table 3-1
Miles of Road by Municipality, Calumet County, 2004

<table>
<thead>
<tr>
<th>Municipality</th>
<th>US State Highways</th>
<th>State Highways</th>
<th>County Roads</th>
<th>Town Roads</th>
<th>City Roads</th>
<th>Village Roads</th>
<th>State Park Roads</th>
<th>Alleys Roads</th>
<th>Private Roads</th>
<th>Total</th>
</tr>
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<tr>
<td>T. Brillion</td>
<td>5.1</td>
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<td>0.0</td>
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<td>T. Brothertown</td>
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<td>0.0</td>
<td>0.0</td>
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<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
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<td>14.6</td>
<td>46.6</td>
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<td>0.0</td>
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<td>T. Harrison</td>
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<td>10.1</td>
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<td>T. Woodville</td>
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<td>0.0</td>
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<td>C. Chilton</td>
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<td>0.0</td>
<td>0.0</td>
<td>0.1</td>
<td>2.9</td>
</tr>
<tr>
<td>C. Menasha</td>
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<td>1.6</td>
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<td>0.0</td>
<td>0.0</td>
<td>86.4</td>
</tr>
<tr>
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<td>1.9</td>
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<td>20.4</td>
<td>0.0</td>
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<tr>
<td>Calumet County</td>
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<td>120.7</td>
<td>36.6</td>
<td>2.9</td>
<td>2.0</td>
<td>901.5</td>
</tr>
</tbody>
</table>

*Only includes roads in Calumet County.
Source: Calumet County Planning Department.

3.3 Road Functional/Jurisdictional Classification

For planning and design purposes, roadways are divided into different classes, such as arterials and collectors, which relate to the function of the roadway. Factors influencing function include traffic circulation patterns, land use, land access needs, and traffic volumes.

Roadways can be further defined by the entities that have authority over the roadway. These provide jurisdictional classifications. State and federal roads are commonly classified as arterials and county highways as collectors. In addition to arterial and collector roads providing for movement between communities, local roads provide public access to private property. Although a community may not have direct jurisdictional authority over a specific roadway, the development and land use decisions surrounding the roadway impact the roadway users, the community where the roadway is located, and the communities that are linked through the roadway. Additionally, the decisions made about local street system regarding local travel directly impact the amount of traffic that is diverted onto state and/or county facilities.

The functional classification of roads in New Holstein is detailed on the following two pages.
**Principal Arterials**

Principal arterials generally accommodate interstate and interregional trips. These routes generally serve all urban areas with a population greater than 5,000.

The one principal arterial in New Holstein, STH 32/57/Wisconsin Avenue, is a regional route that connects New Holstein with Kiel to the southeast and Chilton to the northwest. Wisconsin Avenue is the portion of the route that runs east-west through the center of the city. The central business district of New Holstein is located along this major arterial.

There are 1.71 miles of principal arterials in the City of New Holstein which are under county or local jurisdiction.

**Minor Arterials**

In conjunction with principal arterials, minor arterials serve cities, large communities, and other major traffic generators, providing intra-regional and inter-area traffic movement.

Mason Street is the only minor arterial in New Holstein. Mason Street services the northeast corner of the city and runs from the northern municipal boundary south to Wisconsin Avenue. There are .5 miles of minor arterials in the City of New Holstein.

**Major Collectors**

Major collectors provide service to moderate-sized communities and other intra-area traffic generators, as well as link those generators to nearby larger population centers or higher function routes.

The major collectors in the city are CTH A, CTH H, CTH J, and CTH X. CTH A runs north-south and touches the City of New Holstein at the airport. As the city grows in the direction of the airport, it is likely to have increased traffic demands. CTH H is an east-west arterial that connects with STH 32/57 where it turns into Wisconsin Avenue on the west. CTH X is located on the east end of the city and runs east-west. It intersects with CTH J and turns into Wisconsin Avenue in the downtown area. CTH J runs from Wisconsin Avenue to the south.

There are 0.54 miles of major collectors in the City of New Holstein.

**Minor Collectors**

Minor collectors collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher functioning roads. All developed areas should be within a reasonable distance of a collector road.

Minor collectors in New Holstein include: Calumet Drive, Hickory Lane, Jefferson Street, Main Street, Michigan Avenue, Park Avenue, Railroad Street, and Taft Avenue.
There are 2.44 miles of minor collectors in the City of New Holstein.

**Local Roads**

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads. There are 17.95 miles of local roads in the City of New Holstein.

**Table 3-2**

*Miles of Roads by Functional Classification, City of New Holstein, 2006*

<table>
<thead>
<tr>
<th>Function Classification</th>
<th>Miles</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural Local</td>
<td>20.6</td>
<td>73.2%</td>
</tr>
<tr>
<td>Rural Major Collector</td>
<td>3.0</td>
<td>10.5%</td>
</tr>
<tr>
<td>Rural Minor Collector</td>
<td>2.3</td>
<td>8.3%</td>
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<tr>
<td>Rural Principal Arterial - Other</td>
<td>2.3</td>
<td>8.0%</td>
</tr>
<tr>
<td>Total</td>
<td>28.2</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

*Source: Calumet County Planning Department.*

### 3.4 Traffic Volume Trends

Annual average daily traffic (AADT) counts are taken every three years for various roadways in Calumet County. Counts are calculated by multiplying hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count. Table 3-3 displays AADT counts for the City of New Holstein.

**Table 3-3**

*Annual Average Daily Traffic Counts, City of New Holstein, 1997-2004*

<table>
<thead>
<tr>
<th>Location</th>
<th>1997</th>
<th>2000</th>
<th>2004</th>
<th># Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wisconsin, between Plymouth and Calumet</td>
<td>2,600</td>
<td>2,700</td>
<td>2,400</td>
<td>-200</td>
<td>-7.7%</td>
</tr>
<tr>
<td>Wisconsin, between Clark and Mason</td>
<td>2,300</td>
<td>2,900</td>
<td>2,100</td>
<td>-200</td>
<td>-8.7%</td>
</tr>
<tr>
<td>Milwaukee, between Mason and Illinois</td>
<td>7,700</td>
<td>6,200</td>
<td>6,800</td>
<td>-900</td>
<td>-11.7%</td>
</tr>
<tr>
<td>Park Ave, between Broadway and Van Buren</td>
<td>1,200</td>
<td>1,200</td>
<td>860</td>
<td>-340</td>
<td>-28.3%</td>
</tr>
<tr>
<td>Calumet, between Plymouth and Wisconsin</td>
<td>6,200</td>
<td>5,900</td>
<td>6,300</td>
<td>100</td>
<td>1.6%</td>
</tr>
<tr>
<td>Mason, between Jordan and Trimburn</td>
<td>1,500</td>
<td>1,800</td>
<td>1,400</td>
<td>-100</td>
<td>-6.7%</td>
</tr>
</tbody>
</table>

*Source: Wisconsin Department of Transportation.*
Map 3-1 Existing Transportation System
3.5 Accident Types and Locations

While there are no areas that have been identified as problem accident areas, there have been comments that it is getting increasingly hard to cross STH 32/57 due to the narrow right-of-way (66 feet) and the speed of the traffic. As traffic volume grows along this major route, safety should be monitored to see if there are problem areas which develop over time.

3.6 Additional Modes of Transport

Trucking

Trucking is an integral part of Calumet County and local economies and depends on a safe and efficient highway system as well as adequate local roads and streets. The manufacturing and agricultural industries are particularly dependent on trucking.

According to the Wisconsin Department of Transportation truck operator maps, officially designated highways in Calumet County include U.S. 10 and 151, STH 32/57, and CTH PP. Roads identified as other state trunk highways include STHs 114 and 55. There are no state rest areas or private truck parking areas in Calumet County.

Air Service

The only airport located in Calumet County is the New Holstein Municipal Airport. This airport is identified by the WDOT as a Basic Utility – B (BU-B) airport and does not offer commercial passenger service. This classification means that the airport is designed to accommodate aircraft of less than 12,500 pound gross weight, with approach speeds below 121 knots and wingspans of less than 49 feet. Along with a 3,600 foot paved primary runway, facilities at the New Holstein Municipal Airport include a 2,970-foot turf airstrip. In 2004, the New Holstein Municipal Airport received a $200,666 FAA grant ($220,000 total project cost) that provided grading for a new hangar site, installation of a runway end lighting system, and replacement and relocation of the airport's rotating navigational beacon. As the New Holstein Municipal Airport is the only air facility in the county, the improvements are as much a valuable economic development tool as they are safety enhancements.
At the writing of this document, Calumet County is working with the City of New Holstein to determine whether the New Holstein Municipal Airport runway should be extended from 3,600 feet to 4,300 feet to allow for corporate jets to land at the airport. In addition, Calumet County and New Holstein are in the preliminary discussion phase about whether the airport should become a county-owned and operated airport. A survey of area businesses conducted in the fall of 2004 revealed a strong desire to utilize the airport if it were expanded. Of the businesses surveyed, those located outside of the City of New Holstein indicated they would use the expanded runway more than the businesses located in the city.

According to the WDOT *Wisconsin State Airport System Plan 2020*, the New Holstein Airport will remain under its BU-B classification until the year 2020. In terms of passenger service, the nearest commercial service airports are in Green Bay at Austin Straubel International and in Appleton at the Outagamie County Regional Airport. The Outagamie County Regional Airport is the closest air passenger facility to Calumet County, located in the Town of Greenville, approximately 10 miles to the northwest. The regional airport serves the Fox Cities Metro Area and the surrounding counties with commercial airline service. The airport is currently served by five commercial airlines and provides 66 flights (arrivals and departures) daily. In addition to the commercial passenger service, air freight, chartered flight service, car rentals, and aviation technological services are also provided at the airport.

**Rail Service**

There are several Canadian National rail lines that travel through Calumet County. Canadian National is the parent company of Wisconsin Central Limited, which may also use these lines. One line enters the county through Kiel and travels through New Holstein and Chilton up to Hilbert. Another line also enters Hilbert from the east. At Hilbert, these two lines join and then continue west towards Sherwood and Menasha. No passenger or freight service is provided to any properties or development in Calumet County.

Currently New Holstein companies that use the rail are Milk Specialties and Calumet Feed and Supplies, Inc.

Table 3-4 details the miles of railroad found in Calumet County by municipality.
Table 3-4
Railroad Miles, Calumet County, 2004

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Miles</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>9.3</td>
<td>15.6%</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>4.3</td>
<td>7.2%</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>5.4</td>
<td>8.9%</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>7.2</td>
<td>12.0%</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>3.9</td>
<td>6.6%</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>7.1</td>
<td>11.7%</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>4.7</td>
<td>7.8%</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>5.1</td>
<td>8.5%</td>
</tr>
<tr>
<td>V. Potter</td>
<td>0.9</td>
<td>1.4%</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>1.4</td>
<td>2.3%</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>3.7</td>
<td>6.2%</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>3.3</td>
<td>5.5%</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>1.3</td>
<td>2.1%</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>2.5</td>
<td>4.2%</td>
</tr>
<tr>
<td>Calumet County</td>
<td>60.0</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

*Data provided are for rail located in Calumet County only.
Source: Calumet County Planning Department.

Water Transport

Calumet County shares the majority of its western border with Lake Winnebago. While there are a number of marinas and boat landings on its shores, there are no commercial ferries or cruise lines offering passage on the lake.

Calumet County is also relatively close to the Bay of Green Bay and Lake Michigan. Both of these water bodies offer commercial services and ports. The Port of Manitowoc handles bulk commodities, newly constructed yachts, and offers a car ferry. The Port of Green Bay is served by a major railroad and several nationally known truck lines providing overnight delivery of goods within a 400-mile radius.

There is no water transportation in the City of New Holstein.
Pedestrian and Bicycle Corridors

Pedestrian travel is an integral part of the total transportation picture. Many people rely on walking for exercise as well as for travel from their homes to work, school, or shopping. For the elderly, children, and those who are disabled, having safe and convenient pedestrian facilities is often essential to daily activities.

The communities of New Holstein and Kiel boast the Solomon Trail, a paved hiking and biking trail that connects the two communities. The 2.25 mile trail runs along STH 32/57 and under the railroad viaduct. In Kiel, the trail system connects to the River Walk trail, which adds another four miles of scenic hiking and biking trails.

Additional pedestrian paths are located within the parks of New Holstein, but are not linked to create a corridor.

Transit

There are currently no public transportation systems or bus services in Calumet County. There are urban bus services available in Green Bay, Oshkosh, Fond du Lac, and there is a Fox Cities transit system.

Transportation for Persons with Disabilities

Specialized public transportation services for the elderly, disabled, and other persons with similar needs for more accessible vehicles is referred to as paratransit. There are currently limited services for individuals requiring paratransit in Calumet County. Taxi service is available in Menasha and other Fox Cities communities, but is limited in Calumet County. On a request basis, there is a volunteer transportation service coordinated through the Calumet County Senior Resources Center that links volunteer drivers with people in need on a request basis.

3.7 Existing State and Regional Transportation Plans and Coordination

County Plans

There are no county transportation plans directly applicable for the City of New Holstein.

State Plans

The Wisconsin Department of Transportation maintains several plans with statewide policies and recommendations regarding various

Transportation Impacts Every Level of Government

Coordinated development is an essential component to maintaining roadway functionality. Assessing the impacts on the transportation system through development review and impact analysis prior to development approval is becoming more important at all levels of jurisdictional authority, not just in the heavily populated areas.
aspects of transportation. These plans should be taken into consideration when making future transportation decisions. The following plans have information pertaining to the City of New Holstein:

- Five Year Airport Improvement Plan, 2002: This plan includes several planned improvements for the New Holstein Airport including land acquisition, a runway extension, and runway reconstruction (see Section 3.8).

- Wisconsin State Rail Plan, 2001: This plan includes detail of trail improvements from Green Bay to Kiel and includes the trail segment from New Holstein to Kiel.

These remaining plans have been reviewed and coordinated throughout the planning process, but did not include information directly applicable to the city:

- Translink 21: A Multi-modal Transportation Plan for Wisconsin’s 21st Century. (This plan has been replaced with Corridors 2020. Corridors 2020 is now being updated and will be replaced with Connections 2030 in the next few years.)
- Wisconsin State Highway Plan 2020
- Wisconsin Bicycle Transportation Plan 2020
- Wisconsin State Airport System Plan 2020
- Wisconsin State Pedestrian Plan 2020
- Wisconsin Department of Transportation Access Management System Plan
- Wisconsin DNR State Trails Network Plan
- Statewide Transportation Improvement Plan
- Six-Year Highway Improvement Program

Regional Plans

The East Central Wisconsin Regional Planning Commission (ECWRPC) is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago. Services provided by the Commission include land use, comprehensive, and transportation planning for the region. The Transportation Program of the Commission addresses the Transportation element of the comprehensive planning requirements and also has three major functional work elements: the Long Range Plans for the Fox Valley Area Transportation Study area, the Transportation System Management Plan for the urbanized areas, and the Regional Transportation Plan. Existing regional plans were reviewed and coordinated throughout the planning process. There were no projects or reports that were directly applicable to the City of New Holstein.

3.8 Planned Transportation Improvements

New Holstein uses PASER (Pavement Surface Evaluation and Rating) to plan for local road improvements. PASER uses visual assessment to rate the conditions of roads within a community. This data, combined with economic analysis is a useful way to generate short and long term maintenance plans for the roads in the city.
A designation of #1 indicates that a road has failed and needs total reconstruction. A designation of #2 indicates that roads are severely deteriorated and need reconstruction. These roads have more than 25% alligator cracking or severe distortion as well as potholes or extensive patches in poor condition. A designation of #3 (“poor condition”) indicates that structural improvement is required. Cracking is extensive, patches are in fair to poor condition and there is moderate distortion and occasional potholes. A designation of #4 and #5 (“fair condition”) indicates that some structural improvement might be required. Roads are starting to need strengthening by overlay rather than just sealing, the surface may have block cracking, and patches are only in fair condition.

There are no roads that are currently rated #1 or #2 in the City of New Holstein.

Currently the following roads are graded as being in “poor condition” (#3) or “fair condition” (#4 and #5):

- Calumet Drive (Illinois to Wisconsin)
- Hickory Lane (Madison west 125’)
- Harrison Street (Wisconsin to South End)
- Illinois Avenue (Washington to Madison)
- Illinois Avenue (Milwaukee to Railroad)
- Jackson Street (Hickory to Roosevelt)
- Madison Street (Illinois to Wisconsin)
- Mason Street (Taft to Park, Randolph to Wisconsin)
- Monroe Street (Randolph to Calumet Homestead, Calumet Homestead cul de sac, Park to Taft)
- Pleasant Avenue (Van Buren to Holy Rosary)
- Prospect Street (Park to Roosevelt)
- Randolph Avenue (Broadway to Van Buren)
- Roosevelt Avenue (Jefferson to Mason)
- State Street (Calumet to Plymouth)
- Mason Street (Wisconsin to Roosevelt)
- Taft Avenue (Van Buren to Park Lane)
- Washington Street (Pleasant to Randolph)

The following road improvements are scheduled in the City of New Holstein 2007 Capital Expenditure Plan:

2007:
- Harrison Street (Wisconsin to South End)
- Illinois Avenue (Railroad Street to Harrison Street)
- Railroad Street (Wisconsin to Illinois Avenue)

2008:
- Lisa Lane Extension
- Madison Street (Illinois to Wisconsin)
- Monroe Street (Illinois to Wisconsin)
- Monroe Street (Park to Taft)
Pleasant Avenue (Monroe west 150 feet)
Stonewall Drive

2009:
- Jackson Street (Roosevelt to Wisconsin)
- Roosevelt (Jefferson to Mason)
- Mason Street (Wisconsin to Roosevelt)

2010:
- Randolph Avenue (Broadway to Van Buren)
- State Street (Calumet to Plymouth)
- Mason Street/CTH J (Wisconsin Avenue to corporate limit)

2011:
- Monroe Street (Wisconsin to Randolph)
- Calumet Drive (Illinois Ave. to Wisconsin)
- Hickory Land (Madison St. West 125’)
- Michigan Ave (Jefferson to Mason)
- Prospect Street (Park to Roosevelt)
- Washington Street (Pleasant to Illinois)

In addition to those repairs or upgrades, the following general maintenance is scheduled for each year: slurry seal various streets, installation of handicapped ramps in selected locations, asphalt patching, storm sewer maintenance and repairs, crack fill various streets, and sidewalk maintenance and repairs.

Airports Improvements

According to the Five Year Airport Improvement Plan (2002) as completed by the WDOT, Bureau of Aeronautics, there are several projects planned for the New Holstein Airport. Projects listed are as follows:

- 2007: Land acquisition in runway approaches. Total estimated project cost of $160,000.
- 2011: Extend primary runway to 5,000 feet. Total estimated project cost of $550,000.
- 2011: Reconstruct runway 14/32. Total estimated project cost of $1,100,000.

Although these three projects are listed in this plan, the extension is the only project which is still on schedule at the time of writing.
3.9 **Transportation Goals and Objectives**

Following are the goals and objectives developed by the City of New Holstein regarding transportation.

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

*Objectives*

1. Balance competing community desires (i.e., scenic beauty, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.

2. Reduce high accident locations.

3. Require safe locations and designs for access onto local public roadways.

4. Require developers to bear an equitable share of the costs for the improvement or construction of transportation system (road, bike paths, sidewalks, public transportation, etc.) needed to serve new development.

5. Direct location of new roads and development in conjunction with site plans, Area Development Plans, and utility coordination.

6. Monitor the effectiveness of existing, and enhance opportunities for new, shared service agreements for providing local road development and maintenance.

7. Improve deficient roadways.

8. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.

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

10. Direct truck traffic to appropriate routes and plan cooperatively with affected communities.

11. Maintain adequate public parking facilities.
Goal: Support the development and use of multiple modes of transportation.

Objectives

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

2. Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).

3. Monitor the need for transit options, particularly for senior residents.

4. Continue to support the New Holstein Municipal Airport as a community and county asset.

3.10 Transportation Policies and Recommendation

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. The PASER (Pavement Service and Evaluation Rating System) shall be utilized to annually update the 5-year Road Improvement Program, including funding sources and priorities for identified improvement projects.

2. Area Development Plans shall be required as part of the submittal of any residential development plans (i.e., subdivisions). This will allow the community to assess the future connection and traffic flow impacts on surrounding properties.

3. The community will consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.

4. The city may require all new residential, commercial, institutional, and mixed use developments to be served with sidewalks and/or pedestrian/bike paths.

5. Dead-end roads and cul-de-sacs shall be avoided to the extent practicable.

6. Developers shall bear an equitable share of the costs for improvements and extensions to the transportation network.
7. Street design standards (intersection design, signal phasing, and roadway width) shall give priority to and enhance the safety of pedestrians and minimize conflict with motorists. Priority for installation or construction should be given to those routes that are used by school children, senior citizens, physically challenged persons, and/or commuters.

8. Transportation related issues that affect neighboring areas will be jointly discussed and evaluated with that neighbor and the Wisconsin Department of Transportation if necessary.

9. Residential development proposals will be designed to include an efficient system of internal circulation for all vehicles and pedestrians including the provision for external collector streets, and trails where applicable, to feed all traffic onto external arterial roads and highways.

10. The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.

11. Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.

12. Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.

13. The community shall protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.

14. Public streets shall not be used for parking trucks associated with the operation of industrial facilities.

15. As land is developed, require pedestrian facilities based on standards for the street classification.

16. Encourage that the transportation needs of the physically challenged are met.

17. The city and county shall cooperatively prepare a transportation system plan for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.)
3.11 Transportation Programs

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

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 village 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.

Freight Railroad Programs

The Wisconsin Department of Transportation offers two programs to help preserve and improve Wisconsin’s freight rail service: The Freight Railroad Preservation Program (FRPP) and the Freight Railroad Infrastructure Improvement Program (FRIIM). These programs provide local units of government, industries, and railroads the assistance they need to preserve essential rail lines and encourage improvements to existing rail lines. Typical projects include track rehabilitation, spur construction, track acquisition, and storage facility construction. For further information contact the Bureau of Railroads and Harbors of the WDOT.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate and describe proper repair and replacement techniques. PASER ratings can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin’s Transportation Information Center at no charge. The Center also offers free training courses.
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: Wisconsin Department of Transportation, Division of Transportation Investment Management.
4. Utilities and Community Facilities

People engage in their community services and facilities everyday: any time a child is taken to school, a dish is washed, or a bag of trash is put out for collection. All communities address these needs, however, there are a variety of venues that can be used. In some communities a public water system is provided while other communities’ residents utilize private wells and some communities use a combination of both. Not only is there variety in the methods used to meet different community needs, not all facilities exist within all jurisdictions.

Addressing community service needs is becoming even more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs of the community.

Not only do service provisions need to meet resident demands, the type and cost of community facilities and services affect property values and taxes and contribute to many aspects of the quality of life within a community. Quality of life is further attributed to local features such as parks, schools, utilities, and protective services. These services require substantial investment supported by local tax bases or user fees. The level of service is generally influenced by the users' ability or interest in paying for the service. This often results in a trade-off between lifestyle and services. Take for instance a person who chooses to live in the town on a 35-acre parcel. This development will most likely utilize a private sewage disposal system and a private well. The resident might choose the rural lifestyle over the convenience of a public water and sewer system. Conversely, the urban resident might live with more traffic and less open space in order to be closer to work, schools, libraries, and hospitals. In rural areas the level of service provided is generally low, but as rural areas develop the demand for services increases.

This element includes an inventory of existing facilities and services and provides insight into their condition and level of service. It is important to note that information regarding utilities, facilities, and services identified within this element may not be all-inclusive.

The following sections discuss the utilities and facilities of the City of New Holstein in more detail.

4.1 Local Administrative Facilities, Services, and Buildings

New Holstein City Hall is located at 2110 Washington Street in New Holstein. Elected officials include a mayor and eight aldermen. The city has a clerk-treasurer, deputy clerk-treasurer, attorney, assessor, emergency management director, building/plumbing inspector, library director, public works director, manager of utilities, and a recreation director.
4.2 Protective Services

Police Services

New Holstein Police Department
Department staff includes a police chief, lieutenant, and five officers, of which one is a school liaison officer. The New Holstein Police Department has an emergency dispatch center. The center is staffed by one full-time and one part-time police administrative assistant 12 hours a day from 7:00 a.m. – 7:00 p.m. After 7:00 p.m., radio and telephone dispatching is transferred to the Calumet County E-911 Dispatch Center.

Fire Protection Services

New Holstein Fire Department
The New Holstein Fire Department serves the City of New Holstein, the majority of the Town of New Holstein, and the southern portion of the Town of Charlestown. The department has 32 volunteer firefighters. Major equipment includes two pumpers, one tanker, one aerial unit, one rescue, and one quick attack pick-up truck.

Emergency Medical Services

Chilton Rescue
Chilton Rescue provides service to the greatest number of communities in Calumet County including the Towns of Rantoul, Chilton, Stockbridge, Charlestown, Brothertown, and portions of New Holstein and Woodville. Chilton rescue also serves the Villages of Hilbert and Potter and the Cities of Chilton and New Holstein.

Kiel Rescue
Kiel Rescue serves the City of Kiel and a portion of the Town and City of New Holstein.

New Holstein EMT
The New Holstein Emergency Medical Technicians serve the City of New Holstein, Town of New Holstein, and the southern portion of the Town of Charlestown.

4.3 School Facilities

New Holstein School District

Schools within the district include New Holstein Elementary School, New Holstein Middle School, and New Holstein High School. The district serves the City of New Holstein, the majority of the Town of New Holstein, and portions of the Towns of Brothertown and Charlestown.
There is a parochial school, Holy Rosary, in the City of New Holstein. There is also an Amish school in the Town of New Holstein.

### 4.4 Quasi Public Facilities

**Libraries**
- New Holstein Public Library

**Churches/Cemeteries**
- Gloria Dei Lutheran Church
- Holy Rosary Catholic
- Holy Rosary Cemetery
- Jubilee Assembly of God
- St. John’s United Church of Christ
- Zion Evangelical Lutheran
- New Holstein City Cemetery

**Campgrounds**

There are no campgrounds in the city.

**Boat Landings and Public Access**

There are no boat landings or public access in the city.

**Post Offices**
- New Holstein Post Office, Wisconsin Avenue, New Holstein

### 4.5 Parks, Recreation, and Open Space

**State Owned Facilities**

There are no state owned or operated facilities in the city.

**County Owned Facilities**

There are no county owned or operated facilities in the city.

**Locally Owned Facilities**

In 2005 the City of New Holstein completed an Open Space and Recreation Plan. The plan included background information on the city, goals and objectives, an inventory of recreational resources, assessment of recreational needs, recommendations, and an action plan.
According to the Open Space and Recreation Plan, the City of New Holstein has open space totaling over 160 acres currently available for recreational use. The city maintains nine sites totaling 96 acres. The school district provides 65 acres and about two acres of open space are available at Holy Rosary Elementary School. Park and recreation facilities available in the city are as follows.

**Kiwanis Community Park**
Located in the southern portion of the city, Kiwanis Community Park is New Holstein's largest park. Acquisition of additional land has increased the size of this park to 56.19 acres, enabling the city to develop additional recreational facilities during the past decade. Over the years, the park’s growth has closely followed master plans prepared by East Central Planning. Since the 1999 adoption of the city’s last open space plan, a community center and adjacent lighted ice skating pond, which provides a dual function as a stormwater detention basin, have been completed. Other relatively recent projects include two new soccer fields, a fishing pond with a fishing deck, additional parking, drainage improvements, and lighting of the park’s three existing tennis courts and basketball court. An outdoor swimming pool, restroom/storage building, extensive picnic facilities, two small canopies, two open shelters, play equipment, two recreational softball diamonds, four sets of horseshoe pits and shuffleboard courts, volleyball courts, lighted paved walkways, and parking areas are other park facilities. Pedestrian bridges spanning Jordan Creek are integrated into the walkway system. The park’s most recent 10.36-acre expansion, presently undeveloped, is slated to become a restored prairie with a network of walking trails. This key acquisition links the other portions of Kiwanis Park to Memorial Park.

**Kiwanis Park Nature Study Area**
The Kiwanis Park Nature Study Area occupies a 2.73-acre parcel of woodland across Hickory Lane from Kiwanis Community Park. A system of trails traverses the park but no other development has occurred on the site.

**Memorial Park**
Donated to the community in 1997, Memorial Park is a recent addition to the city’s park system. A 7.32-acre wooded tract, the park is located in the southern portion of New Holstein south of Kiwanis Park. Restrictive covenants which run with the park call for it to remain wooded and used for nature study. With the acquisition of an intervening parcel, Memorial Park will soon be linked by trail to Kiwanis Park.

**Market Square Park**
Market Square Park, at the intersection of Michigan Avenue and Railroad Street, is located in the historical area of the city known as “Market Square.” The .3 acre park provides an attractive space for public gatherings, special events, brat fries, and other fundraising activities.
Map 4-1 Utilities and Community Facilities
Civic Park
Civic Park is located on Park Street in the northern portion of the city. It forms part of a recreational complex, which also includes Funke Memorial Field and the New Holstein Elementary School. A canopy of mature trees graces much of the 4.77-acre site. Facilities include an enclosed pavilion, a large open shelter, two concession buildings, restroom facilities, picnic tables and grills, a three-sided band shelter, lighted sidewalks, and several pieces of play equipment. The play equipment, which provides play opportunities for the adjacent elementary school, has been upgraded within the past few years. Adjacent streets provide ample parking opportunities for park users.

Funke Memorial Field
Located at the north end of Washington Street, Funke Field lies northwest of Civic Park and north of the elementary school. The 7.86-acre site is the only park with ball field facilities lighted for night play. Among the facilities available at Funke Field are two tennis courts, several horseshoe courts, a baseball diamond, and a softball diamond. The lighting for the ball diamonds, in particular, is quite old and has become increasingly inadequate for night use. The horseshoe courts are used for adult horseshoe leagues. The park also contains two unlighted little league diamonds that can double as two temporary soccer fields. A drive behind the elementary school provides adjacent parking while convenient on-street parking is also available.

Optimist Park
Optimist Park occupies a 13.5-acre site located on Mason Street in the northeastern part of the city. While the former Honeymoon Hill has long served as a sledding and tobogganing hill for local residents, in 1995 the local Optimist Club offered to assist the city to further develop the site to better accommodate year-round recreational activities. A site plan was subsequently prepared by East Central Regional Planning to guide additional development of the park. Present development consists of a shelter/restroom building, an overlook deck, timber staircase, a park sign, bench, horseshoe pits, landscaping, and a small unpaved parking area. Other development planned for the park includes picnic facilities, play apparatus, a sand play area, horseshoe pits, walking trails, a wildflower prairie, and an informal open play area.

Tower Park
Located on the west side of Mason Street across from Optimist Park, Tower Park is a 1.2-acre site which serves as the location of the city's east water tower. The site has interesting topography and a well-manicured lawn but provides no recreational facilities. To discourage children from darting across Mason Street as they run back and forth between the two parks, no future development is proposed for Tower Park.
"New" Park
In 2004, the city sold Lions Park and purchased a "New" 1.5-acre park located on the south side of Jordan Avenue in the southeastern portion of New Holstein. The park is intended to serve as a neighborhood park. The parcel is an open turf area. On-street parking is available.

New Holstein Senior High School
The senior high school is located on the west side of Plymouth Street in the western portion of the city. About 49 of the site's 55 acres are available for outdoor recreational use. Facilities include a baseball diamond with backstop and dugouts, two softball diamonds, lighted running track and football field, soccer fields, a practice football field, and a restroom/concessions building. A small pond is the centerpiece of a nature study area, which also exists on the site. The school gym is available for public use at scheduled times.

New Holstein Elementary School
Located on the northwest corner of Washington and Park streets across from Civic Park and adjacent to Funke Memorial Field, the elementary school has about 16 acres available for recreational activity. Facilities include three basketball hoops, chute ball, a soccer field, and open play area. The elementary school gym is also available for public use at scheduled times.

Holy Rosary Elementary School
Located in the central portion of New Holstein on the southeast corner of Illinois Avenue and Madison Street, Holy Rosary Elementary School contains about two acres of land available for outdoor recreational activities. A paved area with basketball hoops and markings for volleyball and other children's court games are the only facilities available on the site. The school gym is generally not available for public use.

Trails
The Solomon Trail links the City of New Holstein to Kiel. The project was a joint effort between the two communities. The trail is paved and is approximately 2.25 miles in length. There are no trailheads.

4.6 Private Park and Recreational Facilities
There are no private park and recreation facilities in the city.

4.7 Solid Waste Management and Recycling
The City of New Holstein contracts for curbside solid waste and recycling services from a private provider. The City of New Holstein is a member of the East Shore Recycling Commission.
4.8 Communication and Power Facilities

The following are communication and power providers for the community.

Electric

♦ New Holstein Utilities

Telephone

♦ Verizon

Natural Gas

♦ Wisconsin Public Service

Communication Towers

There are no towers in the city; however there are wireless internet and cell phone providers which utilize the city’s water tower.

4.9 Sanitary Sewer Service

New Holstein Utilities

New Holstein Utilities is the locally owned and operated electric, water, water softener, and wastewater utility, serving 2,553 customers in New Holstein and the surrounding area. New Holstein Utilities was founded more than 89 years ago by the citizens of New Holstein. The community’s early founders voted to establish their own city-owned utility to provide light to its downtown area and to encourage economic development.

The treatment plant was built in 1972-73.

Private On-site Wastewater Treatment Systems (POWTS)

There are no POWTS in the city.

4.10 Public Water Supply

New Holstein Utilities

The water utility has approximately 1,200 residential, 100 commercial, and eight industrial customers. The sole source of water for the utility is groundwater. The utility has three wells and five water storage facilities including the following:
♦ 1924 reservoir, 65,000 gallon capacity
♦ 1948 reservoir, 100,000 gallon capacity
♦ 1971 elevated tank, 250,000 gallon capacity
♦ 1975 reservoir, 200,000 gallon capacity
♦ 2007 elevated tank, 200,000 gallon capacity

The utility has approximately 131,000 feet of water main, the majority of which is 8 inch or 6 inch in diameter. The utility also has 217 hydrants.

### 4.11 Stormwater Management

Jordan Creek, an intermittent stream flowing through the southern and eastern portion of the community, is the sole natural resource of note in the immediate New Holstein area. Its significance is that it drains over 3,000 acres, including the city's entire storm sewer system, and is subject to flooding following heavy rains and periods of extensive snowmelt.

### 4.12 Health Care Facilities

**Calumet Homestead Rehabilitation Center**

This facility is county owned and operated and is located at 1712 Monroe Street in New Holstein. The facility is licensed by the State of Wisconsin as a 101-bed skilled nursing facility and provides nursing care at the intensive skilled, skilled, and intermediate levels. The entire facility is Medicare certified. A multidisciplinary approach is used for the management of medically complex conditions. Physical, occupational and speech therapy are offered onsite to residents and outpatients. Short-term stays are available for rehabilitation or respite care. A 12-bed secure unit is dedicated to the care of residents with Alzheimer's disease and related dementias. The specially trained staff of this unit works closely with each resident to provide activities and programs to manage behaviors and changing needs. Hospice and end of life care is also available.

**Willowdale Nursing and Rehabilitation Center, New Holstein**

There are a total of 50 beds at this facility. A variety of services are provided including physical and occupational therapy, speech and language pathology, nursing, and mental health services.

**Willowpark Residence Assisted Living Facility, New Holstein**

There are a total of 45 rooms at this facility. The residence provides alternative living for the active senior adult. Twenty-four hour caring staff is available to assist residents.

### 4.13 Day Care Facilities

♦ ABC Day Care Center
♦ Building Blocks Family Day Care
♦ Hillside Family Day Care Center
♦ Sandy’s Wee Waddlers Day Care Center
4.14 Expansion or Rehabilitation of Existing Utilities and Facilities, Approximate Timetable

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction, or rehabilitation of existing utilities and facilities.

The City of New Holstein has determined that the following utilities and facilities will need expansion, construction, or rehabilitation over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years).

Public Buildings and Administrative Facilities and Services

Short Term
- Replace City Hall roof.
- Replace City Hall air conditioning condensing unit.

Long Term
- None identified.

Police Services

Short Term
- Update work area for officers to include new desks, chairs, extra phone, shelving.
- Update training equipment such as Simunitions, Mats, DAAT.
- Create a larger storage area within the Police Department to consolidate files and record storage.
- Create a larger area for processing evidence.
- Convert present storage area for evidence storage only.
- Possibly convert kitchen area into storage.

Long Term
- New two car garage for squads and equipment storage.
- Secure vehicle impound area.
- Full-time investigator with vehicle (possibly shared with neighboring department) with all the necessary training for investigating crimes such as crimes against children, missing persons, sexual assaults, and computer crimes.
- More computer equipment and software for investigation of internet and computer crimes.
- Dedicated area within the department for digital evidence with a designated computer specifically for reproducing digital photos and evidence.
Fire Protection and EMT/Rescue Services

Short Term
- Five garage door openers
- Parking lot behind firehouse
- Exhaust system
- Replace Truck #21
- Replace Jaws of Life
- Remodel inside of firehouse

Long Term
- Replace Truck #27
- Replace Truck #22
- Replace firehouse roof

Libraries, Cemeteries, and Other Quasi Public Facilities

Short Term
- Continue to update materials at library as possible.
- Replace automation software shared among six libraries in the Manitowoc-Calumet Library System.
- Add capabilities to offer wireless internet at the library.
- Replace air conditioning units at library.
- Replace lighting at library while emphasizing cost effectiveness and efficiency.
- Repair windows at library to ensure seals are sound.

Long Term
- Continue to upgrade systems and materials at library.
- Look at replacing or repairing driveway and parking lot at library.
- Possible expansion/space planning of library to include quiet reading areas, computer lab, group room, areas for specific age groups, additional office space, relocation of restrooms, and efficient use of space.
- Examine ways to make the library more energy efficient.

Parks and Recreation

Short Term
- Swimming pool replacement.
- Replace Civic Park restrooms.
- Develop 10 acres between Kiwanis Park and Memorial Park with prairie flowers, grasses, trails, and trees.
Long Term
  • None identified.

Solid Waste and Recycling

Short Term
  • None identified

Long Term
  • None identified

Sanitary Sewer Service

Short Term
  • Apply asphalt surface to treatment plant entrance.
  • Purchase work order and associated component software to increase continuing property accuracy and reduce or eliminate redundant tasks.
  • Coordinate and evaluate sanitary sewer main replacement in conjunction with city street reconstruction.
  • Implement an inflow and filtration plan.

Long Term
  • Construct a sludge storage facility.
  • Eliminate sludge lagoons.
  • Rebuild blower building.
  • Rebuild secondary digesters.
  • Replace primary digester cover.

Private Onsite Wastewater Treatment Systems (POWTS)

Short Term
  • Not Applicable

Long Term
  • Not Applicable

Public Water

Short Term
  • Build a new water tower
  • Repaint Mason Street water tower.
  • Retire Madison Street water tower.
  • Increase capacity along Plymouth Street.
  • Create loop on east Taft Street (Wastewater Treatment Plant).
  • Install backup generator in Well #1.
  • Purchase work order and associated component software to increase continuing property accuracy and reduce or eliminate redundant tasks.
Update financial plan annually.
Perform reservoir maintenance.
Reduce system losses.
Continue replacing non-demand water softeners.
Coordinate and evaluate water main replacement in conjunction with city street reconstruction.

Long Term
Continue evaluating water main replacements as necessary.
Update Water System Study.

Stormwater Management

Short Term
Continue to work with developers to ensure appropriate stormwater management principles are being used in new development.

Long Term
Continue to work with developers to ensure appropriate stormwater management principles are being used in new development.

Electric Utility

Short Term
Construct new substation in the northwest corner of the city
Retire a portion of the existing substation
Rebuild circuit feeders to allow for total load transfer between substations.
Select and begin the installation of residential decorative lighting.
Purchase work order and associated component software to increase continuing property accuracy and reduce or eliminate redundant tasks.
Update financial plan annually.
Research and explore cost saving measures to improve energy consumption efficiency for all utility and city departments.
Complete the remaining projects detailed in NHU’s “2004 Electric System Study” which includes a five year construction work plan.

Long Term
Reconstruct Park Avenue overhead line.
Continue to (when necessary) replace aging overhead lines in residential areas with underground.
Replace Roosevelt Substation transformers.
Update Electric System Study.

Health Care and Child Care Facilities

Short Term
None identified
Long Term
- None identified

Local Roads and Bridges

Short Term
- Calumet Drive and Milwaukee Drive Street Lighting upgrade.
- Continued street maintenance based on PASER rating.
  - 2007:
    - Harrison Street (Wisconsin to South End)
    - Illinois Avenue (Railroad Street to Harrison Street)
    - Railroad Street (Wisconsin to Illinois Avenue)
  - 2008:
    - Lisa Lane Extension
    - Madison Street (Illinois to Wisconsin)
    - Monroe Street (Illinois to Wisconsin)
    - Monroe Street (Park to Taft)
    - Pleasant Avenue (Monroe west 150 feet)
    - Stonewall Drive
  - 2009:
    - Jackson Street (Roosevelt to Wisconsin)
    - Roosevelt (Jefferson to Mason)
    - Mason Street (Wisconsin to Roosevelt)
  - 2010:
    - Randolph Avenue (Broadway to Van Buren)
    - State Street (Calumet to Plymouth)
    - Mason Street/ CTH J (Wisconsin Avenue to corporate limit)
  - 2011
    - Monroe Street (Wisconsin to Randolph)
    - Calumet Drive (Illinois Ave. to Wisconsin)
    - Hickory Land (Madison St. West 125’)
    - Michigan Ave (Jefferson to Mason)
    - Prospect Street (Park to Roosevelt)
    - Washington Street (Pleasant to Illinois)

Long Term
- Continued street upgrades based on PASER rating.

Airport

Short Term
- Obtain fuel pump that takes credit cards for payment.

Long Term
- Runway, taxiway, apron reconstruction.
- Entrance road relocation.
Additional Facilities, Programs, or Operations

Short Term
- Hire a new clerk/treasurer/assessor to replace current employee.
- Hire an economic development specialist.
- Replace key personnel as they retire.

Long Term
- None identified

4.15 Future Needs for Government Services

While the previous section detailed infrastructure needs the community will deal with during the planning period, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services.

Service needs identified as part of the planning process are:

Given the position of New Holstein in the county and the issues that have been developing in the city, New Holstein would benefit from hiring an economic development specialist in the near future. While there are no other identified needs at this moment, staffing levels will continually need to be evaluated as the City grows, and it will be necessary to adjust levels based on need, level of service provided, and budgetary concerns.
Map 4-2 Proposed Transportation and Utilities and Community Facilities
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4.16 Utilities and Community Facilities Goals and Objectives

Following are the goals and objectives developed by the City of New Holstein regarding utilities and community facilities.

**Goal:** Provide high quality and cost effective community facilities and services that meet existing and projected future needs.

**Objectives**

1. Support high level, cost effective service for solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.

2. Consider the impacts of development proposals on community facilities and services, and balance the need for community growth with the cost of providing services.

3. Pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.

4. Monitor the need for new, expanded, or continuation of rehabilitated services and local government facilities.

5. Increase coordination of utility and community facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development, and growth management policies.

**Goal:** Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.

**Objectives**

1. Plan sewer extensions and treatment facility improvements so that they can be installed incrementally as needed in a cost-effective manner.

2. Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.

3. Consider the use of sewer assessment policies and impact/development fees that will encourage compact development and discourage scattered development.
Goal: Promote stormwater management practices in order to reduce personal and public property damage and to protect water quality.

Objectives

1. Maintain a community stormwater management system which addresses stormwater quality.
2. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
3. Require the use of stormwater management practices to abate non-point source pollution and address water quality.
4. Implement stormwater management practices at outfall locations that discharge stormwater into wetlands, aquifers, or other environmentally sensitive areas.

Goal: Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.

Objectives

1. Continue to monitor groundwater quality and potential contamination issues.
2. Ensure that water treatment facilities are properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the community.
3. Develop wellhead protection plans for existing and proposed well sites in accordance with the comprehensive plan.
4. Provide information and comments on impacts to groundwater when reviewing proposed development in the community and in areas of extraterritorial jurisdiction.

Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

Objectives

1. Encourage community and citizen involvement in decisions involving the type, location, and extent of disposal facilities and services.
2. Require major developments to adequately address solid waste disposal and recycling needs during the planning and design stages.
3. Increase collection opportunities for the proper recycling and disposal of unique (i.e., tires, white goods, etc.) and/or hazardous wastes.

**Goal:** Maintain and enhance recreational opportunities in the community.

**Objectives**

1. Recognize the need to accommodate all age groups and abilities in both active and passive recreational pursuits on a year round basis.

2. Pursue state, federal, and private funding programs that aid in the acquisition and development of parks, trails, and scenic and environmentally sensitive areas, taking into account related maintenance and operational costs.

3. Seek stable funding sources to provide maintenance and operation of community parks and recreational buildings and sites.

4. Identify areas where recreational opportunities could be improved.

5. Maintain existing public access to waterways in the community and seek potential improvements.

**Goal:** Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

**Objectives**

1. Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.

2. Seek to balance desired service levels with potential negative community impacts when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.

**Goal:** Encourage improved access to health care facilities and child care.

**Objectives**

1. Support requests for the development of properly located and operated child care facilities.

2. Support school districts or local community organizations in their sponsorship of child care programs and early development programs.
3. Support the development of local health care facilities.

4. Support improved transportation options to and from regional health care facilities.

**Goal: Provide a level of police, fire, and emergency services that meets present and future needs.**

**Objectives**

1. Encourage the maintenance of the current ISO rating of the fire department in the city.

2. Support resident education on ways to reduce the risks of fire and increase access and response time of emergency vehicles to local residences.

3. Promote the maintenance of the level of quality of emergency service equipment and facilities and address needs where appropriate.

4. Encourage beneficial and effective police, fire, and EMS cooperative service agreements.

5. Maintain a good relationship with Calumet County and neighboring communities for utilization of additional emergency services when needed.

**Goal: Promote quality schools and access to educational opportunities.**

**Objectives**

1. Coordinate planning efforts with the local School District to allow them to anticipate future growth and demographic changes.

2. Maintain support for local libraries in their efforts to increase community education.

**4.17 Utilities and Community Facilities Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. The city should continue to work with police, fire, and rescue service providers to anticipate and plan for capital improvements and service requirements.
2. Development that can not be proven cost effective in covering required services, utilities, and community facilities should not be pursued.

3. Planned utilities, service facilities, and roads shall be designed to limit the impact to environmental corridors, natural features, and working farmland.

4. An approved Capital Improvement Plan/Budget must support the development of new facilities.

5. The creation of an Adequate Public Facilities Requirement will be considered within the community. In order to ensure that property is developed only with appropriate urban or rural services, no development shall be approved unless the approving authority first determines that adequate facilities and services will be available to the development before it is occupied.

6. The Capital Improvement Plan will be updated on an annual basis.

7. Whenever possible, use public/private agreements to pay for utility extensions into new subdivisions.

8. A proportional share of the cost of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary. In determining the proportional share, the public benefit of the project/improvement shall be considered. Impact fees should be utilized as a source of funding for capital projects directly attributable to new development.

9. Maintain the reliability of the community's utility infrastructure as the first priority for utility capital expenditures.

10. Coordinate community utility capital expenditure planning with capital investment planning by other departments.

11. Work with neighborhood and community representatives in siting utility facilities.

12. The community may encourage the shared development of all public capital facilities including community facilities such as parks, libraries, schools, and community meeting facilities.

13. The community shall require the placement of new utility systems within the existing right-of-way whenever possible.

14. The community shall maintain at least a 5-year plan to finance needed capital facilities. The plan shall clearly identify sources of public money for capital facilities and shall be updated annually.
Administrative Facilities/Public Buildings

1. The community will continually review staffing and professional service needs relative to planning, ordinance development/enforcement, and other governmental services.

2. The community may assess the capacity and needs of administrative facilities, services, and public buildings every five years.

3. All community buildings should meet ADA requirements and have adequate capacity to facilitate community meetings or gatherings.

Police Services

1. Data and information regarding police response time and satisfaction with service shall be maintained in order to determine department needs and measure efficiency.

2. An assessment of department staffing, equipment, and training levels shall be assessed annually.

3. Programs or activities which increase community access or relations with the police department shall be pursued.

4. Determine the training and equipment needs of the police department and incorporate it into the capital improvement plan.

Fire Protection Services

1. Opportunities for joint fire department or rescue services with neighboring communities shall be pursued.

2. An evaluation of fire protection staff, services, and equipment shall be completed on an annual basis.

3. Determine the equipment needs of the fire department and incorporate it into the capital improvement plan.

4. Support the consolidation of fire protection services.

Schools

1. Work with local school districts in order to anticipate future service and facility needs.

2. Every school district should have at least one acre of land for each 2,000 children.

3. Land uses compatible to school facilities that produce little noise and minimal traffic shall be pursued and planned for near any future school facilities.
4. Develop a cooperation between schools and community interests and needs by offering child care services and youth and family programs such as prevention of substance abuse, parenting, care of the elderly, and care of those with special needs, etc.

5. Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.

6. Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.

**Libraries**

1. Maintaining and improving library facilities and services shall be pursued within the planning period.

2. Efforts to improve library facilities shall include fundraising and building of relationships with private or individual contributors in order to reduce the burden on local government.

**Parks, Recreation and Open Space**

1. Concentrated residential developments shall be within a service area of a neighborhood community or regional park facility.

2. Ensure that neighborhood parks are incorporated into the design of future subdivisions.

3. Recreational resources should be expanded to meet demands where possible. When expansion due to natural physical limitations is not possible, recommendations should focus on maximizing use of the resource, improving management, and decreasing conflicts.

4. Develop and pursue funding sources for park and recreation facilities.

5. All park facilities shall be in compliance with the Americans with Disabilities Act.

6. Acquire lands to expand the existing park system to meet the demands of a changing and increasing population.

7. Funding for park land improvement will be set aside annually.

8. Maintain open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites.

9. Ensure there are adequate flat parklands for activities such as soccer and ball games.
10. Ensure a sufficient quantity of suitable land is set aside for parks and recreational purposes during the site planning process for new residential development projects.

11. Jordan Creek should be protected from potential encroachment and preserved as a natural drainageway. New Holstein should continue to enforce its floodplain zoning ordinance to ensure that Jordan Creek and the adjoining land is protected from undesirable development. The preservation of this drainageway, which drains the entire city, is critical (From Park and Recreation Plan, 2006).

NOTE: Park and Open Space Plan should be referred to for specific recommendations on park, recreation, and open space improvements over the planning period. The action plan should also be utilized.

**Solid Waste Management and Recycling**

1. The community shall periodically monitor the effectiveness of the waste management and recycling services provided by private contractors.

2. Solid waste disposal sites and landfills shall be located and designed to protect surface and groundwater. They shall be located outside of municipal well protection zones and in areas of low to moderate groundwater contamination risk.

3. Solid waste disposal, transfer station, and recycling sites shall be located in areas which limit the potential for adjacent impacts.

**Communication and Power Facilities**

1. The community should work with the county to review all conditional use permits relative to the placement of telecommunication towers, antennas and related facilities within the community. Criteria to review the placement of any such facilities should include the potential impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, abandonment, antenna location and property access, lighting, and security so as not to be accessible by the general public.

2. Telecommunication facilities and towers shall utilize existing facilities to the maximum extent possible.

3. Telecommunication towers shall be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties.

**Sanitary Sewer Service**

1. Work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas.
2. Concentrated residential development shall consider the feasibility and water quality impacts of a wastewater collection and treatment system.

3. Wisconsin Department of Natural Resources CMAR reporting of sanitary facilities shall be used to evaluate the adequacy of facilities and aid in determining facility needs.

4. New on-site sewage treatment facilities are discouraged within the developed area of the city.

5. Extension of public sewer service should not be permitted outside the designated growth areas of the city.

Private On-site Wastewater Treatment Systems (POWTS)

1. Whenever possible, utilize the most current technological disposal systems as a replacement for failing conventional privately owned treatment systems.

Public Water Supply

1. Well-head protection shall be a priority when reviewing development proposals.

2. Existing private wells should be properly abandoned in accordance with state regulations and converted to public water service.

3. Extension of public water service should not be permitted outside the city limits.

4. The city shall review new residential projects for the availability of an adequate water supply.

Stormwater Management

1. Address stormwater management as a requirement of all development proposals.

2. Proposed developments shall not increase flooding potential to adjacent lands.

3. All community development shall attain pre-development levels of stormwater run-off during and after development through best management practices.

4. New development shall use best management practices for construction site erosion control.

5. Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil.

6. Stormwater runoff as the result of development should not be discharged into wetlands and closed depressions, except for those associated with approved stormwater management structures.
7. The city and the county should cooperatively prepare a drainage system plan for the area and identify major drainage facilities.

8. The city shall require installation of stormwater and surface water facilities in order to minimize construction-related disruptions to the public and to minimize the costs of system deliveries.

9. The city shall require surface water conveyance systems in all new development, including transportation facilities.

10. The city shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained.

11. The city will require new development projects to include community approved stormwater management facilities.

Health Care Facilities

1. Health care and commercial daycare facilities should be steered toward the commercial areas as much as possible.

Daycare Facilities

1. Licensed in-home daycare facilities shall be allowed within the community in order to accommodate child care needs within the community if a conditional use permit is obtained.

4.18 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or 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, sidewalks, and 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. For more information on this program contact the Wisconsin Department of Commerce, Division of Community Development.
Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

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 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.

Brownfields Initiative

The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR)

The Blight Elimination and Brownfield Redevelopment Program is designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site in a blighted area, or one that qualifies as blighted. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Tax Incremental Financing (TIF)

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce should be contacted for further information.

Aids for the Acquisition and Development of Local Parks

Funds are available to assist local communities acquire and develop public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages, and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered by the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.
Clean Water Fund Program

Funds are available to protect water quality by correcting existing wastewater treatment and urban stormwater problems and preventing future problems as per s. 281.58 and 281.59, Wis. Stats. Cities, towns, villages, counties, town sanitary districts, public inland lake protection and rehabilitation districts, metropolitan sewerage districts, and federally-recognized tribal governments are eligible to apply. Eligible projects include construction of treatment works, sewer systems, interceptors, and urban stormwater runoff treatment systems. Projects that are necessary to prevent violation of discharge permits, meet new or changed discharge limits, or correct water quality or human health problems in unsewered areas may receive priority for funding. Low interest loans are available for planning, design, and construction of wastewater treatment projects and urban stormwater runoff projects approved by the Department. The program is offered by the WDNR, Bureau of Community Financial Assistance.
5. Agricultural, Natural, and Cultural Resources

5.1 Introduction

The natural resources of a community offer a clean and abundant supply of groundwater and surface water, assure safe air to breathe, and provide a natural landscape of terrestrial and aquatic habitats such as forest, prairies, and wetlands. Natural resources include the parks, trails, scenic areas, and other outdoor places people rely on for recreation. Natural resources are essential to a vibrant economy – measured in tourism revenues, enhanced property values, sustainable agriculture and wood products, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc.

There are many state and some federal regulations designated to protect Wisconsin’s natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their communities and to protect the natural resources they value most.

Development must 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. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. These features promote civic pride and often create a sense of place.

5.2 Forests, Farmland, and Agriculture

The topography in the New Holstein area can best be described as gently rolling and is the result of past glacial activity. The city lies near the southeastern end of a major drumlin field, which stretches across the southern portion of Calumet County. The city's east water tower, in fact, is located on a drumlin. Elevation changes within the corporate limits slightly exceed 100 feet. Most of the land lying near New Holstein is in agricultural production. The city has 178.6 of non prime agricultural land, 792.2 acres of prime agricultural land, and 579.6 acres that are prime if not drained or flooded, for a total of 1,550.4 acres of agricultural land.
In terms of land use and real estate, woodland areas are highly valued property features as reflected by the price of woodland acreage and the location of new housing. In addition, the implementation of use value assessment for agricultural lands has impacted the woodland parcels by transferring valuation through deferred impact on agricultural lands. Housing within wooded areas has the potential to cause fragmentation of habitat for many wildlife species. Development can disrupt the travel routes for wildlife through corridors and increase nuisance issues between people and animals.

The city has 75.1 acres of their land designated woodlands. A large stand of upland woods is located about a mile south of the city. Most other wooded tracts near the community are found along streams and other lowland areas, where cultivation of crops is difficult.

New Holstein has been recognized by the National Arbor Day Foundation as a “Tree City USA.”

### 5.3 Metallic and Non-Metallic Mineral Resources

Wisconsin Administrative Code NR 135 required 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, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, productive end land use, and potential to enhance habitat and increase land values and tax revenues.

According to the Calumet County Planning Department there are approximately 20 active non-metallic mining sites and five abandoned sites located in Calumet County (see Utilities and Community Facilities element). Of the 20 active mining sites, eight are limestone sites, two are sand and gravel sites, and 10 are gravel-only sites.

The East Central Wisconsin Regional Planning Commission administers the Wisconsin Statutes, Chapter NR 135, non-metallic mining reclamation program for Winnebago, Outagamie, Shawano, Waupaca, and Calumet Counties. The Calumet County Non-Metallic Mining Reclamation Ordinance was adopted in 2001. All site operators are required to apply for a permit and must prepare and submit a reclamation plan.

There are no metallic or non-metallic mining sites in either the City of New Holstein or in the extraterritorial review area.
Map 5-1 Soils
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5.4 Watersheds and Drainage

Wisconsin has redesigned its natural resource management approach around the concepts of eco-regions, areas of similar character and structure typically related to drainage basins or watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results.

Basins and watersheds are interconnected areas of land draining from surrounding ridge tops to a common point such as a lake or stream confluence. All lands and waterways can be found within one watershed or another.

The City of New Holstein is located within the Lakeshore Basin and the South Branch Manitowoc River Watershed.

5.5 Wetlands

The hydrology of soils, or the amount of water saturation present, largely determines the soil characteristics and the corresponding 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 provide storage of flood waters preventing damage to developed areas. Wetlands can make lakes, rivers, and streams clean and drinking water safe. 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.

The Wisconsin Department of Natural Resources (WDNR) has inventory maps for wetlands two acres and larger. In general, the wetlands information is helpful during development review, during resource planning, when evaluating design, or when performing impact assessment. The wetland information may need to be field verified for specific location and parcel information as the digitization process used to create the maps inadvertently creates

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Wetlands Defined

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. Wetlands can be recognized by the presence of 3 features:

1. *Wetland hydrology*, or varying degrees of saturated conditions.
2. *Hydrophytes*, or specially adapted plants that favor the prolonged presence of water.
3. *Hydric soils*, or soils that contain characteristics that confirm the long term presence of wetland hydrology.
error in exact field boundaries. The maps should be consulted whenever the community reviews
development proposals in order to preserve wetland functions and to ensure regulatory
compliance.

There are 110.4 acres of wetlands in the City of New Holstein. They are located primarily in
tree general areas of the community. The largest area of wetlands is located in the northern part
of the city on the north side of the railroad tracks. This area located within the corporate limits is
part of a very large area of wetlands that extends into the Town of New Holstein. The next
largest area of wetlands is located on the east and north-east side of the airport. This area is
actually two separate wetlands but again, part of one system which is located along the Jordan
Creek and part of a larger system which extends from the city through the township and back
into the city again. There are also wetlands located in the south-east corner of the city in an area
that is adjacent to single-family development but is currently not developed.

5.6 Floodplains

For planning and regulatory purposes, a floodplain is normally defined as those areas, excluding
the stream channel, that are subject to inundation by the 100-year recurrence interval flood event.
This event has a 1% chance of occurring in any given year. Because of this chance of flooding,
development in the floodplain should be discouraged and the development of park and open
space in these areas encouraged. The floodplain includes the floodway and flood fringe. The
floodway is the portion of the floodplain that carries flood water or flood flows, while the flood
fringe is the portion of the floodplain outside the floodway, which is covered by waters during a
flood event. The flood fringe is generally associated with standing water rather than rapidly
flowing water.

Wisconsin Statute 87.30 requires counties, cities, and villages to implement floodplain zoning.
In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard
data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies
to determine the location and extent of floodplains and the monetary damage risks related to the
insurance of urban development in floodplain areas.

The City of New Holstein has 1,550.3 acres of floodplains, or 0.8% of those found in Calumet
County as a whole.

5.7 Surface Water Features

Lakes

There are no lakes in the City of New Holstein.

Rivers, Streams

Jordan Creek is an intermittent stream flowing through the southern and eastern portion of the
community that drains into Pine Creek. It is the sole natural resource of note in the immediate
New Holstein area. Its significance is that it drains over 3,000 acres, including the city's entire
storm sewer system, and is subject to flooding following heavy rains and periods of extensive snowmelt.

### 5.8 Groundwater

Groundwater is a limited resource, and both its quality and quantity are important characteristics. These characteristics are influenced primarily by local geology and local land use. Precipitation percolates through the soil and bedrock where it eventually reaches a saturated zone known as an aquifer. It is from these aquifers that wells draw their water.

According to the Calumet County Land and Water Conservation Department, most of the groundwater in Calumet County is stored in fractured bedrock. Wells tap these fractures to access the water.

**Clean Water Act and Impaired Waters, Section 303(d)**

Section 303(d) of the federal Clean Water Act requires each state to periodically submit a list of impaired waters to the Environmental Protection Agency (EPA) for approval. Impaired waters are those that are not meeting the state's water quality standards. The WDNR last submitted an updated list to EPA in April 2004. EPA approved the list of impaired waters in September 2004. The next updated list was due to be submitted to EPA on April 1, 2006.

The following is identified as impaired water as submitted and approved in 2004 by the WDNR and EPA for waters in Calumet County.

- Jordon Creek:
  - Pollutants- PCB
  - Impairments- Fish consumption advisory
  - Identified as a warm water sport fishery
  - Waterway is identified as a high priority

**Point Source Discharges**

The WDNR regulates municipal, industrial, and significant animal waste operations discharging wastewater to surface or groundwater through the Wisconsin Pollutant Discharge Elimination System (WPDES) permit program. Permits are issued for a maximum five year time frame. They establish the performance standards for the wastewater treatment systems and set numeric criteria the discharger must meet. The permit is the discharger's approval to discharge a set quantity of wastewater at a specific location.

As of 2005, there are no industrial WPDES permit holders in the City of New Holstein.

As of 2005, there is currently one municipal WPDES permit holder in the City of New Holstein. It is:

- New Holstein Wastewater Treatment Facility
Map 5-2 Environmental and Water Features
5.9 Air Quality

In order to evaluate the quality of the air and to protect the public health, a series of National Ambient Air Quality Standards (NAAQS) has been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. According to the Wisconsin Air Quality Report, as prepared by the Wisconsin Department of Natural Resources (WDNR), the air pollutants affecting Wisconsin include sulfur dioxide, suspended particulate matter, carbon monoxide, ozone, oxides of nitrogen, lead, sulfates, and nitrates. Calumet County is considered an attainment area, which is an area that meets the NAAQS defined in the Federal Clean Air Act.

While compliance with NAAQS is not likely to become a concern in Calumet County, there are localized air quality issues that commonly face rural areas. Concerns with airborne particulates, or dust, may also be a concern where residential land use is in close proximity to extraction operations or agricultural operations. Outdoor burning can lead to air quality problems in a particular neighborhood if garbage or other materials that release toxic substances are burned, or if burning occurs in a densely populated area. Issues might arise from open burning, the improper use of burn barrels, or the improper use of outdoor wood burners (furnaces).

5.10 Environmentally Sensitive Areas

The Niagara Escarpment is the steep face of a 650-mile sickle-shaped cuesta (bedrock ridge) that runs from the northeastern United States south of Rochester, New York, across portions of southeastern Canada, and then southward north and west of Lake Michigan to southeastern Wisconsin. The primary bedrock type is dolomite. The Escarpment is made of rock that was originally deposited as sediment on an ancient sea floor which existed about 430 to 450 million years ago. The present-day cliffs were formed over millions of years through the differential erosion of rocks of varying hardness and enhanced by the action of glaciers during the last ice age. In Wisconsin, the Escarpment extends for over 230 miles, from Rock Island, off the northern tip of the Door Peninsula, south to northern Waukesha and Milwaukee Counties. The Escarpment is discontinuous in Wisconsin and differs in elevation and amount of exposure from one end to the other.

The geology of the Escarpment greatly influences its ecological attributes. One example is the presence of karst, or solution features of the bedrock that allows organic matter to accumulate. Cold air and sometimes water move through the fractured bedrock creating unique microhabitats. Many highly specialized species, such as rare terrestrial snails, are found in these microhabitats.

The Escarpment runs very close to the surface of the ground in the City of New Holstein and there are numerous outcrops in the city.

5.11 Threatened and Endangered Species

Wisconsin's Natural Heritage Inventory (NHI), established in 1985 by the Wisconsin Legislature, is maintained by the Wisconsin Department of Natural Resources (WDNR) Bureau of Endangered Resources. The NHI program is responsible for maintaining data on the locations
and status of rare species, natural communities, and natural features in Wisconsin. The Wisconsin NHI program is part of an international network of inventory programs that collect, process, and manage data on the occurrences of natural biological diversity using standard methodology.

Wisconsin's Natural Heritage Inventory program's three objectives are to: collect information on occurrences of rare plants and animals, high-quality natural communities, and significant natural features in Wisconsin; standardize this information, enter it into an electronic database, and mark locations on base maps for the state; and use this information to further the protection and management of rare species, natural communities, and natural features.

According to the NHI the following rare species and natural communities are found in the county. The dates following the occurrence name notes the most recent year the occurrence was recorded in the county. Refer to the Calumet County Inventory and Trends Report for mapped locations of occurrences.

**Aquatic Occurrences**

**Animal**
- Yellow Rail, Coturnicops noveboracensis, 1991
- Side-swimmer, Crangonyx gracilis, 1994
- Banded Killifish, Fundulus diaphanous, 1964
- Greater Redhorse, Moxostoma valenciennesi, 1979
- Blanchard's Cricket Frog, Acris crepitans blanchardi, 1982

**Plants**
- Ram's-head Lady's-slipper, Cypripedium arietinum, 1981

**Natural Communities**
- Open Bog, 1982
- Shrub-carr, 1982
- Emergent Marsh, 1982
- Floodplain Forest, 1979
- Northern Wet Forest, 1982

**Terrestrial Occurrences**

**Animal**
- Land Snail, Succinea bakeri, 1998
- Land Snail, Catinella gelida, 1998
- Bat Hibernaculum, Bat hibernaculum, 1986
- Dentate Supercoil, Paravitrea multidentata, 1996
- Thin-lip Vallonia, Vallonia perspective, 1998
- Broad-winged Skipper, Poanes viator, 1990
- Northern Ringneck Snake, Diadophis punctatus edwardsii, 1986
Map 5-3 Natural Features
Plants
- Snow Trillium, Trillium nivale, 1995
- Yellow Gentian, Gentiana alba, 1992
- Prairie Parsley, Polytaenia nuttallii, 1984
- Short's Rock-cress, Arabis shortii, 1994

Natural Communities
- Dry Cliff, 1983
- Moist Cliff, 1983
- Talus Forest, 1999
- Southern Mesic Forest, 2000

5.12 Historical and Cultural Resources

Preserving important aspects of our past gives us a sense of continuity and meaning. Historic preservation efforts often foster community pride. Because cultural resources provide an important window to the past, many Wisconsin residents seek to retain those resources that make their communities distinctive. The presence of these resources also creates a level of respect for those individuals who formed the character of the community new residents now enjoy.

Overall, planning for cultural resource preservation can have several benefits. The cultural resource section of a comprehensive plan can serve as the first step in a cultural and historic preservation effort.

Historic Places

State and National Register
The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their association 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 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.

According to the Wisconsin Historical Society there is one site located in the City of New Holstein that is on the National and State Register, which is detailed below. The period of significance indicates the length of time when a property was associated with important events, activities or persons, or attained the characteristics that qualify it for register listing.
The Timm House, owned by the New Holstein Historical Society, is the only structure in the city currently listed on the National Register of Historic Structures. Herman C. Timm was a successful New Holstein grain merchant. He was also elected as the first president of the Village of New Holstein in 1901 and founded the State Bank of New Holstein the very next year. The building is a single dwelling with a described architectural style of Greek revival. The period is 1850-1899.

Other Historical Structures
The Historical Society owns and operates a museum located on Main Street. The Pioneer Museum is packed with displays, photographs, and artifacts of early New Holstein community life. Highlights include a diorama of how the city was laid out in its early years, an unusual collection of buttons from clothing, and a room displaying engines produced at Tecumseh (originally called the Lauson Company) throughout the years.

Other important historical structures include the old bank building on Railroad Street (currently housing the offices of Calumet Feeds) and the Sippel Funeral Home, which is located on Wisconsin Avenue.

Wisconsin Architecture and 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. This inventory could be used by the county and its communities as another source for information on historical or architecturally important sites. These sites should be periodically reviewed for possible designation on state or national registers.

According to the AHI, the City of New Holstein has 75 sites on the Wisconsin Architecture & History Inventory. To get a description of the AHI sites in the City of New Holstein, see the AHI website: www.wisconsinhistory.org/index.html

Archaeological Site Inventory
The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI), a component of the Wisconsin Archaeological and Historic Resource Database (WisAHRD). The Archaeological Site Inventory (ASI) is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. However, the ASI does not include all of the sites and cemeteries present in the state. It includes only those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all of the entries. Few of these sites have been evaluated for their importance. The ASI is changed and updated on a daily basis and recommendations about site importance may change as new information becomes available. The attached site list will become quickly out of date and a procedure for updating the list should be developed.
Since only a small portion of the community has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. This sample of sites does not reflect the rich history of the area. Many more sites are present in the area and many certainly may be eligible for the National Register and may be important. Notably missing are sites related to the history of agriculture in the area; a way of life that started 1,000 years ago as well as early home and business sites.

At the present time, a total of five cemetery or burial sites have been identified in the community. They are two unnamed sites which contain cache/storage pit/hearth, the New Holstein Public Cemetery, the Holy Rosary Catholic Cemetery and the New Holstein Community Cemetery. Since a systematic survey of the county has not been completed, additional cemeteries and burials may be present.

### 5.13 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 that lived in a community in the past and that live there today. These factors might be expressed through street layout, building architecture, landscaping, 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.

Market Square is a great example of good community design in the City of New Holstein. This square is located on the east side of town where Main Street and Railroad Street converge. It has been an active space in the city as early as the 1880’s and got its name from the amount of commerce that used to take place here as a result of the adjacent train tracks. Calumet Feed and Supplies, Inc. located on the east side of the square still uses rail to facilitate moving of their product.

Market Square is a green space marked by a historic-looking clock, seating, and plantings. It is surrounded by a wide variety of land uses including residential, commercial, and industrial. The square is adjacent to both the railroad tracks and the Tecumseh plant and is within easy walking distance of the business district of the city. Immediately adjacent to the square you can find a
furniture store, the office and elevators of Calumet Feed Company (located in an historic building), the Historical Society, housing, a bar, and the Tecumseh plant (soon to be the home of Heus Manufacturing Company, Inc.).

In 2003 the city acquired land from the railroad and made changes to the square including new curbs, sidewalks, and streetlights. The city rejuvenated the park with the addition of planters, paving, and historic looking benches. In recent times the space has been used for brat frys and occasional civic events.

**5.14 Agricultural, Natural, and Cultural Resources Goals and Objectives**

Following are the goals and objectives developed by the City of New Holstein regarding agricultural, natural, and cultural resources.

**Goal: Support the agricultural resources of the county and the region.**

**Objectives**

1. Maintain an attractive and unique small town environment for higher density development that has far less impact on agricultural lands than lower density rural development.

2. Encourage the growth of agriculture related businesses and services in the community’s commercial and industrial areas.

**Goal: Maintain, preserve, and enhance the city’s natural resources.**

**Objectives**

1. Address the potential impacts of proposed public and private development on groundwater quality and quantity, surface water quality, stormwater runoff, green space, and woodlands.

2. Direct future development away from wetlands, floodplains, steep slopes, areas of exposed bedrock, high groundwater areas, marginal soil areas, rare or unique, and environmentally sensitive natural resources.
Map 5-4 Historical and Cultural Features
Goal: Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.

Objectives

1. Decrease sources of point and non-point source storm water pollution.

2. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality and flow patterns of groundwater.

Goal: Maintain and restore the environmental integrity of surface waters.

Objectives

1. Encourage the creation and preservation of buffers and building setbacks between intensive land uses and surface water features.

2. Develop partnerships with adjacent towns and communities, Calumet County, lake and river organizations, and state agencies to address surface water quality degradation.

3. Explore options to improve the management of stormwater runoff.

Goal: Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Objectives

1. Maintain, improve, and create additional parklands.

2. Manage growth to preserve and create additional interconnected green space corridors.

3. Preserve trees and woodlands.

Goal: Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

Objectives

1. Manage the potential impacts of development proposals on those features that the community values as a part of its character and identity.

2. Explore options for achieving improved design and appearance of non-residential buildings and sites in areas that define the character of the community.

3. Address light and noise pollution when evaluating proposed non-residential development.
Goal: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Objectives

1. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.

2. Address the potential impacts of development proposals on historical and archeological resources.

3. Encourage efforts that promote the history, culture, and heritage, of the city.

5.15 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. The city intends to protect its natural resource base from development through the strategic use of the Zoning Ordinance, Subdivision Ordinance, and Official Map.

2. The city will focus compact urban development with full public facilities and services and work with nearby towns to strictly limit the amount of unsewered development within the city’s ETJ in an effort to preserve agricultural land.

3. Development occurring within or near independent environmental resources shall incorporate those resources into the development rather than harm or destroy them.

4. Site management practices (e.g., limit/phasing clearing and grubbing), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from land disturbing activities shall be maintained.

5. Wisconsin Department of Natural Resources Best Management Practices will be utilized to the maximum extent possible for any and all approved activities occurring in the community’s forests and wetlands.
6. Establish an erosion control ordinance to minimize the impacts of construction on the community’s natural resources.

7. The clean-up and reuse of brownfield sites should be pursued for redevelopment prior to utilizing undeveloped land.

8. Household hazardous waste collection will be performed at least once every two years.

9. Federal, state, and county regulation changes or additions regarding agricultural, natural and cultural resources will be consistently monitored for their impact on local resources.

10. Residents will be encouraged to leave land which may be home to various wildlife species to remain in its natural state and reduce the amount of mowed grassed areas on the property.

11. Community events or programs shall be held at community parks to encourage their use.

12. Landscape shall be preserved in its natural state, insofar as practicable, by minimizing tree and soil removal.

13. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.

14. Trail surfacing materials which are permeable and do not compound drainage and erosions problems shall be used in public recreational areas.

15. Establish a tree planting ordinance to promote tree planting in residential neighborhoods.

16. An interconnected network of environmental corridors shall be maintained throughout the community.

17. Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.

18. Environmental corridors shall be used for natural habitat, conservancy, trails and pathways, and outdoor recreation activities (e.g., hunting, hiking) which do not adversely impact natural features and open spaces found within the corridor.

19. The conversion and fragmentation of designated environmental corridors by new development, roads, and utilities shall be minimized to the extent practical.

20. All wetlands within the shoreland area of a stream, river, lake or pond; other wetlands at least one acre in size; or any wetland associated with a closed depression shall not be developed, drained, or filled.
21. All forms of structural development will be restricted on the 100-year floodplains based on FEMA maps.

22. During the building permitting process all permit holders will be informed if the site location is near or within a floodplain.

23. All development proposals will be reviewed and evaluated for their potential effects on the groundwater supply.

24. The city will evaluate its ability to respond to a spill of contaminated or hazardous material and make changes as necessary to ensure that spills will be remediated as soon as possible to decrease the effects on groundwater.

25. Identify, record, and promote preservation of historical, cultural, and archaeological sites within the community.

26. A map and database of historic structures will be developed within the planning period.

27. A community survey of historical and archeological resources will be conducted at least once every 20 years.

28. A historic preservation ordinance will be adopted to protect historic sites.

29. Review proposals for the development of properties abutting historic resources to ensure that land use or new construction does not detract from the architectural characteristics and environmental setting of the historic resource.

30. Determine the feasibility of creating an historic preservation district in the downtown or other historically significant neighborhoods to preserve the history and heritage of these areas for future generations.

31. Development of comprehensive river, stream, and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement will be pursued within the planning period.

32. The river running through the city will be preserved, protected, and enhanced by the creation of a parkway corridor.

33. The city will utilize its subdivision review authority and official mapping authority to protect environmental corridors within the city limits and its extraterritorial area.

34. Municipal services will not be extended into farmland areas unless a plan for their immediate use is in place.

35. Maintain the wellhead protection ordinance or plan within the planning period.
36. The city should cooperate with local, county, and state historical societies in identifying local historical sites and, where appropriate, take steps to have these places enrolled on the National Register of Historic Places. The impact of future development on these sites should be evaluated and, if necessary, proposals for preserving the sites should be presented. For its part, the city has established a Historic Preservation Committee and appropriate ordinances to encourage renovation and preservation of historic structures (From Park and Recreation Plan, 2006).

37. As part of the planning process, all cemeteries and burials in the community should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

38. Archaeological investigations should be completed at the locations of known archaeological sites to assess the impacts of projects on these resources and archaeological investigations should be completed at high potential areas as identified through research.

5.16 Agricultural, Natural, and Cultural Resources Programs

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

Calumet County Cooperative Extension

Cooperative Extension develops practical educational programs tailored to local needs and based on University of Wisconsin knowledge and research. County-based Extension educators are University of Wisconsin faculty and staff who are experts in agriculture and agribusiness, community and economic development, natural resources, family living, and youth development. For more information on the services of the Calumet County Cooperative Extension visit its website at www.uwex.edu/ces/cty/calumet/index.html.

Wisconsin Architecture and History Inventory (AHI)

The Wisconsin Architecture and 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. This inventory could be used by the county and its communities as another source for information on historical or architecturally important sites. For further information on the AHI, visit the Wisconsin Historical Society website.

The Wisconsin Historical Society (WHS)

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI) a component of the Wisconsin Archaeological and Historic Resource Database (WisAHRD). The Archaeological Site Inventory (ASI) is the most comprehensive list of archaeological sites, mounds, unmarked
cemeteries, marked cemeteries, and cultural sites available. The ASI does not include all of the sites and cemeteries present in the state, however. It includes ONLY those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all of the entries. Few of these sites have been evaluated for their importance. The ASI is changed and updated on a daily basis and recommendations about site importance may change as new information becomes available. For further information visit the Wisconsin Historical Society website.
6. Economic Development

6.1 Introduction

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. This can be done by addressing issues such as enhancing a community’s competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straightforward - economic development helps pay the bills. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. 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:

1. Knowing your region’s economic function in the global economy.
2. Creating a skilled and educated workforce.
3. Investing in an infrastructure for innovation.
4. Creating a great quality of life.
5. Fostering an innovative business climate.
6. Increasing the use of technology to increase government efficiency.
7. Taking regional governance and collaboration seriously.

This section provides a summary of economic characteristics of the community, provides further detail about future economic development, and identifies goals, objectives, policies, recommendations, and programs with regard to economic development.
6.2 Labor Force

Civilian Labor Force

The labor force, by definition of the Wisconsin Department of Workforce Development, includes those who are either working or looking for work, but does not include individuals who have made a choice not to work (retirees, homemakers, and students), nor does it include institutional residents, military personnel, or discouraged job seekers.

Labor force participation increases and decreases with changes in labor market conditions. Table 6-1 displays the civilian labor force estimates for Calumet County and Wisconsin from 1999 to 2002.

Table 6-1
Civilian Labor Force Annual Averages, Calumet County and Wisconsin, 1999-2002

<table>
<thead>
<tr>
<th></th>
<th>1999</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>% Change 1999-2002</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Calumet County</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labor Force</td>
<td>24,682</td>
<td>25,882</td>
<td>26,844</td>
<td>27,009</td>
<td>9.4%</td>
</tr>
<tr>
<td>Employment</td>
<td>24,124</td>
<td>25,230</td>
<td>25,837</td>
<td>25,674</td>
<td>6.4%</td>
</tr>
<tr>
<td>Unemployment</td>
<td>558</td>
<td>652</td>
<td>1,007</td>
<td>1,335</td>
<td>139.2%</td>
</tr>
<tr>
<td>Rate</td>
<td>2.3</td>
<td>2.5</td>
<td>3.8</td>
<td>4.9</td>
<td>113.0%</td>
</tr>
<tr>
<td><strong>Wisconsin</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labor Force</td>
<td>2,889,812</td>
<td>2,968,102</td>
<td>3,028,154</td>
<td>3,027,589</td>
<td>4.8%</td>
</tr>
<tr>
<td>Employment</td>
<td>2,801,777</td>
<td>2,862,683</td>
<td>2,891,294</td>
<td>2,860,916</td>
<td>2.1%</td>
</tr>
<tr>
<td>Unemployment</td>
<td>88,035</td>
<td>105,419</td>
<td>136,860</td>
<td>166,673</td>
<td>89.3%</td>
</tr>
<tr>
<td>Rate</td>
<td>3.0</td>
<td>3.6</td>
<td>4.5</td>
<td>5.5</td>
<td>83.3%</td>
</tr>
</tbody>
</table>


From 1999 to 2002 the labor force of Calumet County increased by 9.4%, while the labor force of the State of Wisconsin increased by 4.8%. The unemployment rate for the county and the state had been continually increasing for the period shown but at a substantially higher rate.

Educational Attainment

Table 6-2 displays the educational attainment level of Calumet County and City of New Holstein residents who were age 25 and older in 2000. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well being of the community. Lower educational attainment levels in an area can also be a hindrance to attracting certain types of businesses, typically those that require high technical skills and upper management types of positions.
### Table 6-2
**Educational Attainment of Persons Age 25 and Over, Calumet County and City of New Holstein, 2000**

<table>
<thead>
<tr>
<th>Attainment Level</th>
<th>City of New Holstein</th>
<th>Calumet County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent of Total</td>
</tr>
<tr>
<td>Less than 9th grade</td>
<td>217</td>
<td>9.2%</td>
</tr>
<tr>
<td>9th to 12 grade, no diploma</td>
<td>161</td>
<td>6.8%</td>
</tr>
<tr>
<td>High school graduate (includes equivalency)</td>
<td>1,015</td>
<td>43.0%</td>
</tr>
<tr>
<td>Some college, no degree</td>
<td>444</td>
<td>18.8%</td>
</tr>
<tr>
<td>Associate degree</td>
<td>205</td>
<td>8.7%</td>
</tr>
<tr>
<td>Bachelor's degree</td>
<td>263</td>
<td>11.1%</td>
</tr>
<tr>
<td>Graduate or professional degree</td>
<td>54</td>
<td>2.3%</td>
</tr>
<tr>
<td>Total persons age 25 and over</td>
<td>2,359</td>
<td>100.0%</td>
</tr>
</tbody>
</table>


Within the City of New Holstein, approximately 43% of residents have completed high school or completed the equivalency. Approximately 9% of residents have an associate degree, 11% have a bachelor’s degree, and 2% have a graduate or professional degree.

**Travel Time to Work**

For most of the general population, the location of their home is dependent upon the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indication for future locations of housing and/or economic development.

Table 6-3 displays the travel time to work for Calumet County, its municipalities, and the State of Wisconsin in 2000.
Table 6-3

Travel Time to Work, Calumet County and Wisconsin, 2000

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Less than 5 minutes</th>
<th>5 to 9 minutes</th>
<th>10 to 19 minutes</th>
<th>20 to 29 minutes</th>
<th>30 to 39 minutes</th>
<th>40 to 59 minutes</th>
<th>60 or more minutes</th>
<th>Worked at home</th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>47</td>
<td>139</td>
<td>170</td>
<td>122</td>
<td>151</td>
<td>52</td>
<td>31</td>
<td>67</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>18</td>
<td>65</td>
<td>270</td>
<td>142</td>
<td>84</td>
<td>90</td>
<td>39</td>
<td>88</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>42</td>
<td>119</td>
<td>109</td>
<td>36</td>
<td>15</td>
<td>56</td>
<td>14</td>
<td>21</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>44</td>
<td>125</td>
<td>187</td>
<td>84</td>
<td>60</td>
<td>51</td>
<td>16</td>
<td>88</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>73</td>
<td>367</td>
<td>1,358</td>
<td>788</td>
<td>313</td>
<td>126</td>
<td>98</td>
<td>136</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>90</td>
<td>152</td>
<td>269</td>
<td>85</td>
<td>131</td>
<td>67</td>
<td>9</td>
<td>73</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>24</td>
<td>66</td>
<td>151</td>
<td>58</td>
<td>39</td>
<td>33</td>
<td>18</td>
<td>80</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>35</td>
<td>76</td>
<td>163</td>
<td>174</td>
<td>183</td>
<td>78</td>
<td>32</td>
<td>41</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>39</td>
<td>58</td>
<td>157</td>
<td>126</td>
<td>64</td>
<td>19</td>
<td>25</td>
<td>87</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>41</td>
<td>54</td>
<td>185</td>
<td>121</td>
<td>110</td>
<td>83</td>
<td>13</td>
<td>3</td>
</tr>
<tr>
<td>V. Potter</td>
<td>17</td>
<td>7</td>
<td>49</td>
<td>10</td>
<td>15</td>
<td>9</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>32</td>
<td>34</td>
<td>234</td>
<td>306</td>
<td>139</td>
<td>28</td>
<td>43</td>
<td>32</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>16</td>
<td>20</td>
<td>66</td>
<td>70</td>
<td>96</td>
<td>37</td>
<td>23</td>
<td>11</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>153</td>
<td>657</td>
<td>3,244</td>
<td>987</td>
<td>407</td>
<td>148</td>
<td>96</td>
<td>68</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>254</td>
<td>446</td>
<td>221</td>
<td>170</td>
<td>266</td>
<td>151</td>
<td>41</td>
<td>39</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>314</td>
<td>531</td>
<td>283</td>
<td>218</td>
<td>122</td>
<td>235</td>
<td>90</td>
<td>28</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>23</td>
<td>35</td>
<td>51</td>
<td>33</td>
<td>14</td>
<td>13</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>16</td>
<td>39</td>
<td>155</td>
<td>72</td>
<td>6</td>
<td>22</td>
<td>26</td>
<td>6</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>353</td>
<td>464</td>
<td>467</td>
<td>160</td>
<td>89</td>
<td>87</td>
<td>41</td>
<td>61</td>
</tr>
<tr>
<td>Calumet County</td>
<td>1,631</td>
<td>3,454</td>
<td>7,789</td>
<td>3,762</td>
<td>2,304</td>
<td>1,385</td>
<td>657</td>
<td>931</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>135,194</td>
<td>398,697</td>
<td>917,206</td>
<td>531,628</td>
<td>307,835</td>
<td>181,568</td>
<td>113,181</td>
<td>105,395</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line, data provided are only for portion in Calumet County.


For residents of New Holstein who travel to work, the majority had a commute time of 10 to 19 minutes or 5-9 minutes. This would generally indicate that many residents work within the city, close proximity, or at least within the Fox Valley area.

**Household Income**

The household income within an area can offer some additional insight regarding the local economy, types of jobs in the area, and the general economic base. Table 6-4 displays the 2000 household incomes for Calumet County, its municipalities, and the State of Wisconsin as reported by the 2000 Census.
Table 6-4
Household Income, Calumet County and Wisconsin, 2000

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Less than $15,000</th>
<th>$15,000 to $25,000</th>
<th>$25,000 to $35,000</th>
<th>$35,000 to $50,000</th>
<th>$50,000 to $75,000</th>
<th>$75,000 to $100,000</th>
<th>$100,000 to $150,000</th>
<th>$150,000 to $200,000</th>
<th>Median Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>T. Brillion</td>
<td>34</td>
<td>57</td>
<td>64</td>
<td>77</td>
<td>132</td>
<td>64</td>
<td>37</td>
<td>11</td>
<td>$52,500</td>
</tr>
<tr>
<td>T. Brothertown</td>
<td>43</td>
<td>52</td>
<td>66</td>
<td>103</td>
<td>155</td>
<td>76</td>
<td>26</td>
<td>4</td>
<td>$49,861</td>
</tr>
<tr>
<td>T. Charlestown</td>
<td>15</td>
<td>31</td>
<td>25</td>
<td>49</td>
<td>90</td>
<td>38</td>
<td>22</td>
<td>2</td>
<td>$52,300</td>
</tr>
<tr>
<td>T. Chilton</td>
<td>19</td>
<td>36</td>
<td>45</td>
<td>64</td>
<td>133</td>
<td>52</td>
<td>23</td>
<td>11</td>
<td>$53,603</td>
</tr>
<tr>
<td>T. Harrison</td>
<td>55</td>
<td>68</td>
<td>187</td>
<td>263</td>
<td>755</td>
<td>373</td>
<td>267</td>
<td>53</td>
<td>$66,094</td>
</tr>
<tr>
<td>T. New Holstein</td>
<td>50</td>
<td>37</td>
<td>40</td>
<td>68</td>
<td>179</td>
<td>92</td>
<td>29</td>
<td>4</td>
<td>$58,050</td>
</tr>
<tr>
<td>T. Rantoul</td>
<td>13</td>
<td>33</td>
<td>31</td>
<td>76</td>
<td>75</td>
<td>32</td>
<td>15</td>
<td>3</td>
<td>$48,000</td>
</tr>
<tr>
<td>T. Stockbridge</td>
<td>29</td>
<td>52</td>
<td>65</td>
<td>82</td>
<td>151</td>
<td>76</td>
<td>43</td>
<td>13</td>
<td>$55,096</td>
</tr>
<tr>
<td>T. Woodville</td>
<td>21</td>
<td>24</td>
<td>37</td>
<td>74</td>
<td>82</td>
<td>46</td>
<td>31</td>
<td>3</td>
<td>$52,375</td>
</tr>
<tr>
<td>V. Hilbert</td>
<td>44</td>
<td>51</td>
<td>65</td>
<td>97</td>
<td>115</td>
<td>35</td>
<td>15</td>
<td>11</td>
<td>$42,937</td>
</tr>
<tr>
<td>V. Potter</td>
<td>9</td>
<td>11</td>
<td>12</td>
<td>15</td>
<td>18</td>
<td>6</td>
<td>0</td>
<td>0</td>
<td>$43,958</td>
</tr>
<tr>
<td>V. Sherwood</td>
<td>42</td>
<td>28</td>
<td>41</td>
<td>84</td>
<td>159</td>
<td>84</td>
<td>91</td>
<td>23</td>
<td>$63,913</td>
</tr>
<tr>
<td>V. Stockbridge</td>
<td>18</td>
<td>17</td>
<td>36</td>
<td>71</td>
<td>79</td>
<td>33</td>
<td>10</td>
<td>0</td>
<td>$48,021</td>
</tr>
<tr>
<td>C. Appleton*</td>
<td>2,660</td>
<td>3,246</td>
<td>3,265</td>
<td>5,046</td>
<td>6,701</td>
<td>3,216</td>
<td>1,755</td>
<td>430</td>
<td>$47,285</td>
</tr>
<tr>
<td>C. Brillion</td>
<td>126</td>
<td>134</td>
<td>146</td>
<td>250</td>
<td>339</td>
<td>118</td>
<td>40</td>
<td>4</td>
<td>$46,633</td>
</tr>
<tr>
<td>C. Chilton</td>
<td>258</td>
<td>158</td>
<td>272</td>
<td>243</td>
<td>381</td>
<td>124</td>
<td>24</td>
<td>2</td>
<td>$38,401</td>
</tr>
<tr>
<td>C. Kiel*</td>
<td>158</td>
<td>200</td>
<td>246</td>
<td>183</td>
<td>457</td>
<td>129</td>
<td>38</td>
<td>9</td>
<td>$44,239</td>
</tr>
<tr>
<td>C. Menasha*</td>
<td>837</td>
<td>1,001</td>
<td>1,059</td>
<td>1,514</td>
<td>1,487</td>
<td>660</td>
<td>327</td>
<td>66</td>
<td>$39,936</td>
</tr>
<tr>
<td>C. New Holstein</td>
<td>114</td>
<td>186</td>
<td>181</td>
<td>354</td>
<td>342</td>
<td>117</td>
<td>34</td>
<td>21</td>
<td>$43,180</td>
</tr>
<tr>
<td>Calumet County</td>
<td>1,131</td>
<td>1,279</td>
<td>1,728</td>
<td>2,780</td>
<td>4,480</td>
<td>2,087</td>
<td>1,004</td>
<td>213</td>
<td>$52,569</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>270,330</td>
<td>264,897</td>
<td>276,033</td>
<td>377,749</td>
<td>474,299</td>
<td>226,374</td>
<td>133,719</td>
<td>30,598</td>
<td>$43,791</td>
</tr>
</tbody>
</table>

*Municipality crosses at least one county line, data provided are for entire municipality.


The median household income for the City of New Holstein, according to the 2000 Census, was $43,180. This was lower than Calumet County’s reported median income of $52,569, but very similar to the State of Wisconsin’s median of $43,791.

6.3 Economic Base

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More 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 can be partly attributed to the aging of the population and increases in technology.

Table 6-5 displays the number and percent of employed persons by industry group in the City of New Holstein, Calumet County, and the State of Wisconsin for 2000.
Table 6-5
Employment by Industry, City of New Holstein, Calumet County, and Wisconsin, 2000

<table>
<thead>
<tr>
<th>Industry</th>
<th>City of New Holstein</th>
<th>Calumet County</th>
<th>Wisconsin</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Percent of Total</td>
<td>Percent of Total</td>
<td>Percent of Total</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>8 0.5%</td>
<td>995 4.5%</td>
<td>75,418 2.8%</td>
</tr>
<tr>
<td>Construction</td>
<td>83 4.7%</td>
<td>1,287 5.8%</td>
<td>161,625 5.9%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>731 41.7%</td>
<td>7,411 33.3%</td>
<td>606,845 22.2%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>23 1.3%</td>
<td>676 3.0%</td>
<td>87,979 3.2%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>238 13.6%</td>
<td>2,386 10.7%</td>
<td>317,881 11.6%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>45 2.6%</td>
<td>889 4.0%</td>
<td>123,657 4.5%</td>
</tr>
<tr>
<td>Information</td>
<td>27 1.5%</td>
<td>439 2.0%</td>
<td>60,142 2.2%</td>
</tr>
<tr>
<td>Finance, insurance, real estate, and rental and leasing</td>
<td>101 5.8%</td>
<td>1,394 6.3%</td>
<td>168,060 6.1%</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative, and waste management services</td>
<td>25 1.4%</td>
<td>944 4.2%</td>
<td>179,503 6.6%</td>
</tr>
<tr>
<td>Educational, health and social services</td>
<td>240 13.7%</td>
<td>3,396 15.3%</td>
<td>548,111 20.0%</td>
</tr>
<tr>
<td>Arts, entertainment, recreation, accommodation and food services</td>
<td>68 3.9%</td>
<td>1,120 5.0%</td>
<td>198,528 7.3%</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>112 6.4%</td>
<td>866 3.9%</td>
<td>111,028 4.1%</td>
</tr>
<tr>
<td>Public administration</td>
<td>51 2.9%</td>
<td>439 2.0%</td>
<td>96,148 3.5%</td>
</tr>
<tr>
<td>Total</td>
<td>1,752 100.0%</td>
<td>22,242 100.0%</td>
<td>2,734,925 100.0%</td>
</tr>
</tbody>
</table>


For City of New Holstein residents, the majority (41.7%) were employed in the manufacturing sector. Manufacturing was also the greatest employment sector for Calumet County and the State of Wisconsin. The second greatest employment sector in the city was educational, health, and social services followed closely by the retail trade sector.

Note that information provided in Table 6-5 was obtained from the 2000 Census. Recent layoffs and business closings in the local manufacturing sector may have significantly altered the figures provided in the table.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors reveals factors that make up the economy of Calumet County. This information is displayed in Table 6-6.
Table 6-6
Employment by Occupation, City of New Holstein, Calumet County, and Wisconsin, 2000

<table>
<thead>
<tr>
<th>Occupation</th>
<th>C. New Holstein</th>
<th>Calumet County</th>
<th>Wisconsin</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent of Total</td>
<td>Number</td>
</tr>
<tr>
<td>Management, professional, and related occupations</td>
<td>316</td>
<td>18.0%</td>
<td>6,467</td>
</tr>
<tr>
<td>Service occupations</td>
<td>283</td>
<td>16.2%</td>
<td>2,393</td>
</tr>
<tr>
<td>Sales and office occupations</td>
<td>431</td>
<td>24.6%</td>
<td>5,264</td>
</tr>
<tr>
<td>Farming, fishing, and forestry occupations</td>
<td>7</td>
<td>0.4%</td>
<td>314</td>
</tr>
<tr>
<td>Construction, extraction, and maintenance occupations</td>
<td>156</td>
<td>8.9%</td>
<td>2,095</td>
</tr>
<tr>
<td>Production, transportation, and material moving occupations</td>
<td>559</td>
<td>31.9%</td>
<td>5,709</td>
</tr>
<tr>
<td>Total</td>
<td>1,752</td>
<td>100.0%</td>
<td>22,242</td>
</tr>
</tbody>
</table>


City of New Holstein residents were employed in a diverse mix of occupations according to the 2000 Census. Production, transportation, and material moving occupations employed approximately 40% of residents while three other occupational sectors also employed a significant number of residents. Again, recent layoffs and business closings in the local manufacturing sector may have significantly altered the figures provided in the table.

Wages

The wages that are provided by a particular industry in a particular area can offer several insights. Higher wages within an industry, when compared to neighboring areas, can indicate a strong economic segment. That wage can also be used to attract commuters and new residents, who, in turn, will consume products in the area. Lower than average wages can also indicate a lower quality of life in the area or a lack of qualified labor. Table 6-7 displays the annual average wages by economic division for Calumet County in 2002.
Table 6-7
Average Annual Wage by Industry, Calumet County, 2002

<table>
<thead>
<tr>
<th>Economic Division</th>
<th>Annual Average Wage</th>
<th>Percent of State Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>All industries</td>
<td>$24,548</td>
<td>76%</td>
</tr>
<tr>
<td>Natural resources</td>
<td>$26,786</td>
<td>105%</td>
</tr>
<tr>
<td>Construction</td>
<td>$33,331</td>
<td>84%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>$35,085</td>
<td>86%</td>
</tr>
<tr>
<td>Trade, transportation, utilities</td>
<td>$23,334</td>
<td>82%</td>
</tr>
<tr>
<td>Financial activities</td>
<td>$25,589</td>
<td>63%</td>
</tr>
<tr>
<td>Education &amp; health</td>
<td>$27,130</td>
<td>80%</td>
</tr>
<tr>
<td>Leisure &amp; hospitality</td>
<td>$7,605</td>
<td>64%</td>
</tr>
<tr>
<td>Other services</td>
<td>$12,238</td>
<td>63%</td>
</tr>
<tr>
<td>Public administration</td>
<td>$24,499</td>
<td>73%</td>
</tr>
</tbody>
</table>


The manufacturing industry in Calumet County offers the highest average annual wage, followed by the construction industry. The natural resources industry was the only industry in Calumet County that had an annual average wage greater than the State of Wisconsin’s average.

Commuting Patterns

The county labor force includes all employed and unemployed residents who live in the county, even though they may travel out of the county for work. It is important to recognize that workers are a valuable resource that should be retained within the county to the greatest extent possible. Table 6-8 displays the commuting patterns for Calumet County.
Table 6-8
Commuting Patterns, Calumet County, 2000

<table>
<thead>
<tr>
<th>Area</th>
<th>Live in Calumet County Work in:</th>
<th>Travel to Calumet County From:</th>
<th>Net Commute</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outagamie County</td>
<td>6,739</td>
<td>1,611</td>
<td>-5,128</td>
</tr>
<tr>
<td>Winnebago County</td>
<td>3,423</td>
<td>570</td>
<td>-2,853</td>
</tr>
<tr>
<td>Manitowoc County</td>
<td>713</td>
<td>1,968</td>
<td>1,255</td>
</tr>
<tr>
<td>Sheboygan County</td>
<td>632</td>
<td>433</td>
<td>-199</td>
</tr>
<tr>
<td>Brown County</td>
<td>598</td>
<td>467</td>
<td>-131</td>
</tr>
<tr>
<td>Fond du Lac County</td>
<td>494</td>
<td>614</td>
<td>120</td>
</tr>
<tr>
<td>Waupaca County</td>
<td>69</td>
<td>30</td>
<td>-39</td>
</tr>
<tr>
<td>Milwaukee County</td>
<td>33</td>
<td>23</td>
<td>-10</td>
</tr>
<tr>
<td>Portage County</td>
<td>14</td>
<td>22</td>
<td>8</td>
</tr>
<tr>
<td>Dodge County</td>
<td>13</td>
<td>11</td>
<td>-2</td>
</tr>
<tr>
<td>Elsewhere</td>
<td>234</td>
<td>163</td>
<td>-71</td>
</tr>
<tr>
<td>Work in Calumet County</td>
<td>8,951</td>
<td>8,951</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>21,913</td>
<td>14,863</td>
<td>-7,050</td>
</tr>
</tbody>
</table>


Approximately 7,000 more workers leave Calumet County for work than come to the county for work. Calumet County loses the majority of its labor force to Outagamie County, followed by Winnebago County. Calumet County does attract 1,255 workers from Manitowoc County.

According to the 1990 Census, of the 17,270 workers in the county at the time, approximately 9,060 worked in another county while 8,146 worked in Calumet County. Therefore, in 1990 approximately 47.2% of workers lived and worked in Calumet County and by 2000 this figure decreased to 40.8%.

**Employment Forecast**

An important feature of determining the economic health and future of Calumet County and its communities is to determine the amounts and types of jobs currently available as well as make predictions for the future.

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 Calumet County and/or local economies.

Overall, the number of jobs in Wisconsin is expected to grow by 9.6% by 2010. 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 the aging of Wisconsin’s 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.

The city is in a good position to capture some of this growth and should make strong attempts to do so as the incorporated areas in the county support the unincorporated areas by supplying goods and services.

### 6.4 Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) urge the clean up of environmentally contaminated commercial or industrial sites to utilize the lands for more productive uses. According to the WDNR, Calumet County has a variety of sites that are in need of clean up or where clean up is underway.

According to the WDNR’s Bureau of Remediation and Redevelopment Tracking System (BRRTS) there are five types of environmentally contaminated sites in Calumet County. They are classified as follows:

1. **Spills**: A discharge of a hazardous substance that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.

2. **LUST**: A Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the WDNR and some are reviewed by the Wisconsin Department of Commerce.

3. **ERP**: Environmental Repair (ERP) sites are sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. The ERP module includes petroleum contamination from above-ground (but not from underground) storage tanks.

4. **General Property**: This module contains records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by the WDNR to clarify the legal status of the property.

5. **VPLE**: A Voluntary Property Liability Exemption (VPLE) is an elective process in which a property owner conducts an environmental investigation and cleanup of an entire
property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business, or unit of government can receive the liability exemption after a completed cleanup is approved.

As of August 2005, there were a total of 11 sites identified by BRRTS as being located within the city and as being open or conditionally closed (indicating that further remediation may be necessary). One site is identified as a spill location that is historic, indicating that cleanup was completed prior to 1996. Further action for clean-up of this site is not likely required. Two sites are identified as LUST sites with the sites names of Tecumseh Products (1604 Michigan Ave.) and Lees Friendly Service Station (1804 Wisconsin Ave.). The remaining eight sites are identified as ERP sites. Site names for ERP locations are as follows:

- St. Anna, W1672 St. Anna St.
- Tecumseh Products Co. Inc. – West, 1604 Michigan Ave.
- Ameriquip Corp. – Chlorinated Hydrocarbon, 1711 Wisconsin Ave.
- Tecumseh Products Co, Inc. – Fill Area, 1604 Michigan Ave.
- Hayton Area Remediation Project, 225’ west of Taft and Jefferson
- Tecumseh Products Co. – New Holstein, 1604 Michigan Ave.
- 2000 block of Main Street, Main St.
- MB Co. Inc. of Wisconsin, 1615 Wisconsin Ave.

The status of these eight ERP and two LUST sites should be further reviewed by the city for the potential of re-use or redevelopment.

### 6.5 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the City of New Holstein and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. The economic strengths and weaknesses of the city are as follows:

**Strengths**

- Regional airport.
- Amenities in the community, parks, recreation.
- Aquatic center.
- Level of service from utilities.
- Low utility rates.
- Low tax rate.
- Rail access in community.
- Good road network.
- Wisconsin Avenue is the main commercial street in the city as well as the main transportation route.
- Good quality of life, clean city, low crime, great park system, inviting community.
- Good work force.
Strong unions.
Availability of sites for development.
Available wastewater capacity.
Available warehousing.
Revolving loan fund in place.
Economic Development Corporation in place.
Location - Appleton, Fond du Lac, Sheboygan, Manitowoc all within 20 miles.

Weaknesses

Overdependence on the manufacturing sector for employment.
Overdependence on large employers.
Possible decreases in population over the planning period.
Location between Kiel and Chilton- both have two highways and are closer to major metropolitan areas.
Competition with big box development.
Trend to move manufacturing out of area.
Local people don’t always support local businesses as much as they could.
Not a strong ability to capture traffic counts from surrounding area.
Lack of cohesive downtown district- no unified vision or critical mass of buildings.

Tax Incremental Financing Districts

Tax Incremental Financing (TIF) can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing a local economic development project in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

According to the Wisconsin Department of Revenue TIF Value Limitation Report for 2006, the City of New Holstein has two TIFs established in 1994 and 2000.

City of New Holstein TIF Summary

The City of New Holstein has two active TIF districts. TIF district #1 was created in 1994. This TIF has a life of 27 years or until the year 2021. No extensions are allowed to increase the life of the district. The expenditure period (the period of time the city can make improvements) can go until 2016. As of January 1, 2006, the value increment (increased value over the base value established in 1994) is $10,443,300 or 6.1% of the total equalized value of the city ($171,514,000 total equalized value of the city).

TIF district #2 was created in 2000. This TIF district has a life of 20 years or until the year 2020. A three-year extension is allowed for this district. The expenditure period (the period of time the city can make improvements) can go until 2015. As of January 1, 2006, the value increment (increased value over the base value established in 2000) is -$21,700.

In mid-2007 the city created a third TIF district in order to aide Heus Manufacturing in the purchasing of the Tecumseh Power Company property. The city intends to dissolve TIF #2 in the in late 2007 or early 2008.
Under the TIF law, the city cannot have more than 12% of the equalized value of the city in value increment. The city currently has 6.09% in increment and could therefore create or amend districts. If the city should decide to terminate either TIF district prior to the maximum life, the city would be responsible for any unpaid costs within the districts. The city may add additional projects to the districts until 2016 and 2015 respectively; however this would require an amendment to the districts.

6.6 Desired Economic Development

Similar to most communities in Calumet County, the City of New Holstein would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. New Holstein has both the ability and desire to accommodate both small and large businesses as the city works to diversify its economic base.

In general the City of New Holstein’s commercial base consists of smaller family-owned businesses in the center of the city along Wisconsin Avenue with larger retailers and industrial properties located along the gateways to the community.

The New Holstein Economic Redevelopment Corporation was established in 2004 with three goals:

- Recruit new business and target what will be successful.
- Enhance current business and industry opportunities and cooperation.
- Create a positive attitude/atmosphere in New Holstein.

The City of New Holstein has always had a very strong manufacturing base. During the planning process the City of New Holstein underwent a major change in the economic landscape when Tecumseh Power Co, Inc., a long term resident and once a major employer in the region, announced major layoffs. In late 2006 the company gave notice that it would be shutting the facility completely and moving its operations from the city. Given the reliance of the community and the region upon this large employer, this was a major blow. In response to this event as well as several other area layoffs, the Department of Workforce Development was awarded a federal grant in March 2007 in the amount of $1.2 million to help dislocated workers in the Fox Valley (specifically from Tecumseh Power, Brillion Iron Works, and Chilton Products) learn new job skills and gain employment.
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Map 6-1 Economic Development, TIF
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While this federal grant was a step towards taking care of the people involved in the layoffs it did little to address the question of what to do with the 40-acre site and 440,000 square foot plant formerly used by Tecumseh Power Co, Inc. Fortunately, the city was able to quickly secure another manufacturing company to occupy the property. Heus Manufacturing, a contract manufacturer and machining center, purchased this property in mid 2007. Heus has plans to expand their operations in this new location and to grow their workforce from 100 to approximately 250 employees within the next several years.

Even though it is fortuitous that there is a company willing to purchase and use the Tecumseh property, this situation draws attention to the fact that the city is in a precarious situation with such a strong dependence upon one employer or market segment. Calumet County is in the process of raising money to match a state Community Development Block Grant for the amount of $25,000 that would enable the County and local municipalities to engage in large scale economic development planning. The purpose of this would be to address the need for transitioning the area from being heavily reliant upon a few large manufacturers to one that has more of a diverse economic base.

The City of New Holstein is home to the only airport in the county. There is discussion regarding the possible expansion of the airport as well as the possibility of targeting airport related businesses to develop on the land adjacent to the facility. Development and growth in this area of the city would not only benefit the city but would be an asset to the region as a whole.

Please refer to the city’s future land use map for the preferred locations of future commercial and industrial development.

### 6.7 Economic Development Goals and Objectives

Following are the goals and objectives developed by the City of New Holstein regarding economic development.

**Goal:** Support the organizational growth of economic development programs in the community and region.

**Objectives**

1. Increase cooperation between communities regarding comprehensive planning and economic development issues.

2. Promote dialogue and continue to strengthen relationships between city government and local businesses.

3. Support the efforts of the Economic Development Committee, local chamber of commerce, and area economic development groups.
**Goal:** Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.

**Objectives**

1. Enhance a vital downtown and outlying commercial and retail districts and provide adequate pedestrian areas and aesthetic features which encourage consumer activity and enhance community character.

2. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the community, Calumet County, and the region.

3. Respond to the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the community’s comprehensive plan.

**Goal:** Promote the retention and expansion of existing businesses.

**Objectives**

1. Promote business retention, expansion, and recruitment efforts that are consistent with the community’s comprehensive plan.

2. Monitor opportunities to support existing businesses by establishing cooperative public-private efforts.

**Goal:** Promote entrepreneurial development and new business attraction efforts.

**Objectives**

1. Support the pursuit of local, state, and federal funding and assistance that will help entrepreneurs start new businesses.

2. Distinguish and promote features unique to the community in order to create a unique identity within the county.

3. Consider the potential impacts of proposed business development on the city and its existing economic base.
Goal: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Objectives

1. Support local employment of area citizens.

2. Encourage area technical colleges, universities, and workforce development agencies in their efforts.

Goal: Support opportunities to increase and diversify the community’s tax base.

Objectives

1. Consider the benefits of community growth in relation to the cost of providing public services.

2. Ensure that there are available commercial and industrial lands to accommodate desired economic growth in the community.

3. Support business development that will add to the long-term economic stability of the community.

4. Support development in the city’s existing TIF districts that are consistent with the comprehensive plan.

5. Support activities which further develop the city’s commercial areas.

6. Support activities which further develop the city’s industrial areas.

6.8 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. Commercial development shall be steered to Commercial designated areas consistent with the Future Land Use Plan Map and associated recommendations.

2. Future commercial development should be concentrated within and adjacent to the Commercial designated areas and expand outwards.
3. The city will protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.

4. Highway corridor development shall be directed to designated, planned commercial areas and address building signage, lighting, service, and land use standards.

5. The development of industrial areas will be preceded by a site development and long term industrial plan for the community. Public involvement will be required during the formation of any such plans.

6. Future locations of economic development shall not be located within the community as to facilitate in two or more competing areas of similar economic development.

7. The utilization of economic development related grants, programs, or tax incentives shall be evaluated for their applicability to the community no less than once every five years.

8. Before any industrial park development, the community will create a Concept Plan which serves as a master layout for the park. Platting the park will not be done in advance of development. Subdivision will only occur after a developer shows interest in order to save on development costs and allow maximum flexibility in meeting developer needs.

9. Require annual evaluation of goals and re-assessment of its purpose if necessary.

10. Create a local revolving loan fund program which can be used to provide financial incentives to businesses. Capitalize the program with TIF allocations, money generated from federal or state programs, and/or public private partnerships.

11. Encourage the adequate supply of serviceable commercial and industrial land located close to adequate transportation services.

12. Encourage industries that provide educational and training programs and those that provide family and high-wage employment. Maintain and expand public, private, and partnership programs that will provide skilled workers for higher paying jobs.

13. Large, bulky, box-like commercial structures should be avoided.

14. Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.

15. All mechanical equipment (i.e., air conditioners, ventilation equipment, etc.) should be screened from public view. This includes roof-top equipment and equipment on the ground.

16. The development of economic area plans (i.e., downtown redevelopment plans, highway commercial corridor plans, etc.) will be pursued within the planning period, for example;
17. Create a downtown steering committee made up of merchants, bankers, public officials, chamber of commerce, and civic groups, whose purpose is to develop a shared vision for the downtown and provide leadership in the downtown revitalization effort.

18. Complete a strategic planning process aimed at determining a shared vision for the downtown.

19. Work with the Calumet County Economic Development Specialist to do a retail market profile and consumer survey of community. Develop plan based on results to target desired types of business development.

20. Work with Calumet County and other appropriate surrounding units of government to apply for state and national grants that will provide economic development assistance to the city and region.

6.9 Economic Development Programs

The following programs are currently utilized by the community or 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 utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Commerce.

Community Development Block Grant for Public Facilities for Economic Development (CDBG-PFED)

The Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. Eligible activities are those improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, that will principally benefit one or more businesses, and that as a result will induce the business(es) to create additional jobs and to invest in the community. The total amount of all CDBG-PFED assistance received by an eligible government may not exceed $1,000,000 per calendar year. The total amount of CDBG-PFED assistance that can be provided to benefit a single business or related businesses may not exceed $750,000. For more information contact the Wisconsin Department of Commerce, Bureau of Community Development.
Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit its web-site at www.commerce.state.wi.us for a further list of programs and financial resources.

- Brownfields Program: This program provides information and assistance related to brownfields redevelopment. The Brownfields Development Consultant can assist in the identification and resolution of regulatory and liability issues as they relate to environmentally contaminated properties.

- Business Retention and Expansion Survey: This program helps communities produce confidential, comprehensive data profiles on businesses in the community in order to develop a systematic approach to business retention.

- Community Development Block Grant Technical Assistance: This program is available to local government officials, business persons, and local community and economic development organizations needing assistance in exploring financial and technical assistance options available to them.

- Main Street Program: This program helps communities revitalize their downtown areas. The National Main Street Center and state staff offer a comprehensive range of professional services that follow a four-point approach: organization, promotion, design, and economic restructuring.

- Wisconsin Youth Apprenticeship Program: This program helps businesses prepare future workers and is an integral part of the State Department of Workforce Development’s workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combine academic and technical classroom instruction and on-the-job training from business mentors.

Joint Effort Marketing (JEM) Grant Program

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration, and permit the department to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives. Contact the Wisconsin Department of Transportation for further information.
Wisconsin Department of Workforce Development

The Wisconsin Department of Workforce Development (DWD) is a state agency charged with building and strengthening Wisconsin's workforce in the 21st century and beyond. The Department's primary responsibilities include providing job services, training, and employment assistance to people looking for work, at the same time as it works with employers on finding the necessary workers to fill current job openings.

Under the DWD umbrella, a wide variety of employment programs can be found which include securing jobs for the disabled, assisting former welfare recipients as they make a transition into work, promoting 72 job centers, linking youth with the jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring workers compensation claims are paid in accordance with the law. There are six divisions within the Department which is headed by a Secretary appointed by the Governor. For further information visit the web-site at www.dwd.state.wi.us.
7. Intergovernmental Cooperation

7.1 Introduction

In general terms, 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 and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services and jurisdictions or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction’s activities with regard to air, water, and wildlife impacts, other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- Cost Savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.

- Opportunity to Address Regional Issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
Early Identification of Issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.

Reduced Litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save communities money, as well as the disappointment and frustration of unwanted outcomes.

Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.

Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them.

Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.

History of Success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

Service to Citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

This element will contain information regarding existing plans or agreements, opportunities for the future, and existing and potential conflicts, and will identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.
7.2 Inventory of Existing Agreements and Relationships with Other Governmental Units

East Shore Recycling Commission

The East Shore Recycling Commission was started in 1994. Member communities include the Cities of Brillion, Chilton, Kiel, and New Holstein and the Villages of Hilbert, Potter, and Sherwood, and the Towns of Brillion, Brothertown, Calumet (Fond du Lac County), Charlestown, New Holstein, and Rantoul. Communities work together to jointly negotiate recycling collection and processing contracts with private providers. By working together these municipalities feel they are offered a better rate on recycling services from providers. The existing contract for these services will expire in 2007. The Commission is run with established bylaws and a board which meets as needed. The Commission has also more recently begun working on recycling education through funds offered by a grant program at the WDNR.

School Districts

The New Holstein school district extends approximately 15 miles from the municipal border and currently has students from New Holstein, St. Cloud, St. Peter, Mt. Calvary, and the Town of New Holstein.

The City of New Holstein has an agreement with the school district to provide a liaison officer at the high school during the school year. This officer is a city employee and costs associated with this position are divided between the city and the school district. The city has an informal agreement with the school district to use the schools’ fields and facilities for its recreational programs. The City of New Holstein and the New Holstein School District also have worked together to purchase a lawn aerator.

The siting of new school facilities is mainly conducted by the school district. Typically the city will have a limited role in this process. However, the city’s comprehensive plan can be a resource in the future for siting facilities and analyzing potential locations, demographics, and transportation issues. Overall, it is anticipated that the city and the school district will continue to have a cooperative relationship.

Adjacent Local Governments

Fire Protection
The City of New Holstein has an annual agreement with the Towns of New Holstein and Charlestown to provide fire protection in areas of the township.
Region

In recent years Calumet County has experienced an increasing role in the region. The county’s significant population growth has resulted in an increased interdependent relationship in the region as a whole for economic development, transportation, natural resource protection, tourism, housing, and planning. This is evident by the number of regional programs and groups that are available to the county and local municipalities including the Fox Cities Economic Development Partnership, Northeast Wisconsin Stormwater Consortium, New North, Inc., Northeast Wisconsin Regional Economic Partnership, Niagara Escarpment Resource Network, and several other regionally focused efforts. Calumet County, as well as many local municipalities, are active participants in regional efforts and cooperation and will continue to be in the future.

East Central Wisconsin Regional Planning Commission
The Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Services provided by the Commission include comprehensive and land use planning; transportation improvement and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; technical assistance to local governments; geographic information services, and aerial photography distribution. New Holstein has worked with ECWRPC in the past in order to facilitate some of its planning efforts.

Library System
The New Holstein Public Library is part of the regional Manitowoc Calumet Library System (MCLS) which allows people to borrow books not only from the New Holstein Library but also from Brillion and Chilton in Calumet County and Kiel, Manitowoc, and Two Rivers in Manitowoc County.
System services include interlibrary loan, delivery, backup reference, consulting, continuing education for library staff, planning and support for library technology, and other assistance. All MCLS libraries are open to all residents of the two counties.

Police Protection
New Holstein had 24-hour dispatch capabilities until 2000 at which point it was decided that the duplication of services between what the city and the county were able to offer was not advantageous to the city. Emergency dispatch for the city is now routed through Calumet County during the night hours.

State
The City of New Holstein and Calumet County maintain relationships with a variety of state agencies and departments. The majority of these relationships may be characterized as regulatory in nature. Calumet County, acting as an arm of the state, must ensure enforcement of many state regulations and rules and therefore work with a variety of state agencies and departments on rule enforcement, compliance monitoring, and reporting. The city has a more limited role in dealing with state regulations. The county’s relationships are most common with departments such as the Department of Natural Resources, Department of Revenue, Department of Health and Family Services, and Department of Justice.

The City of New Holstein and Calumet County also maintain relationships with state agencies that are more related to program implementation. These programs can include goals to improve economic development, housing, natural resources, education, and cultural resources. These types of relationships are most common with departments such as Agriculture, Trade and Consumer Protection, Department of Commerce, State Historical Society, Department of Transportation, Department of Tourism, Department of Public Instruction, and the Department of Natural Resources.

Overall, the majority of state agencies and departments have both a regulatory function and a program-based advancement and planning function. The City of New Holstein has a good working relationship with a number of state agencies that help ensure compliance with state regulations as well as the advancement in providing services to citizens.

7.3 Intergovernmental Opportunities, Conflicts, and Resolutions

Potential Opportunities

Numerous opportunities exist for further cooperation with other units of government. Four primary intergovernmental opportunities include:

- Cooperation with services
- Cooperation with regulations
- Cooperation by sharing revenue
- Cooperation with boundaries
Several of these potential opportunities are described as follows:

<table>
<thead>
<tr>
<th>Opportunity</th>
<th>Other Governmental Unit Assistance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Assistance in rating and posting local roads for road maintenance and</td>
<td>Calumet County Highway Department</td>
</tr>
<tr>
<td>road improvement planning.</td>
<td></td>
</tr>
<tr>
<td>2. Update and amend comprehensive plan and/or ordinances when applicable.</td>
<td>Calumet County Planning, Zoning,</td>
</tr>
<tr>
<td></td>
<td>and Land Information Office</td>
</tr>
<tr>
<td></td>
<td>Neighboring municipalities</td>
</tr>
<tr>
<td>3. Develop plan implementation ordinances and other tools.</td>
<td>Calumet County Planning, Zoning,</td>
</tr>
<tr>
<td></td>
<td>and Land Information Office</td>
</tr>
<tr>
<td></td>
<td>Neighboring municipalities</td>
</tr>
<tr>
<td>4. Work with the school district to anticipate future growth, facility,</td>
<td>School District</td>
</tr>
<tr>
<td>recreation, and busing needs.</td>
<td></td>
</tr>
<tr>
<td>5. Share excess capacity of the wastewater or municipal water system.</td>
<td>Neighboring municipalities</td>
</tr>
<tr>
<td>6. Share community staff, office equipment, or construction and maintenance</td>
<td>Neighboring municipalities</td>
</tr>
<tr>
<td>equipment.</td>
<td></td>
</tr>
<tr>
<td>7. Coordinate shared services or contracting for services such as police</td>
<td>Neighboring municipalities</td>
</tr>
<tr>
<td>protection, solid waste and recycling, recreation programs, etc.</td>
<td></td>
</tr>
<tr>
<td>8. Improve the management of lands in planned extraterritorial growth</td>
<td>Neighboring municipalities</td>
</tr>
<tr>
<td>areas through annexation, extraterritorial authority, official mapping, or</td>
<td></td>
</tr>
<tr>
<td>boundary agreements.</td>
<td></td>
</tr>
<tr>
<td>9. Cooperatively manage land use and development to ensure continuing</td>
<td>Calumet County Planning, Zoning,</td>
</tr>
<tr>
<td>groundwater quantity and supply.</td>
<td>and Land Information Office</td>
</tr>
<tr>
<td></td>
<td>Neighboring municipalities</td>
</tr>
<tr>
<td>10. Improve attractiveness of community entrance points.</td>
<td>Calumet County Planning, Zoning,</td>
</tr>
<tr>
<td></td>
<td>and Land Information Office</td>
</tr>
<tr>
<td></td>
<td>Neighboring municipalities</td>
</tr>
</tbody>
</table>
## Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be addressed most effectively in a “pro-active” fashion. In other words, pursuing opportunities will often avoid future conflicts. Potential conflicts and the process to resolve the conflicts are summarized as follows:

<table>
<thead>
<tr>
<th>Potential Conflict</th>
<th>Process to Resolve</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Siting of large livestock farms near incorporated areas.</td>
<td>Towns to establish buffer areas around cities and villages.</td>
</tr>
<tr>
<td></td>
<td>Calumet County to administer ACTP51 performance standards for livestock operations over 500 animal units.</td>
</tr>
<tr>
<td>2. Annexation conflicts between City and Town of New Holstein.</td>
<td>Joint community plan commission meetings to discuss issues.</td>
</tr>
<tr>
<td></td>
<td>Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.</td>
</tr>
<tr>
<td>3. Low quality commercial or industrial building and site design along highway corridors or community entrance areas.</td>
<td>Joint community plan commission meetings to discuss issues.</td>
</tr>
<tr>
<td></td>
<td>Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.</td>
</tr>
<tr>
<td></td>
<td>Cooperative design review ordinance development and administration.</td>
</tr>
<tr>
<td>4. Development or land use that threatens groundwater quality in municipal well recharge areas.</td>
<td>Joint community plan commission meetings to discuss issues.</td>
</tr>
<tr>
<td></td>
<td>Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.</td>
</tr>
<tr>
<td></td>
<td>Cooperative planning and implementation of wellhead protection areas.</td>
</tr>
<tr>
<td>Potential Conflict</td>
<td>Process to Resolve</td>
</tr>
<tr>
<td>-----------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>5. Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure.</td>
<td>Distribution of plans and plan amendments to adjacent and overlapping governments. Joint community plan commission meetings to discuss issues. Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community. Cooperative planning and implementation of official mapping.</td>
</tr>
<tr>
<td>6. Concern over poor communication between communities and school districts, sanitary districts, and other special governmental units.</td>
<td>Distribution of plans and plan amendments to adjacent and overlapping governments. Adoption and implementation of local comprehensive plans.</td>
</tr>
<tr>
<td>7. Concern over too much intervention by Calumet County and state relative to local control of land use issues.</td>
<td>Local units of government taking responsibility for developing, updating, and administering local land use ordinances and programs. Maintain communication with Calumet County on land use issues. Provide ample opportunities for public involvement during land use planning and ordinance development efforts.</td>
</tr>
<tr>
<td>8. Increasing cost of providing services and amenities such as parks, recreation programs, libraries, etc., that benefit the surrounding region.</td>
<td>Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community. Continued involvement with the Calumet County Municipal Leaders Group to discuss and resolve issues. Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.</td>
</tr>
</tbody>
</table>
7.4 Boundary Agreements and Provision of Services

Boundary and Land Use Agreements

Decisions about municipal boundaries are usually linked to land use and utility service decisions. Towns and neighboring villages/cities should work toward mutually agreeable solutions for long-term municipal boundaries and land use. The Land Use chapter of this document addresses this issue in detail.

Continuing cooperation on comprehensive plans is one good way to achieve coordination among neighboring communities. Going further, plans can be formalized through intergovernmental boundary and land use agreements. Formal intergovernmental agreements may cover agreed future land uses in planned transition areas, set long term municipal boundaries, or set utility expansion limits. Such agreements help minimize potential for future conflicts as time passes.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under state law. Another format for an intergovernmental agreement is a “cooperative plan” under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires state approval of the agreement, but does not have some of the limitations of the 66.0301 agreement format.

Cooperative Provisions of Utilities, Services, and Community Facilities

Consolidating and coordinating services and facilities between communities is done with the intent to achieve cost savings and improvement in services. Cooperative service agreements are particularly important in the current era of diminishing government financial resources. To advance intergovernmental cooperation with respect to community facilities and utilities, the community should:

- Encourage cooperative utility system planning in areas that are already developed but may need a higher or more reliable level of sewage treatment over the 20 year planning period. Coordination between neighboring communities on this issue is of particular relevance where higher density developments are close to villages and cities with public utilities. Other alternatives for wastewater treatment for these types of areas include group (or community) waste treatment systems or separate sanitary or utility districts.

- Ensure county policy continues to guide urban development into areas with public sanitary sewer and/or water systems and assist in working out intergovernmental agreements between towns and nearby cities or villages to extend public services into development areas in accordance with area development plans.

- Continue discussions with local communities and neighboring counties on the provision of emergency medical services in the county to ensure adequate service delivery for residents over the long term, particularly given the aging population.
Encourage the development and continuance of joint service agreements between communities. Key public services provided to residents and property owners include public education, police and fire protection, emergency medical service, road maintenance, trash collection, recycling, and snow removal. Calumet County communities should recognize a negotiating position that results from common geographical and administrative intent and the resulting strength in numbers. There is an existing potential to save taxpayer dollars through forming a united intergovernmental partnership for purchase of heavy equipment, supplies, capital items and through the bulk purchase of common items such as road salt. Purchases can be directed through the partnership to allow for consolidated purchases, economies of scale, and leveraged price points.

7.5 Intergovernmental Cooperation Goals and Objectives

Following are the goals and objectives developed by the City of New Holstein regarding intergovernmental cooperation.

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Objectives

1. Improve cooperation and coordination with adjacent municipalities regarding long-range planning and land use controls.

2. Continue to develop the cooperative working relationships the city has established with neighboring communities and the county.

3. Increase cooperation with neighboring communities and Calumet County to provide efficient and effective emergency services, street maintenance, and other services when appropriate.

4. Improve communication to the public regarding the announcement of meetings, activities, development projects, programs, and issues.

5. Pursue cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.
Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. Continue cooperative planning efforts with surrounding towns, districts, associations, service providers and the county.

2. The community should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.

3. An advisory body should be appointed to establish clear goals, objectives, and expectations for the purpose of negotiating any intergovernmental agreement.

4. The community shall determine the preferred statutory method of intergovernmental cooperation agreements (i.e. 66.0301, 66.023, etc.) as part of any agreement negotiating process.

5. Neighboring communities and districts may be invited to any future meetings in which amendments or updates to the comprehensive plan are made or discussed.

6. If a neighboring jurisdiction is creating or amending a comprehensive plan, community representatives may attend or accept invitations to intergovernmental discussions.

7. The development of a governmental association, an association of all neighboring jurisdictions in which intergovernmental issues will be discussed, will be developed within the planning period.

8. Any educational efforts regarding planning, land use regulation, implementation or resource management will be discussed as being a joint effort with neighboring communities.

9. A joint planning area shall be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps.

10. A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.

11. Planning materials, reports, and studies obtained from neighboring jurisdictions shall be kept in a central location and utilized when decisions that affect land use are made.
12. The community may annually distribute a newsletter or brochure describing current intergovernmental results and benefits and future opportunities. It shall be distributed to local citizens, neighboring jurisdictions, county and regional entities and state and federal representatives as necessary.

13. Before the purchase of new community facilities or equipment or the re-instatement of service agreements, the community will pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions.

14. Opportunities for sharing community staff or contracting out existing staff availability will be pursued should the opportunity arise.

15. All community facilities which have available capacity should be considered for joint use with a neighboring community or group.

16. Any and all intergovernmental agreements or arrangements shall be in writing and the statutory authority for such agreements will be identified.

17. A Legislative Action Committee may be established to maintain regular contact with federal and state legislators.

### 7.7 Intergovernmental Cooperation Programs

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

**Calumet County Municipal Leaders Group**

This group is comprised of all city mayors, village clerks, and town chairpersons in Calumet County. They meet quarterly to discuss ways to cooperate better and share services. The group is organized through the County Administrator’s Office.

**Division of Intergovernmental Relations, Municipal Boundary Review**

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation, and cooperative boundary plans. Contact the Wisconsin Department of Administration, Division of Intergovernmental Relations for further information.
League of Wisconsin Municipalities

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. Established in 1898, the League acts as an information clearinghouse, lobbying organization, and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state.

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 is available through the Local Government Center. For further information visit its web-site at www.uwex.edu/lgc/.

Wisconsin Partnership

The State of Wisconsin offers local government contract purchasing, technical advice, data and financial assistance to more efficiently provide government services and increase cooperation. At www.WisconsinPartnership.wi.gov a variety of information is provided to help local governments become more cost-effective.
8. Land Use

8.1 Introduction

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses. The maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today.

A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, attitudes, and legal and political considerations all have land use impacts.

8.2 Existing Land Use

Table 8-1, Figure 8-1, and Map 8-1 detail the existing land uses found in the City of New Holstein. Land use is a means of broadly classifying different types of activities relating to how land is used.

Residential

Residential land use accounts for approximately 341 acres, or 22%, of total land use in the City of New Holstein. Single family residential accounts for the greatest proportion of residential development, approximately 316 acres. A small portion of residential development - .25 acres- is also in multi-family residential.

Industrial

Approximately 100 acres, or 6.4%, of existing land use in the city is in industrial development. The majority of this development is located on the eastern portion of the city and concentrated along the railroad tracks. Another concentration of industrial development is located in the northwest portion of the city along STH 32/57.

<table>
<thead>
<tr>
<th>Land Use Inventory</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing land use as of 2004 was inventoried by the East-Central Wisconsin Regional Planning Commission using aerial photography, other existing maps, field verification, and input from local communities. The existing land use inventory incorporates land use classifications that were determined to best represent the character and features of the county while being classified consistently throughout the East-Central planning region.</td>
</tr>
</tbody>
</table>
Commercial

Commercial development accounts for 74 acres or 4.8% of total existing land use in the city. A significant portion of this acreage is found in the northwest portion of the community along STH 32/57 where larger parcels of commercial development are located. Smaller parcel commercial development is also concentrated throughout the city along the remaining portions of STH 32/57 and in the downtown area.

Transportation and Utilities

Transportation and utility features account for a significant portion of existing land use in the City of New Holstein, 380 acres or 24.5% of total land use. The airport located in the southwest portion of the city accounts for the majority of this acreage.

Institutional

Institutional uses account for 53 acres or 3.4% of total existing land use in the city. Many of these institutional uses are concentrated in the downtown, but they are scattered throughout the community. Institutional uses include the city hall, fire department, schools, library, and other public related land uses.

Farm and Cropland

Farm and cropland contributes a significant portion to total land use in the city. Approximately 304 acres or 19.6% of total land use is in farm and cropland. All of the farm and cropland in the city is located along the outskirts of the city near the community’s borders. It is anticipated that the majority of this acreage will transition to other more intensive land uses over the planning period.

Forestlands

Forestlands account for 75 acres or 4.8% of total land use in the City of New Holstein. This acreage is concentrated near the airport, in the northern portion of the city near the railroad, and in the southeast corner of the city.

Recreational

Approximately 98 acres, or 6.3%, of total existing land use is in recreational features. The majority of this acreage is in city managed parks or school district athletic/park facilities. These areas are scattered throughout the community, but the largest concentrations include Kiwanis Community Park and school district owned facilities.
Open/Other

Open/other land contributes a total of 116 acres or 7.5% of total land use. These open and other land uses are found throughout the city, but are concentrated near community borders. The largest portions of this land use are found in the northwest corner and northern portions of the city.

Water

Water makes up a small portion of total land use in the city, only 9.3 acres or 0.6% of total land use.

**Table 8-1**

**Existing Land Use, City of New Holstein, 2004**

<table>
<thead>
<tr>
<th>Feature</th>
<th>Acreage</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>341.0</td>
<td>22.0%</td>
</tr>
<tr>
<td>Single Family Residential</td>
<td>315.9</td>
<td>20.4%</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>25.1</td>
<td>1.6%</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Commercial</td>
<td>74.3</td>
<td>4.8%</td>
</tr>
<tr>
<td>Industrial</td>
<td>99.8</td>
<td>6.4%</td>
</tr>
<tr>
<td>Quarry</td>
<td>0.0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Institutional</td>
<td>53.2</td>
<td>3.4%</td>
</tr>
<tr>
<td>Transportation &amp; Utilities</td>
<td>380.0</td>
<td>24.5%</td>
</tr>
<tr>
<td>Farm &amp; Cropland</td>
<td>304.1</td>
<td>19.6%</td>
</tr>
<tr>
<td>Forestlands</td>
<td>75.1</td>
<td>4.8%</td>
</tr>
<tr>
<td>Recreational</td>
<td>97.5</td>
<td>6.3%</td>
</tr>
<tr>
<td>Open/Other</td>
<td>116.0</td>
<td>7.5%</td>
</tr>
<tr>
<td>Water</td>
<td>9.3</td>
<td>0.6%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1,550.3</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Source: Calumet County Planning Department.
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.
Map 8-1 Existing Land Use
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8.3 Supply, Demand, and Price Trends

Equalized Valuation

The equalized value of real property provides insight into land pricing and is a vital component to the provision of public facilities and services. The increase in real property in a community allows for additional tax revenue necessary to fund public facilities and service programs.

Equalized values are based on the full market value of all taxable property in the state, except for agricultural land. In order to provide property tax relief for farmers, the value of agricultural land is determined by its value for agricultural uses rather than for its possible development value, which is termed a “use value” system, rather than one based on full market value.

Table 8-2 details the total equalized values for the City of New Holstein from 2001 to 2005 by land category.

<table>
<thead>
<tr>
<th>Year</th>
<th>Residential</th>
<th>Commercial</th>
<th>Manufacturing</th>
<th>Agricultural</th>
<th>Other*</th>
<th>Real Estate</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>$98,972,600</td>
<td>$27,478,900</td>
<td>$8,302,100</td>
<td>$41,100</td>
<td>$118,200</td>
<td>$134,912,900</td>
</tr>
<tr>
<td>2002</td>
<td>$100,025,200</td>
<td>$28,467,300</td>
<td>$8,225,200</td>
<td>$20,700</td>
<td>$118,200</td>
<td>$136,856,600</td>
</tr>
<tr>
<td>2003</td>
<td>$108,049,400</td>
<td>$30,023,000</td>
<td>$8,132,800</td>
<td>$13,900</td>
<td>$27,000</td>
<td>$146,246,100</td>
</tr>
<tr>
<td>2004</td>
<td>$111,394,100</td>
<td>$31,054,200</td>
<td>$8,194,200</td>
<td>$25,300</td>
<td>$35,400</td>
<td>$150,703,200</td>
</tr>
<tr>
<td>2005</td>
<td>$122,647,700</td>
<td>$31,640,100</td>
<td>$7,183,900</td>
<td>$31,100</td>
<td>$44,400</td>
<td>$161,547,200</td>
</tr>
</tbody>
</table>

*Includes forest, agricultural forest, undeveloped, and other land.

8.4 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the City of New Holstein. While the multi-jurisdictional 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 the plan implementation. Note that some of the following conflicts are in regard to local issues, some to county level issues, and some involve both levels of government involvement.

Existing Land Use Conflicts

- Wind energy or telecommunication towers.
- Development near environmentally sensitive areas.
- Development near or involving the Niagara Escarpment.
- Storage of junk vehicles and general lack of property or building maintenance.
♦ Dilapidated mobile homes.
♦ Solid or hazardous waste handling facilities.
♦ Land spreading of biosolids.
♦ Non-uniform management of issues which cross municipal boundaries.
♦ Residential and industrial or high intensity commercial incompatibility.
♦ Residential and agriculture incompatibility.
♦ Poorly designed or unattractive commercial or industrial development.
♦ Lack of screening or buffering between incompatible uses.
♦ Home based businesses that take on the characteristics of primary commercial or industrial uses.

**Potential Land Use Conflicts**

♦ Development along or on the Niagara Escarpment.
♦ ATCP 51 regulations and the lack of ability of communities to restrict agricultural expansion in planned buffer areas.
♦ Impacts to groundwater from intensive agriculture or rural development.
♦ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development or amendment of implementation tools.
♦ Poorly designed or unattractive rural development in community gateways or entrance points.
♦ Annexation conflicts.
♦ Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.
♦ Meeting the service demands of newly developed areas.
♦ Controlling and managing development along highway corridors and interchanges.

### 8.5 Projected Supply and Demand of Land Uses over Planning Period

Table 8-3 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2025 in the City of New Holstein. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.
Table 8-3
Projected Land Use Demand (acres), City of New Holstein, 2000-2025

<table>
<thead>
<tr>
<th>Year</th>
<th>Residential 1</th>
<th>Commercial/Industrial 2</th>
<th>Institutional 3</th>
<th>Agricultural/Open Land/Forests 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>341.0</td>
<td>174.1</td>
<td>530.7</td>
<td>495.2</td>
</tr>
<tr>
<td>2005</td>
<td>341.5</td>
<td>174.4</td>
<td>531.5</td>
<td>493.6</td>
</tr>
<tr>
<td>2010</td>
<td>339.8</td>
<td>173.5</td>
<td>528.8</td>
<td>499.0</td>
</tr>
<tr>
<td>2015</td>
<td>336.8</td>
<td>172.0</td>
<td>524.1</td>
<td>508.2</td>
</tr>
<tr>
<td>2020</td>
<td>335.0</td>
<td>171.1</td>
<td>521.4</td>
<td>513.5</td>
</tr>
<tr>
<td>2025</td>
<td>332.1</td>
<td>169.6</td>
<td>516.9</td>
<td>522.4</td>
</tr>
</tbody>
</table>

1. Residential includes single family, multiple family, and mobile homes.
2. Commercial/Industrial includes commercial, industrial, and quarries.
3. Institutional includes institutional, transportation, utilities, and recreational land.
4. Agricultural includes farm and cropland, forestlands, and open/other land.

Year 2000 acreage figures were obtained from existing land use calculations as described below the table. Year 2005 to 2025 acreage calculations were projected by utilizing Wisconsin Department of Administration (WDOA) population projections. Note that the WDOA projected a slight decline in population for the city from 2000 to 2025. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the city’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/she does today. The projected decline in agricultural/open land/forests is based on the amount of land projected to be needed by the other three categories.

The projected land use demand as presented in Table 8-3 indicates that there will actually be a decline in the amount of total land use in residential, commercial/industrial, and institutional. While it is unlikely this scenario will actually occur, it does show that if population declines should occur in the city there will not be an increased demand in these uses.
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Map 8-2 Natural Resource Management
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8.6 Future Land Use

The future land use plan is one of the primary components of the comprehensive plan that can be used as a guide for local officials when considering future development within the community. Use planning must have long-range perspective and therefore will need to be reevaluated periodically to ensure consistency with changing trends and conditions. Major components of the future land use plan include the Future Land Use Map and the Future Land Use Classifications. The future land use classifications are simply designated areas of consistent character, use, and density that share similar goals, objectives, and management policies for long term use and development. The Future Land Use Map can be used to help guide land use decisions through a number of different implementation tools. Refer to the Implementation element for further detail on available tools and regulations and recommendations of the planning period.

Future Land Use Plan Summary

The major components of the future land use plan include the Year 2030 Future Land Use Map and the Future Land Use Classifications. The Future Land Use Map represents the areas of planned land uses coordinated through long term community design, infrastructure improvement, and economic development strategy. The map displays land use intent through the future land use classifications which generally summarize the policies under which development should occur. Future development will be directed to the appropriate designated areas in conjunction with coordinated land use strategy and the city’s ability to provide necessary municipal services.

The designated land uses, both inside of the city boundary and in the extraterritorial area, are consistent with the long-term plans of the city. The city has experienced significant economic impact with changes and reductions in employment in the industrial sector, which will have short term implications. Overall, the city’s plan is to grow its local economy and is therefore positioning to face increased demands for residential, commercial, and industrial land uses. The overall growth in Calumet County will most likely have positive impact on the city during the planning period. Demands for residential could be somewhat substantial assuming that population trends are an indicator of land use demand. This pressure for residential development, with specific focus on commercial and industrial development will likely contribute to a more dramatic decline in the amount of agricultural and other resource land shown on the Future Land Use Map.

A summary of the map is discussed below, followed by the intent of the Future Land Use Classification.

Residential

The city has three general areas designated for short term single-family and general residential growth depicted on the Future Land Use Map. It is anticipated that future growth will occur on the south side of the city, in the south-eastern corner and on the northern edge of the city. The Future Land Use Map reflects possible growth areas both within the current city boundary and in the extraterritorial area.
The primary growth areas are in the southern part of the city as well as on the eastern edge of the city south of the railroad tracks. This is in keeping with current development patterns and availability of city services. A secondary area of growth is likely in the northern part of the city. There is not currently a push to develop this area of the city but access to transportation and services will facilitate growth in this area as it is warranted.

**Commercial**

Expansion of the commercial area on the Future Land Use Map is primarily in response to current ongoing efforts to create a cohesive commercial district in the City of New Holstein. There is a desire to encourage commercial growth along the main transportation routes of the community both within the city and in the extraterritorial area. It is anticipated that there will be a mix of commercial uses, small professional offices and services, institutional, residential, civic, and park and open space uses in this area. The properties at the northern and southern ends of the city along STH 32/57 is perhaps more suited to a more broad category of uses that can also enhance the commercial district in the city. The zoning code in the city currently does not differentiate between the two areas but as the planning process continues it is recommended that the city, through its review process, establish development criteria for each area of development.

**Industrial**

The areas that are designated for possible industrial growth areas on the Future Land Use Map include both land within the city and land located in the extraterritorial area. In both of these areas the city is well equipped to extend services and infrastructure necessary for development.

Recognizing that the growing importance of the airport will necessitate an expansion of airport-related services and industries, the majority of designated expansion areas for industrial development is clustered around the airport. An additional area of possible industrial expansion is located adjacent to the industrial park on the north end of the city along STH 32/57. The location along a major transportation route will facilitate movement of raw materials or finished products.

Along with anticipated engineering feasibility and cost analysis, the city should ensure that industrial development at the primary entry and exit points of the city is done in such a way that the buildings and sites are attractively designed as they establish a community image.

**Agriculture**

As development in New Holstein continues, agricultural land will slowly disappear. There is, however a desire to maintain some agricultural land within the city border. Land designated for agricultural use on the Future Land Use map is not likely to be developed within the planning period. It is unlikely, with the anticipated growth rate of the city, that fiscal investment for development in these areas is warranted during the planning period.
Extraterritorial Jurisdiction

Purpose and intent for land use classifications are the same for properties located within the city boundary as they are for properties located within the extraterritorial area. In terms of extraterritorial coordination of future land use, the City of New Holstein has adopted a subdivision ordinance and is a class four municipality by population. New Holstein has the statutory ability to, and desires to engage the review of land divisions within 1.5 miles from its existing border. The intent of planning for areas outside of the existing border is to communicate long term intent of the anticipated future land use pattern and to ensure the proper coordination of development review in areas defined within the extraterritorial area.

Future Land Use Classifications and Map

The future land use classifications represent the desired arrangement of future land use. The classifications are intended to reflect community desires and to display how land is planned for future use(s). The classifications were used to create the future land use map to graphically represent the desired arrangement of land use for the next 20 years and to guide and assist in growth management decisions and community development. The classifications address the type of intended use, the location of development, and density.

According to Section 66.1001 Wis. Stats., Comprehensive Planning, the Land Use element of a comprehensive plan must specify the general location of future land uses by net density or other classification. To address this requirement, the following future land use classifications have been developed for the City of New Holstein to promote the desired features of the community. The future land use classifications are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use.

The future land use classifications are not zoning districts and do not have the authority of zoning. However, they can be used to help guide land use decisions through a number of different implementation tools such as land division ordinances and coordination with zoning regulations. Designations in the extraterritorial area reflect the desire on the part of the city to encourage uses along the edge of the city that are compatible with anticipated future needs. The classifications are intended for use by local officials as a guide when making land use management decisions.

Detailed below are the classifications that were selected by the City of New Holstein:

- Single Family Residential
- General Residential (single family, duplex, multiple family)
- Multiple Family Residential (2+ units)
- General Commercial
- Industrial
- Institutional
- Parks and Recreation
- Agricultural
Single Family Residential

Purpose and Intent
The Single Family Residential designation is designed to include existing and planned single family residential development as well as other forms of residential development that will be served by municipal sewer and water systems and as dictated by the city’s zoning code and map. Planned residential expansions will primarily occur through recorded subdivisions. Densities will be regulated by the city’s zoning ordinance as found in the R-1 district.

The residential areas designated on the future land use map reflect all areas that are currently in or are planned for single family residential use and low density two-family residential use. The Single Family Residential District is intended to accommodate primarily single family residential development, but may allow some additional uses in accordance with the city’s zoning code. Mobile home parks and attached condominiums would not be categorized as single family residential but as General Residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that the area will transition to residential in the future.

- Lot area will be determined by the Zoning Ordinance
- The net density in this district should not exceed six (6) dwelling units per acre.
- Other uses generally allowed in this district could include public and quasi-public uses, elder care facilities, and utilities in accordance with the Zoning Ordinance.
- Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.
  - PUD was established to provide a voluntary regulatory framework designed to encourage and promote improved environmental and aesthetic design in the city by allowing for greater freedom, imagination and flexibility in the development of land while insuring substantial compliance to the basic intent of the zoning ordinance and the general plan for community development.

General Residential

Purpose and Intent
The General Residential designation is designed to include existing and planned residential development that may vary in density and use. The areas would be served by municipal sewer and water systems and could include primarily single and duplex developments. Higher density multi-family development that is consistent with the city’s comprehensive plan may also be permitted in appropriate locations adjacent to transportation corridors, commercial areas, and schools. Densities would be regulated by the city’s zoning ordinance as found in the R-1 and R-2 district.

- Minimum lot area will vary based on building type as determined by the Zoning Ordinance
- The net density in this district should not exceed six (6) dwelling units per acre.
- Other uses generally allowed in this district could include public and quasi-public uses, elder care facilities, and utilities.
- Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.
Multiple-Family Residential

Purpose and Intent
The Multiple-Family Residential designation is designed to include existing and planned multiple-family residential development that will be served by municipal sewer and water systems. Densities will be regulated by the city’s zoning ordinance as found in the R-2 district. The Multi-Family Residential Future Land Use Classification reflects areas that are currently in residential use and some areas that are currently in or planned for higher density residential uses. It also includes the majority of areas that are currently zoned for multi-family uses. This district is intended to accommodate primarily multi-family residential development. Densities will be regulated by the city’s zoning ordinance as found in the R-2 district.

- Lot sizes will be determined by the Zoning Code.
- Other uses generally allowed in this district could include public and quasi-public use, elder care facilities, and utilities
- Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.

General Commercial

Purpose and Intent
The General Commercial Future Land Use is planned to represent existing commercial type land uses and anticipated future commercial areas. Densities will be regulated by the city’s zoning ordinance as found in the C-1, C-2 and PUD districts.

The General Commercial Classification is intended to accommodate large and small-scale commercial and office development that will be served by municipal sewer and water systems. A wide range of retail, service, lodging, and office uses are appropriate in this district.

- This classification is primarily located along the major transportation corridors in New Holstein.
- It is important for development within these districts to be attractively designed or substantially screened as necessary along these corridors as they establish a community image for the city.
- Site plan requirements will be required to review the development proposals in accordance with city plans and codes.
- This area should avoid vacant lots and large surface parking lots fronting Wisconsin Avenue.
- Large gaps in street walls (the line of attached building facades along the street frontage) should be avoided.
- Reuse and/or redevelopment of vacant commercial buildings is especially encouraged.
• Multiple story (up to three stories), mixed use buildings that include high quality architecture, signage, lighting and streetscape amenities that are sensitive to and enhance the character of New Holstein’s small Central Business District are encouraged.
• Higher density residential zoning districts are also appropriate for the downtown area if adequate parking can be provided on site.
• Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.

Industrial

Purpose and Intent
The Industrial designation is designed to include existing and planned industrial development that will be served by municipal sewer and water systems, served by highways and roads that can accommodate transportation needs of industrial uses, and as dictated by the city’s zoning code and map. Densities will be regulated by the city’s zoning ordinance as found in the I-1 Light Industrial and I-2 Heavy Industrial districts.

The Industrial classification is intended to include New Holstein’s existing and planned industrial park and industrial expansion areas both within the city limits and in the extraterritorial area. This classification includes the New Holstein Municipal airport as well as anticipated areas for airport expansion. This district is intended to be served by appropriate water and sewer facilities to meet industrial business requirements and provide an area for industrial uses that provide employment for local citizens as well as support the local tax base of the City of New Holstein.

• Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.
• There is no lot minimum area but a lot shall be not less than 50 feet in width.
• No structure shall exceed five stories or 60 feet in height.
• Development applications shall, before a building permit is issued, present detailed site plans pertaining to the proposed structures to the city plan commission.
• Performance standards reviews are required for buildings in this classification.

Institutional

Purpose and Intent
The Institutional designation is designed to include existing and planned areas for land uses intended for public and quasi-public uses (not including park and recreation areas).

This district is intended to accommodate civic, institutional, and related uses such as government facilities, schools, utilities, churches, post offices, police and fire stations, and cemeteries. It is important for public and institutional developments within this district to set a high standard for
architecture and site design for the community, which has been accomplished with the City Hall and the library.

- Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the New Holstein Zoning Ordinance.
- Development applications shall, before a building permit is issued, present detailed site plans pertaining to the proposed structures to the city plan commission which shall address such issues including but not necessarily limited to site design, building location, parking, landscaping, lighting, and signage.

Parks and Recreation

Purpose and Intent
The Parks and Recreation designation is designed to include existing park and recreation areas as well as some additional areas within the city boundary that will allow for the city to serve a growing population’s recreation needs.

Intent
The Park and Recreation classification is intended to include all existing park and recreational areas as well as some additional areas which will allow for the city to serve a growing population’s recreation needs.

- Classification to be coordinated with the 2006 New Holstein Outdoor Recreation and Open Space Plan.
- Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the New Holstein Zoning Ordinance.
- Inter-municipal trail connections to city facilities emphasized.

Agricultural

Purpose and Intent
Continue agriculture as the predominant land use while planning for the potential of long-term land conversions in accordance with the city’s comprehensive plan. The areas planned for agriculture within the city limits or within the city’s Extraterritorial Area (ETA) have short or long term potential for public services or may have opportunity for shared services between the city and neighboring town as identified through intergovernmental cooperation discussions. Densities will be regulated by the city’s zoning ordinance as found in the R-A district.

Maintaining land in agriculture, while still allowing limited development in concert with the city’s overall growth management strategy. Designated agricultural areas would not be served by future water and sewer system extensions unless the areas were planned for conversion of use. The Agriculture classification could have the benefit of potential advocacy for intergovernmental cooperation with neighboring unincorporated communities due to probable discussions concerning long-term growth coordination.
• Minimum lot area: Five acres.
• Minimum lot width: 330 feet.
• Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the New Holstein Zoning Ordinance.

**Table 8-3**

*Future Land Use, City of New Holstein, 2007*

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<thead>
<tr>
<th>Feature</th>
<th>Acreage</th>
<th>% of Total</th>
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<tr>
<td><strong>Total</strong></td>
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</tbody>
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Figure 8-2  
Future Land Use, City of New Holstein

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Map 8-3 Future Land Use
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8.7 Municipal Border “Buffer” Planning

The Calumet County Year 2025 Comprehensive Plan recommends that cities, villages, and surrounding towns designate a buffer area surrounding all cities, villages, and hamlets to coordinate land use, density, development site design, infrastructure utilization, and development review. It is also recommended that the community and town meet jointly to coordinate and designate the buffer planning area. It is further recommended that the towns and incorporated community neighbors be allowed to establish buffer locations consistent with their planned development areas or that adequately address areas of concern. The County Advisory Committee (CAC) recommended that communities cooperatively plan the border areas and that a buffer area should be established. The CAC did not establish a specific buffer area. The CAC recognized that different communities may want smaller or larger buffers depending on their particular issues, but that buffer planning is necessary to accomplish coordinated development within the boundary areas.

The CAC recommendation for buffer planning was supported by the Calumet County Agricultural Task Force, which recommended a 1,000 foot expansion restriction boundary around cities and villages. The Agriculture Task Force created draft siting standards for expansion of agricultural operations. One such Task Force standard was that new, large farms (those in excess of 500 animal units) be located at least 1,000 feet from the incorporated boundaries of a municipality or from the respective sewer service planning area, whichever distance was greater. The CAC recommendation was based on the Task Force recommendation, in that buffer planning around incorporated communities has sound rationale and is needed to allow significant economic investments to occur in areas of high potential conflict. Agricultural expansion within the buffer area is a significant planning issue. Buffer planning discussions at the county level were driven by the potential to have large agricultural operation expansion near incorporated boundaries.

The county plan promotes ongoing cooperation between towns and adjacent cities or villages when facing municipal boundary and/or land use issues. Decisions about municipal boundaries are usually linked to land use and utility service decisions. Towns and neighboring villages/cities should work toward mutually agreeable solutions for long-term municipal boundaries and land use. Continuing cooperation on comprehensive plans is one good way to achieve coordination among neighboring communities. The county planning process was designed to facilitate conversation between adjacent units of government, with the intent to ultimately bridge the planning with the longer term intent to formalize management of the buffer areas through intergovernmental boundary and land use agreements.

Representatives from the City and Town of New Holstein met during the planning process on July 11, 2006 to discuss the preferred land use maps for both the city and the town as well as buffer issues pertaining to the border between the city and the town. No conclusions were reached at that meeting but it is expected that communication will continue and meetings will occur as needed throughout this planning period.
ATCP 51 Siting Regulations and Buffer Planning

There are conditions that may preclude coordinated buffer planning from occurring. For example, the City of Chilton’s plan indicates a desire for land around the city to be set aside as a buffer where large farm operations would be prohibited and density managed. The buffer would allow the city to manage growth more efficiently in regard to services, as well as manage potential conflicts of non-compatible land uses.

Some towns have no objection to large farms being restricted from a buffer area, but do not want a rural character buffer around the city as lands classified as rural character do not allow for agricultural uses. Exclusive agricultural zoning allows the land owner tax credits and immunity from city assessments (such as sewer or curb and gutter). The conflict occurs as the current state DATCP ruling (ATCP 51) does not allow for a community to restrict agricultural expansion (such a restriction would exist if in a planned buffer area) and still allow landowners to receive tax credits for exclusive agriculture zoning. The current ATCP 51 ruling only allows a large farm restriction from an agricultural area that has been scientifically proven to be incapable of supporting large farm operations due to health and safety reasons. The only way to stop the potential for agricultural expansion is to plan and then zone an area as a non-agricultural land use area, which is contrary to the town’s plans. The towns are not advocating for agricultural expansion near the city, nor do they want to limit farmers’ eligibility for tax credits or force them into a situation where their land use is considered non-conforming.

The county plan recommends the State of Wisconsin consider revisions that would allow land around a city to remain in agricultural production, allow for exclusive agriculture benefits, and yet restrict large farms. Changes need to be made to the ATCP 51 siting rule for this to occur. The county plan also recommends, for the sake of intergovernmental cooperation and good planning, language should be added to the individual community land use chapters. Such language would afford the incorporated communities some comfort, while still allowing farmers a clear direction as to where they can and cannot site a large facility. At the October 3, 2006, Intergovernmental Boundary Agreement Meeting between the Towns of Charlestown and Chilton and the City of Chilton, this was discussed and supported.

The reason this plan advocates bridging the intergovernmental boundary and/or land use agreements is that villages and cities already have statutory authority to exercise certain land use controls in the 1½ mile extraterritorial jurisdictions (ETJ). Cities and villages may:

- Include lands in their ETJ in planning documents (e.g., city/village desired development areas)
- Adopt or amend subdivision ordinances to allow village or city review and approval of subdivision plats and CSMs within the ETJ
- Adopt an official map to identify recommended expanded road rights-of-way, future road alignments, and sites for public buildings and parks in the ETJ
- If mutually agreeable, enact extraterritorial zoning within all or parts of the ETJ. This approach may freeze existing zoning for up to two years. Permanent extraterritorial zoning within the ETJ can only take place with agreement of the affected town.
The planning process will not resolve all the conflicts between adjacent communities. Several communities did meet at various times with each other during the planning process to discuss in principle the main land use and development concerns, share plan recommendations and associated land use management strategies, and to discuss/allow either party(s) to discern the potential for cooperation and conflict resolution. Local community plan recommendations were developed with the intent to leverage said recommendations into intergovernmental agreements. The agreements may cover preferred land uses in edge areas, set long term municipal boundaries, or set utility expansion limits. The municipal boundary coordination will also potentially lead to revisions in the county Growth Management Map and the associated land area designations that will support intensive development. In the end, any agreements or cooperation can be leveraged to help resolve or minimize future conflicts as time passes, local officials change, and initial ideals and reasons for cooperation decline as connectivity to the planning process fades. Further detail for intergovernmental agreements can be found in Chapter 7, the Intergovernmental Cooperation element.

It is unlikely the planning process would solve all the conflict within border areas. It was intended, however, that communities try and work together to develop common language and intent of how lands were to be managed within the border areas. The county plan therefore recommends the towns and adjacent cities/villages who could not come to preliminary terms on coordinated land use policy within buffer areas, or who could not establish buffer areas in premise, meet within one year of this plan adoption to establish the mechanism for how development will be managed in the border areas.

8.8 Smart Growth Areas

A Smart Growth Area is defined as “an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs.”

The arrangement of incorporated municipalities scattered throughout Calumet County’s landscape, creates the perfect situation to practice “Smart Growth” (directing growth into areas served with adequate utility and service infrastructures.) The Calumet County planning process and subsequently the City of New Holstein Comprehensive Plan is based on the following six principles as identified by the American Planning Association.

Principle 1: Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. Approximately 63.9 acres or 4.1% of future land use within the City of New Holstein is designated to preserve land and natural resources (this includes land in the agriculture and open land future land uses). Within these designations residential development is limited, environmentally sensitive areas such as wetlands, floodplains, and contiguous woodlands are protected, and future development must utilize the existing street network to minimize additional local road maintenance costs.
Principle 2: Full Use of Urban Services

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services, and schools. The Calumet County planning process has identified areas within the county’s cities and villages to accommodate growth and development.

The City of New Holstein provides for all of its own services at a level that either meets or exceeds current needs of the community. The level of service can accommodate anticipated growth both within the city limits and the extraterritorial area in the planning period as designated on the preferred land use map.

Principle 3: Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups.

The New Holstein downtown area includes a mix of single-family and multi-family residential, commercial, industrial, institutional, recreation space, and several different types of transportation uses all within easy walking distance of each other. The center of the city has a diverse mix of uses while uses away from the center of the city become less diverse. For instance, neighborhoods away from the center of the city become either almost exclusively residential or industrial.

Principle 4: Transportation Options

A well designed transportation network promotes safety, alternate modes of transport, and less traffic congestion and air pollution.

The City of New Holstein has many transportation options throughout the city. The rail does not accommodate passengers but is part of the system for transporting goods from the city to the rest of the region and beyond. A paved network in the city includes an adequate road network composed of roads with a variety of level of service and an extensive sidewalk network throughout the community. The Solomon Trail, used for both recreational and transportation purposes, connects the City of New Holstein with the City of Kiel.

New Holstein does not have the necessary density to warrant specialized modes of transportation such as public busing.

Principle 5: Detailed, Human Scale Design

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services.
Although this principle isn’t of utmost importance in New Holstein, it is evident in the Market Square area. The land uses in the immediate area include single and multi-family housing, commercial, industrial, a variety of types of transportation and open space. Businesses are not as diverse as they once were in the area, but it’s possible to live, work, shop, bank, and attend to many functions of daily living in the immediate area of the square.

**Principle 6: Implementation**

A community’s ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances.

This plan recommends continued discussions and cooperation relative to land use planning and ordinance administration between the City of New Holstein, the Town of New Holstein, and Calumet County. The units of government currently communicate about planning issues which warrant a multi-jurisdictional conversation. While it is not realistic to expect that all entities agree on all issues, it is important that the lines of communication remain open. The city has valued this communication and is intent on continuing this to the extent practicable.

### 8.9 Land Use Goals and Objectives

Following are the goals and objectives developed by the City of New Holstein regarding land use.

**Goal:** Provide for a compatible mix of land uses within the city.

**Objectives**

1. Focus areas of new growth where public utilities and services can be provided most efficiently.
2. Identify future land use areas that will increase compatibility between existing land uses and work to avoid future land use conflicts.
3. Maintain basic design standards for commercial and industrial development to protect property values and encourage quality design in the community.
4. Encourage urban in-fill, which is future development in areas where urban services are already in place.
5. Identify future growth areas and begin planning for incremental development which maximizes efficiency and cost-effectiveness.
8.10 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. All development proposals shall meet the intent of the Future Land Use Plan classifications as described within the Land Use element.

2. All development proposals shall meet the goals and objectives of the established land use management areas, as identified within the Land Use Element of the comprehensive plan.

3. The plan commission has the assigned responsibility to develop and administer a land division ordinance which furthers the goals, objectives, and policies of the land use plan, and is consistent with state statutes governing local adoption of such controls.

4. The State of Wisconsin’s model conservation subdivision design ordinance and other similar existing models may be utilized in the development of the local land division controls to protect environmental corridors, agricultural lands, and open spaces.

5. The community intends to use the zoning process as conditions warrant to limit hours of operation for those limited land uses (e.g., night clubs) that have the potential to have significant negative impact on less intensive neighboring land uses.

6. The community strongly encourages shared driveway access, shared parking spaces, and coordinated site plan designs in order to avoid the creation of new commercial strips.

8.11 Land Use Programs

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

Wisconsin Land Information Program

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the Program. The Wisconsin Department of Administration oversees the Program's policies. The statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing
technical assistance and advice to state agencies and local governmental units with land information responsibilities.

**Division of Intergovernmental Relations, Wisconsin Department of Administration**

The Division of Intergovernmental Relations provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program. 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 the division 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/.
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9. **Implementation**

9.1 **Introduction**

The Implementation element includes a compilation of programs and specific actions to be completed in a stated sequence. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the earlier elements of this plan.

The Implementation element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

**Implementation Framework**

Comprehensive plans establish the general policy framework for decision making. The Wisconsin comprehensive planning law defines the elements of a comprehensive plan and requires that if a local government engages in official mapping, subdivision regulation, zoning, or zoning of shorelands and wetlands then actions of that local governmental unit must be “consistent with” the comprehensive plan by January 1, 2010. Therefore, any local governmental unit that wants, for example, to regulate the subdivision of land or regulate land use through zoning or any other means is required to have a comprehensive plan. Adoption of this comprehensive plan meets the intent of the legislation.

**Citizen Participation**

Just as citizen participation is an important step required throughout the planning process, it is also an essential implementation tool. Citizens and local officials must be made aware of the goals of their comprehensive plan when they consider and make decisions such as reviewing a land division request. The more participation, the more ownership the plan, or any implementation tool, will likely receive. In addition, a public hearing is always required before an ordinance of any type can take effect.
9.2 Local Action Plan

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 framework for implementation and necessary action items were identified which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those major steps and recommends a timeline for their completion. Further detail can also be found within the respective planning element.

Plan Adoption and Update Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the City Council (Implementation element).
   Responsible Party: Plan Commission
   Timing: Fall 2007

2. Task: Adopt the comprehensive plan by ordinance (Implementation element).
   Responsible Party: City Council

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (Implementation element).
   Responsible Party: Plan Commission
   Timing: Annually

4. Task: Conduct a comprehensive plan update (Implementation element).
   Responsible Party: Plan Commission, City Council
   Timing: Every 10 years

Intergovernmental Cooperation Actions

1. Task: Review land divisions in the extraterritorial area and evaluate their impact on road connectivity and city services (Transportation element and Utilities and Community Facilities Element).
   Responsible Party: Plan Commission
   Timing: On-going

2. Task: Coordinate lot sizes, proposed density of development, and the use of lands in the extraterritorial area in accordance with the long term growth management strategy of the City of New Holstein (Land Use Element).
   Responsible Party: Plan Commission
   Timing: On-going
3. Task: Establish a committee that will meet with representatives from both the Town of New Holstein and Calumet County to discuss buffer area issues as needed (Intergovernmental Cooperation Element).
   Responsible Party: Plan Commission
   Timing: Establish within one year of plan adoption, meet as needed

**Ordinance Development and Update Actions**

1. Task: Complete an assessment of the existing zoning ordinance and identify areas in the text and on the zoning map that need to be updated and revised in accordance with the goals of the Comprehensive Plan.
   Responsible Party: Plan Commission
   Timing: Within two years of plan adoption

2. Task: Create a site design review ordinance for multi-family residential, commercial, industrial, and institutional development that protects and enhances the visual quality of the community and establishes the desired characteristics (Land use element).
   Responsible Party: Plan Commission
   Timing: With two years of plan adoption

3. Task: Complete a review of the subdivision ordinance to evaluate what is required of developers and ensure that the city is limiting its liabilities and costs in the development of new subdivisions (Land use element).
   Responsible Party: Plan Commission
   Timing: With two years of plan adoption

**Strategic Planning Actions**

1. Task: Update annual capital improvement plan for all city assets (Utilities and Community Facilities element).
   Responsible Party: City Staff and City Council
   Timing: Update annually

2. Task: Work with Calumet County Economic Development Specialist to do retail market profile and consumer survey of community. Develop plan based on results to target desired types of business development (Economic Development element).
   Responsible Party: City staff in coordination with Calumet County Economic Development Specialist and Economic Redevelopment
   Timing: Develop within two years of plan adoption

**Changes to Applicable Land Use Controls**

The remainder of the Implementation element will review regulatory and non-regulatory implementation tools and review their current use in the community as well as provide recommendations for their use in the future. All of the community’s existing land use controls are discussed and any recommended changes are provided.
9.3 Regulatory Land Use Management Tools

Regulatory tools stem from local government’s responsibility and authority to protect public health, safety, and welfare. Most regulatory tools are in the form of ordinances. The following regulatory tools were reviewed and discussed as part of the comprehensive plan process:

Conventional Zoning

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A conventional zoning ordinance is probably the most commonly used land use implementation tool, especially in villages and cities. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define “rights” within the district. In Wisconsin, towns are either “under” their respective county’s zoning ordinance, administer their own zoning ordinance, or do not administer zoning.

City of New Holstein Status/Recommendation(s)

Status: The City of New Holstein administers a City Zoning Code (Ordinance), last recodified in 1983, which outlines the purpose, rules, definitions, and provisions of the identified land use zoning districts. The districts are administered through the code and zoning map.

Recommendation(s): The City of New Holstein should complete an assessment of its existing zoning ordinance and identify areas in the text and on the zoning map in which there is inconsistency to the Preferred Land Use map developed during the planning process. Priority areas, or where the city intends on being more proactive in development or redeveloped, should be reviewed closely and possible amendments to the zoning ordinance and map should be completed as necessary.

Overall, the city needs to examine the current zoning designations for properties in the city to make sure they are appropriate and consistent with the current trends and needs of the city. For example, the city should evaluate the regulations of garages and accessory buildings and adjust as needed. Land use classifications need to be further developed to include development criteria including minimum lot sizes and corresponding densities. The city should consider adopting new zoning classifications of park and recreation, downtown commercial and institutional in order to provide guidelines for those types of uses not specifically called for in the existing ordinance.

Timeline: Within two years of plan adoption.
Land Division/Subdivision Ordinance

Achieving the goals, objectives, and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, a community, by ordinance, could review the subdivision of land within its corporate limits. A land division ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. It also regulates how new lots will be made ready for future development, such as providing for adequate access (required roads, driveways), wastewater treatment, and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be effective tools to realize plan goals of maintaining agriculture as a strong part of the local economy, protecting natural resources, and retaining rural character.

A community can require a new land division be in conformance with its comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community’s comprehensive plan is a criterion of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the lot proposed to be created will adequately accommodate the future use of the property.

Development of a local land division ordinance could also incorporate "conservation design guidelines and standards” to help implement the plan goals, objectives, and policies supporting protection of the community’s agricultural lands and open spaces. Conservation subdivisions are intended to be an alternative approach to the conventional lot-by-lot division of land in rural areas which spreads development evenly throughout a tract of land without regard to the natural features of the area.

The development and ultimate success of a local land division ordinance in plan implementation will require the community to address regulatory, administrative, and intergovernmental considerations. Adoption of the local land division ordinance must be consistent with state statutes and will require local administration (e.g., application review, fee collection, public hearings, inspection, enforcement, etc.).

Many rural “unzoned” communities which do not want to pursue traditional zoning often adopt a land division ordinance as a baseline needed to manage future uses. However, communities must remember a land division ordinance only affects new development which requires a land division. New uses on existing parcels remain unregulated.
City of New Holstein Status/Recommendation(s)

Status: The city has a subdivision ordinance which was completed approximately 15 to 20 years ago that outlines the requirements, design standards, and variance procedures for subdivisions and minor land divisions.

Recommendation(s): Although the ordinance is relatively old and is working, the City of New Holstein should complete a review of the subdivision ordinance to evaluate what is required of developers and ensure that the city is limiting its liabilities and costs in the development of new subdivisions. The city should also evaluate the applicability of Wisconsin Act 477 regarding fees for park and recreation facilities through the subdivision process. Other aspects of the ordinance appear to meet the needs of the community for the future.

Timeline: Within two year of plan adoption.

Calumet County Growth Management Policy

The Growth Management Policy is housed within the Calumet County Subdivision Ordinance. The county utilizes the policy to effectively manage the rate of nonagricultural growth, promote more efficient growth patterns, and minimize the public costs of non-agricultural growth in unincorporated areas by restricting the number and location of new buildable lots created by all forms of dividing land. The existing policy contains the following provisions:

♦ No "Major Subdivision" of 10 or more lots in size shall be permitted beyond the corporate limits of any incorporated city or village.

♦ "Major Subdivisions" of less than 10 lots in size may be permitted beyond municipal corporate limits, but not beyond the boundaries of any "Growth Service Area" shown on the Growth Management Policy map. Only "Minor Subdivisions" shall be allowed beyond any "Growth Service Area" boundary.

♦ Under no circumstances shall any "Major Subdivision" be permitted, unless all the lots of such subdivision will either be served by State-Approved sanitary sewerage system, or contain sufficient area of soils, which are fully suitable for placement of on-site sewage disposal systems.

♦ Any subdivision plat located beyond a Growth Service Area boundary as shown on the Growth Management Policy map, approved and recorded prior to the
effective date of these regulations, may be further subdivided (one time only) subject to the following conditions:

- That at least 75% of the lots comprising the pre-existing plat have been developed with permanent, residential primary structures, or
- That such further land subdivision shall contain no more than nine additional (new) lots.

- Major subdivisions of ten (10) or more lots may be permitted beyond the corporate limits, but within Growth Service Areas, subject to the following conditions:
  - That such proposed new subdivision is contiguous to at least one other pre-existing subdivision of 10 or more lots in size; or
  - That State approved sanitary sewerage facilities are first provided for all lots of the proposed new subdivision.

**City of New Holstein Status/Recommendation(s)**

**Status:** While land within the corporate boundaries of the city is not affected by this policy, it does have significant effect on land divisions near city borders and the policy drives the location of development to municipalities in the county.

**Recommendation(s):** The *Calumet County Year 2025 Comprehensive Plan* recommends the policy be upheld and modified to include ‘advocacy stimulants’ when considering code modifications. With any situation, the best way to achieve results or come to an agreement is to have a win-win outcome for the developer or landowner and the public policy that is being implemented. The county can build such a win-win scenario when the codes and ordinances are modified by incorporating density bonuses to the tract being developed if that landowner/developer is willing to develop the property in accordance with defined principles. For further detail on recommendation to this policy refer to the *Calumet County Year 2025 Comprehensive Plan*.

**Timeline:** 2006-2008

**Official Maps**

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways, and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Counties have limited official mapping powers. Counties may adopt highway-width maps showing the location and width of proposed streets or highways and the widths of any existing streets or highways which are planned to be expanded. The municipality affected by the street or highway must approve the map. Counties may also prepare plans for the future platting of lands, or for the future location of streets, highways, or parkways in the unincorporated areas of the county. These plans do not apply to the extraterritorial plat approval jurisdiction of a city or village unless the city or village consents.
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Map 9-1 Existing Zoning and Land Use Regulations
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Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

**City of New Holstein Status/Recommendation(s)**

**Status:** The city has an official map that is recorded with the Calumet County Register of Deeds. All the other maps (sewer, zoning, address, water, etc.) are based off of the official map.

**Recommendation(s):** The city should continue to keep these maps updated. In addition, the city should consider adding future road locations to the official map which can also include future road locations in extraterritorial areas.

**Timeline:** On-going. Assess adding road locations within two years of plan adoption.

**Sign Ordinances**

A sign ordinance restricts the type, size, and location of signs within a community. It also often restricts the types of materials that can be used to construct signs. These ordinances can regulate signage to achieve a number of community values such as improved property values, public safety, and glare control. Counties, towns, cities, and villages may all adopt sign ordinances and billboard regulations.

**City of New Holstein Status/Recommendation(s)**

**Status:** Regulations regarding signs are included in the city’s zoning code. The city also has a sign review committee in place.

**Recommendation(s):** The sign ordinance should be reviewed in coordination with the overall recommended zoning ordinance review. The powers granted to the sign review committee should also be evaluated to ensure they are provided clear direction in the review process and the necessary powers to implement the regulations.

**Timeline:** Within two years of plan adoption.

**Historic Preservation Ordinances**

The objectives of a comprehensive plan which note the need to preserve important historic structures and sites can be implemented through the adoption of a historic preservation ordinance. These ordinances are meant to protect historic buildings and districts. Counties, towns, cities, and villages have express authority to enact historic preservation ordinances. In addition, the Wisconsin Legislature has determined that historic preservation is such an important objective that all cities and villages that contain any property listed on either the national register of historic places or the state register of historic places must enact a historic preservation ordinance to regulate historic or archeological landmarks and historic districts in an effort to preserve those landmarks.
**City of New Holstein Status/Recommendation(s)**

**Status:** A historic ordinance is included in an Appendix to the city’s zoning code. This ordinance was adopted when the Timm House received designation on the National Register of Historic Structures.

**Recommendation(s):** The city should continue to monitor the ordinance in order to assure that it is meeting the needs of the community. There are no direct recommendations at this time.

**Timeline:** On-going monitoring.

**Design Review/Site Plan Regulations**

Design review involves the review and regulation of the design of buildings and their sites. Design review standards are often included as part of zoning and subdivision ordinances. They seek to protect communities from multi-family, commercial, industrial, and institutional development which would detract from the appearance of the community and reduce property values. Such an ordinance is especially recommended for communities with buildings of historic or architectural importance and where tourism is a major economic activity.

**City of New Holstein Status/Recommendation(s)**

**Status:** The city does not have any regulations specific to design review or site plan regulations.

**Recommendation(s):** Design review standards should be established by the city for multi-family, commercial, industrial, and institutional land uses. The ordinance is intended to protect and enhance the visual quality of the community and establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Public input should be sought on the establishment of these desired characteristics.

**Timeline:** The development of these standards should be incorporated into the zoning review process that is recommended. Within two years of plan adoption.

**Building, Mechanical, Housing, and Sanitary Codes**

Cities, villages, towns, and counties may enact building and sanitary codes. Building codes are sets of regulations that set standards for the construction of buildings in a community. Building codes ensure that new and altered construction will be safe. These codes must conform to the state building, plumbing, and electrical codes. Housing codes define standards for how a dwelling unit is to be used and maintained after it is built. To enforce the codes, inspections are required by the local municipality. This code is concerned with keeping housing from falling into dilapidation and thus keeping neighborhoods from falling into blight.
**City of New Holstein Status/Recommendation(s)**

**Status:** The City of New Holstein currently uses the State codes for building, mechanical, housing, and sanitary.

**Recommendation(s):** None at this time.

**Erosion/Stormwater Control Ordinances**

Cities, villages, towns, and counties may enact erosion and stormwater control ordinances. In recent years many of the activities related to stormwater are strongly regulated by other agencies including the Wisconsin Department of Natural Resources.

**City of New Holstein Status/Recommendation(s)**

**Status:** The City of New Holstein has adopted the state guidelines for floodplain zoning, erosion control, and shoreland/wetland zoning.

**Recommendation(s):** None at this time.

**Extraterritorial Zoning**

Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within one and one-half miles of a fourth class city or village. Extraterritorial zoning may be initiated by a city or village adopting a resolution and providing notice of the extraterritorial area to be zoned. The city or village may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan commission members and three town members must approve of the plan and regulations by majority vote. Extraterritorial zoning is not commonly used in the State of Wisconsin.

**City of New Holstein Status/Recommendation(s)**

**Status:** The City of New Holstein does not currently engage in any extraterritorial zoning.

**Recommendation(s):** It is not anticipated that the city will need to use this tool of land management during the planning period.

**Planned Unit Developments (PUDs)**

Planned unit developments (also sometimes referred to as “planned development districts”) allow developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources. PUDs require flexibility from both the developer and local government.
**City of New Holstein Status/Recommendation(s)**

**Status:** The City of New Holstein currently does allow for the use of PUDs as a tool for land management in the development process.

**Recommendation(s):** The city should continue to evaluate the effectiveness of this tool in development opportunities and utilize if appropriate.

**Timeline:** On-going.

**Extraterritorial Plat Review**

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second, or third class city and one and one-half miles beyond the limits of a fourth class city or village. Specifics relative to Extraterritorial Plat Review can be found under Wis. Stats. S.236.02(5).

**City of New Holstein Status/Recommendation(s)**

**Status:** The City of New Holstein currently uses extraterritorial plat review for land use control. Due to concern over the type and density of development adjacent to the city’s border in the unincorporated town, the use of this land use management tool should be utilized whenever possible. The use of this tool is customary by most Wisconsin cities and villages.

**Recommendation(s):** Continue to use plat review to ensure that development within the extra-territorial jurisdiction is happening in accordance with the goals and objectives of the city plan. Coordination of lot size, proposed density of development, and the use of lands in the extraterritorial area need to be considered within the context of New Holstein’s long term growth strategy as follows:

- New Holstein should review the location via the review of land divisions in the existing extraterritorial area in accordance with the Comprehensive Plan.
- For development proposals adjacent to the existing border and within reasonable proximity (suggested 1,000’) of existing sewer or water services, the city should assess for the ability to be served by public services such as sewer and water in accordance with established engineering and feasibility studies.
- Lands planned within the extraterritorial area should be protected from patterns of development that would impede efficient provision of municipal services. These areas should be planned and coordinated through an Area Development Plan or site plan to assess future development patterns and an efficient extension of urban services if possible.
- Any non-farm development within these areas should be limited to low density uses and should consider clustering to minimize fragmentation if possible.

**Timeline:** On-going.
Driveway Ordinance

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the driveway is providing proper access for such uses as a single-family residence which is consistent with the community’s comprehensive plan. The term “driveway” is generally defined to mean private driveway, road, field road, or other means of travel through any part of a private parcel of land which connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways which serve major land use modifications. Use of a driveway or “access” ordinance to regulate land use is limited but a significant number of towns throughout the state, due to the requirement to service existing development for emergency purposes (i.e., fire, ambulance), have adopted driveway ordinances.

City of New Holstein Status/Recommendation(s)
Status: The city does not currently have a driveway ordinance although certain aspects of driveways are covered under zoning and subdivision ordinances.

Recommendation(s): The City of New Holstein should consider adopting an ordinance specifically related to the review and permitting of driveway access to public streets.

Timeline: In conjunction with general zoning code review, within two years of plan adoption.

Cooperative Boundary Agreements

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues, including annexation, that often arise between towns and their incorporated neighbors (cities and villages). The Legislature has provided express enabling authority for these agreements. The communities involved in such agreements undertake cooperative preparation of a plan for the areas concerned. The plan for changing or maintaining boundaries, and for controlling land use and services, is sent to the Department of Administration. If the plan is approved, a contract binding the parties to it is put into effect.

City of New Holstein Status/Recommendation(s)
Status: The city does not currently have any cooperative boundary agreements. While communication with neighbors is strongly encouraged, it is unlikely that the city will need to enter into any formal agreements of this nature during the planning period.

Recommendation(s): None at this time.

Annexation

The state has granted cities and villages the power to annex. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery.
Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

**Wisconsin Act 317 – Revisions to Annexation Procedures**
Under this Act, which was enacted in April of 2004, no city or village may annex any territory if none of the city’s or village’s territory is in the same county as the territory to be annexed. The Act also requires cities and villages to make payments for five years to towns that lose territory due to annexations. Cities and villages will have to pay the town from which the land is annexed, the amount of the town tax for the annexed property. The Act gives an exemption from this payment for cities and villages that have boundary agreements with the neighboring towns.

**City of New Holstein Status/Recommendation(s)**
**Status:** The City of New Holstein currently examines proposals for annexation.

**Recommendation(s):** The city should use the comprehensive plan to guide decisions for annexation issues.

**Timeline:** On-going.

**Specialized Ordinances**
Given specific issues and needs within a particular community, a number of “specialized” ordinances may be required to regulate local public health and safety concerns, protect private property, and avoid public nuisances. The following ordinances have received increased attention due to local issues.

**Telecommunications Ordinance**
Ordinances can be used to minimize the visual effects of towers, maximize the capacity of existing towers, and reduce impacts to adjacent properties. Local governments cannot unilaterally prohibit cell towers by ordinance, zoning, or any other means. However, local governments can enact ordinances to prohibit towers from certain specially identified areas, regulate tower height, specify minimum setbacks, require collocation strategies, and encourage landscaping and disguising techniques. An important benefit of having a telecommunications ordinance is that it provides decision-making consistency and decreases the chances of discrimination against a particular company. The ordinance provides a basis for conditional use provisions or denials. The Telecommunications Act of 1996 requires all denials to be in writing and supported by sufficient evidence. Telecommunication ordinances seek to balance business and industry needs with community character, aesthetics, and resident needs.

**City of New Holstein Status/Recommendation(s)**
**Status:** The City of New Holstein currently has a telecommunications ordinance which seems to be meeting the needs of the community.

**Recommendation(s):** None at this time.
Nuisance Ordinance
A nuisance can generally be defined as an action, or lack thereof, which creates or permits a situation that annoys, injures, or endangers the peace, welfare, order, health, or safety of the public in their persons or property. Nuisance ordinances can be defined in many ways, depending what issues are present in the community. Possible nuisances include noxious weeds, storage of vehicles, odors, noise, signs, obstruction of streets, animals, fireworks, and any number of related type nuisances. Concisely defining nuisances as well as enforcement, abatement, and recovery of costs for abatement are very important in the creation of a nuisance ordinance. A nuisance ordinance provides landowners and residents with a mechanism for identifying and preventing non-compliant situations. Authority for a town to engage in action to recover damages or abate a public nuisance is granted under Chapter 823 of the Wis. Stats. Although a town may pursue action through the State Department of Justice to prosecute the action, most Wisconsin municipalities pursue developing a local public nuisance ordinance because the statute does not specifically address all potential nuisance situations.

Further, there are some practical but nevertheless important reasons for developing a local ordinance. They include: 1) the ability to set a minimum and a maximum forfeiture amount; 2) the ability to decide a protocol for providing notice and the time to cure or abate the nuisance; and 3) the ordinance can state that the unpaid bill for the cost of abating the nuisance can be placed on the tax bill as a special charge. Most public nuisance ordinances cover five (5) broad areas. They include:

- Noxious weeds.
- Environmental health.
- Morality (sexually oriented businesses).
- Public safety and peace.
- Junk vehicles or equipment.

City of New Holstein Status/Recommendation(s)
Status: The City of New Holstein has a public nuisance ordinance that covers health, morals and decency, and peace and safety. There is a separate ordinance for disorderly conduct.

Recommendation(s): The public nuisance ordinance currently used by the city is meeting community goals and is sufficient to meet the anticipated needs of the city in the future. Therefore, no action is needed at this time.

Other Ordinances
The Wisconsin Towns Association also recommends that all towns, villages, and cities should strongly consider adopting the following “basic” ordinances. Most of these ordinances are considered nuisance type ordinances. They include:

1. An ordinance to regulate specific operations (e.g., nude dancing).
2. An ordinance to regulate mobile homes and mobile home parks.
3. An ordinance on town and city/village board/council meeting procedures and town board and village/city administration of the community.
4. An ordinance regulating billboards.
5. An ordinance regulating events and large assemblages.
6. An ordinance to regulate fire control and reimbursement for fire costs.
7. An ordinance to regulate vehicle road weight limits, truck routes, and other road uses.
8. An ordinance to regulate use of roadways by snowmobiles, ATVs, and horses.
9. An ordinance to regulate dogs running at large.
10. An ordinance to regulate unlicensed motor vehicles.
11. An ordinance to regulate landspreading of certain wastes.

**City of New Holstein Status/Recommendation(s)**
**Status:** The city has many of the above listed ordinances in place as independent ordinances. Other issues are regulated through zoning or nuisance ordinances.

**Recommendation(s):** The city should continue to monitor the needs of the community and amend or adopt ordinances as necessary.

**Timeline:** On-going.

### Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term “municipality” is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan by facilitating efficient provision of public facilities and services. In Calumet County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

**City of New Holstein Status/Recommendation(s)**
**Status:** The City of New Holstein currently has intergovernmental agreements in place as outlined in Chapter 7 of this document.

**Recommendation(s):** The city should continue to evaluate current agreements to ensure that they are of benefit to the city and should pursue new opportunities as they arise if they are consistent with the goals of the comprehensive plan.

**Timeline:** On-going.

### 9.4 Non-Regulatory Land Use Management Tools

There are several non-regulatory options available to local municipalities to influence local land use. The following tools were considered as part of the planning process.
Fiscal Tools

Capital Improvements Program (CIP)
The capital improvements program is a way of implementing issues related to capital facilities specified in a plan. Capital improvements are those projects which require the expenditure of public funds for the acquisition, construction, or replacement of various public buildings such as police and fire halls, schools, and city/village/town halls, roads and highways, water and sewer facilities, and parks and open space.

A capital improvements program is a listing of proposed public projects according to a schedule of priorities, usually over a five year programming period. A CIP allows local communities to plan for capital expenditures and minimize unplanned expenses. Sources of funding for capital improvements include impact fees, subdivision requirements, special assessments, and revenue or general obligation bonding.

The usefulness of the CIP depends upon the community properly budgeting for expenditures as part of the community’s annual capital improvements budget.

City of New Holstein Status/Recommendation(s)
Status: The city has a CIP in place which seems to be meeting the current and anticipated needs of the community.

Recommendation(s): Update annually.

Timeline: On-going.

Impact Fees
Cities, villages, towns, and counties may impose impact fees. Impact fees are financial contributions imposed on developers by a local government as a condition of development approval.

Impact fees are one response to the growing funding gap in infrastructure dollars between revenues and needs. Impact fees help shift a portion of the capital cost burden of new development to developers in an effort to make new development responsible for serving itself rather than raising taxes on existing development. Local governments can use impact fees to finance highways and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. Impact fees cannot be used to fund school facilities. Furthermore, counties cannot use impact fees to fund highways and other transportation related facilities.

City of New Holstein Status/Recommendation(s)
Status: The City of New Holstein does not currently utilize impact fees as a fiscal tool for land management.

Recommendation(s): The city should periodically re-evaluate this tool in order to see if this would be useful to implement.
Timeline: Every three years after plan adoption.

Tax Increment Financing Districts
Wisconsin towns recently gained a new tool to help promote rural development in Wisconsin with passage of new legislation in 2004. This new legislation provides towns the authority to use the tax incremental financing authority that cities and village have been using for years, to provide infrastructure for tourism, agriculture, and forestry projects in towns.

The new law will give an optional tool to help site projects in towns across the state when special infrastructure needs such as all weather roads, power lines, or improved rail connections are needed to create new or expanded tourism, agricultural, and forestry projects. As an example, this tool could be used to provide a town highway that could carry heavy truck traffic to such a facility as an ethanol production plant or large livestock facility. A new or improved town highway could be constructed to allow the new facility to be located in more remote areas of the state, thus reducing potential land use conflicts with neighbors, yet avoiding placing the burden of the new improvement on the remainder of the town taxpayers.

This new legislation gives towns similar authority for tax incremental financing to that of cities and villages, but it is limited to the type of rural development in tourism, agriculture, and forestry that does not compete with cities and villages. According to the Wisconsin Towns Association, this bill helps promote rural development as part of the “Grow Wisconsin” efforts of the current Administration and the Assembly Republican “Agriculture Renewal” initiative.

City of New Holstein Status/Recommendation(s)
Status: The city does currently use TIF districts as part of its development strategy. The city has three TIF districts. It is in the process of dissolving TIF 2.

Recommendation(s): None at this time.

9.5 Integration and Consistency of Planning Elements

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 City of New Holstein 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 eliminating the 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. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan). The process used to develop any further detailed plans should be consistent with this City of New Holstein Year 2030 Comprehensive Plan.
9.6 Mechanism to Measure Progress

Comprehensive planning legislation 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, policies and recommendations. Both are listed within each identified plan element (usually the last sections within each element).

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the City of New Holstein has listed a policy under Section 3, Transportation element, Policy #5 which states, “Dead-end roads and cul-de-sacs shall be avoided to the extent practicable.” To determine whether the policy is achieving the community’s intention, a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption. Each listed policy within each element 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 straightforward 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.

9.7 Comprehensive Plan Amendments and Updates

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

According to comprehensive planning legislation, the same process that was used to adopt the plan shall also be used when amendments are made. The city should be aware that as more compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

Comprehensive planning statutes require that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update often includes a substantial re-write of the text, an 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 changes and new or removed language.
9.8 Implementation Goals and Objectives

Following are the goals and objectives developed by the City of New Holstein regarding implementation.

**Goal:** Promote consistency between plan recommendations, ordinances, and other land use regulations.

**Objectives**

1. Develop an “action plan” as part of the Implementation element to assist the Plan Commission, City Council, and other jurisdictions with the administration of the comprehensive plan.

2. Support increased enforcement of existing ordinances as necessary.

3. Encourage citizen participation in order to increase local input in the decision making process.

4. Encourage review of regional municipal codes for possible relevance to local conditions.

5. Conduct annual reviews of the comprehensive plan for consistency with the goals, objectives, maps, policies and programs contained within and amend when appropriate.

9.9 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. All proposed development shall be reviewed for consistency with the Comprehensive Plan.

2. The Plan Commission shall have the responsibility to make recommendations to the Council regarding land use and development proposals.

3. The Plan Commission has the responsibility to review and make a recommendation on any proposed amendments to the zoning ordinance, official map, shoreland zoning ordinance, and subdivision ordinance, etc. affecting the community.

4. The action plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.
5. The annual review of the comprehensive plan may be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an unbiased manner.

6. When the comprehensive plan is updated with new census data, data that indicate significant change within the ten-year period will be re-examined and evaluated and necessary strategies to address the issue will be amended to the plan.

7. Elements of the plan that may be found to be vague or unscientific will be adjusted to ensure the plan’s effectiveness and reduce possibilities of litigation.

8. Areas of the plan that are likely to be disputed or litigated in the future will be reviewed by the community attorney to ensure his/her knowledge of the plan and offer suggestions to reduce conflict.

9. Unique or community specific implementation strategies that prove to be effective in their goals will be discussed with neighboring communities.

10. State of Wisconsin comprehensive planning statutes will be monitored by an assigned community official to ensure that statute changes, additions, or deletions are appropriately accounted for with respect to the city comprehensive plan.

11. If the city experiences substantial land use or land use regulation changes within the planning period, maps that represent these features will be updated to ensure the most accurate information is utilized in community decision making.

12. Maps will be used in coordination with established community goals and objectives to ensure the consistency between the comprehensive plan’s text as well as maps and/or other graphics.

13. Every five years the city will evaluate the availability of funds for updating the comprehensive plan. If adequate funds are not available then a strategy will be developed to ensure that sufficient funds are available for a comprehensive plan update.

14. State statutes, regulations, and administrative codes which change over the planning period will be evaluated against the comprehensive plan for consistency.

**9.10 Implementation Programs**

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

Plan implementation programs have been identified under the previous plan elements.