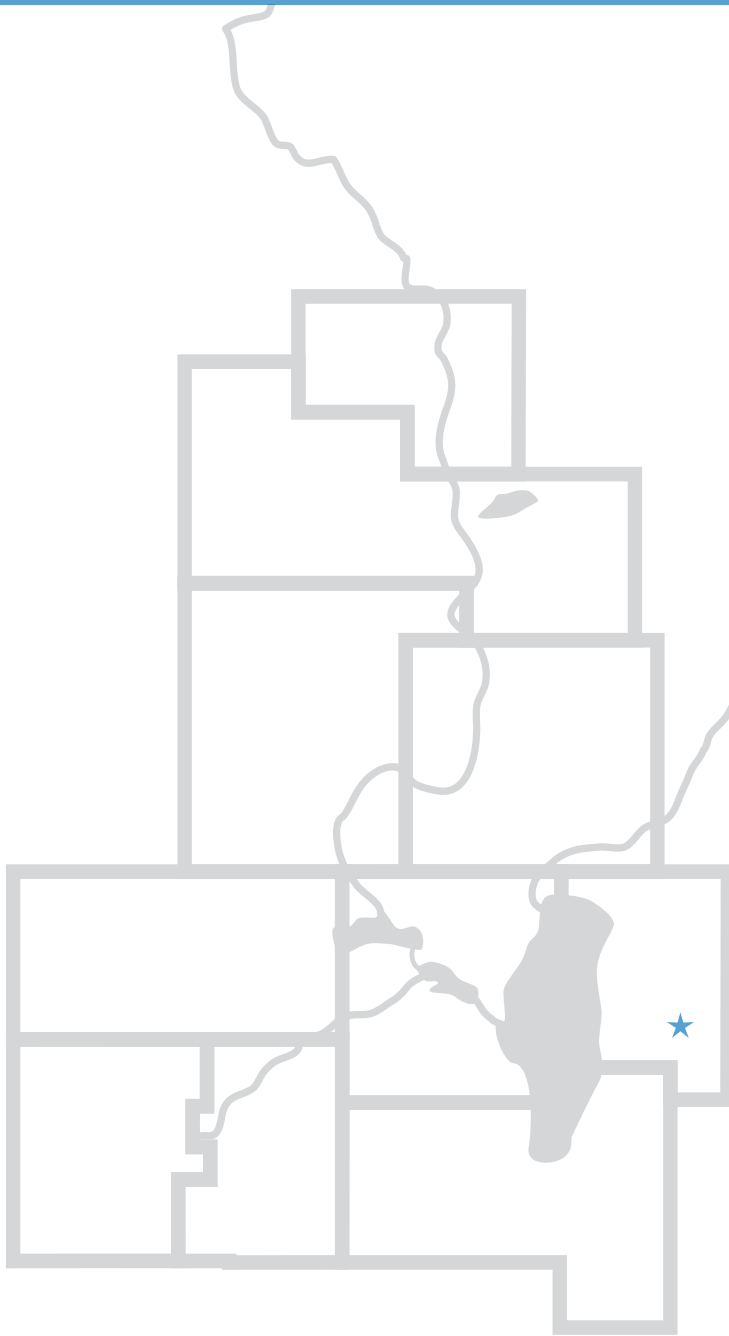


City of New Holstein Comprehensive Plan Update 2040



Draft
November 2019

Comprehensive Plan Update 2040

City of New Holstein Calumet County

Adopted January ##, 2020

Prepared by the
East Central Wisconsin Regional Planning Commission

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ABSTRACT

TITLE: CITY OF NEW HOLSTEIN COMPREHENSIVE PLAN
UPDATE 2040

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This report describes existing conditions, projects future growth and offers recommendations to guide future development in the City of New Holstein, Calumet County, WI.

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CHAPTER 1: INTRODUCTION

INTRODUCTION

Located within the Fox Cities in northeast Wisconsin, New Holstein is located in the southeastern portion of Calumet County. With a population of over 3,200 people, the City offers residents the friendliness and strong community spirit of a small town. The City encompasses about 1,605 acres and includes a mix of residential, commercial, industrial and recreational land uses.

PLANNING HISTORY

New Holstein enjoys a long history of land use and comprehensive planning. This plan updates an earlier comprehensive plan that was originally adopted by the City in 2007. To comply with the “Smart Growth” legislation (Wisconsin Statutes 66.1001), a comprehensive plan “shall be updated no less than once every 10 years”. This update maintains compliance for this legislation.

PLAN PURPOSE

The purpose of the City’s comprehensive plan is to assist local officials in making land use decisions that are harmonious with the overall vision of the community’s future. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development and preferred land use patterns; and foster economic prosperity and general welfare in the process of development. The plan evaluates what development will best benefit the community’s interests, while at the same time provide flexibility for land owners and protect property rights.

ENABLING LEGISLATION

This plan was developed under the authority granted by Wisconsin Statutes 66.1001. If the local governmental unit enacts or amends any of the following ordinances, the ordinance should be consistent with local government’s comprehensive plan:

- Official mapping ordinances enacted or amended under s. 62.23 (6).
- Local subdivision ordinances enacted or amended under s. 236.45 or 236.46.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351, 61.353, 62.231, or 62.233.

COMPREHENSIVE PLAN FORMAT

This comprehensive plan is composed of the nine elements required by the Wisconsin Statutes 66.1001:

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

In addition, the state requires that Wisconsin's 14 goals for local planning be considered as communities develop their goals, objectives and recommendations. These goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural features, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive farmlands and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and state governmental utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting 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. Balancing individual property rights with community interest and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.

-
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit dependent and disabled citizens.

INTERRELATIONSHIPS BETWEEN PLAN ELEMENTS

Although all required elements are presented as separate chapters, it is important to recognize that they are interrelated. For instance, transportation infrastructure allows for the movement of goods, services, and employees; likewise, land use and zoning affects the types of housing that can be built within the City, thus affecting the affordability of housing.

PLANNING PROCESS

The City's comprehensive plan was completed in six phases, all of which provided opportunities for public involvement, as specified in the public participation plan (Appendix A). The phases include: Organization, Plan Kickoff, Inventory/Analysis and Issue Identification, Plan/Goal Alternative Development, Plan Implementation, and Plan Adoption. The City's Comprehensive Plan Update Committee worked with East Central staff on the development of the plan.

Public Participation

Public participation is a major component of the comprehensive planning process. In accordance with s. 66.1001 (4), which defines "Procedures for Adopting Comprehensive Plans", the City actively sought public participation from its citizens. The first step in the planning process was the development and adoption of a public participation plan for comprehensive planning. Public input was encouraged through meetings and activities. Approximately seven public meetings were held with the Comprehensive Plan Update Committee. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and to solicit further input. The draft plans were available for review at the New Holstein Public Library, City Hall, and the comprehensive plan update website. A website specific to the planning effort was developed for the planning effort.

Intergovernmental Meeting

The City hosted an intergovernmental meeting December 3, 2019. Invitations, which included a link to the plan documents and future land use map, were sent to neighboring jurisdictions, county departments, local governmental units, state agencies and those with non-metallic mineral interests near the City.

The meeting was designed as an open forum for the City to solicit input into the development of the comprehensive plan update.

Written Comments

Written comments were solicited throughout the planning process. A website and was developed and maintained by the City and the East Central Wisconsin Regional Planning Commission.

Public Hearing

A formal public hearing on the proposed comprehensive plan update was held by the City's Plan Commission prior to recommendation to the City Council for approval of the plan. The hearing was held on ##/##/## to solicit input on the comprehensive plan.

A Class I public notice was published in the Tri-County News on ##/##/##. Copies of the draft City's Comprehensive Plan Update was available for review at the New Holstein Public Library, City Hall, and on the City's comprehensive plan update website. Notices were sent to non-metallic mining operators and the New Holstein Public Library.

GOALS

Goals were developed throughout the planning process. Goals are supported by objectives, strategies and policies which are included throughout the elements. An implementation strategy is also included in the document to guide the city in utilizing the plan.

CHAPTER 2: ISSUES AND OPPORTUNITIES

INTRODUCTION

The Issues and Opportunities chapter provides information regarding the identification of real and perceived issues within the City. This subjective information compliments the more objective-based inventory and analysis portions of this plan.

ISSUES AND OPPORTUNITIES IDENTIFICATION

The following represents a summary of the various non-data sources used for the planning effort. This information is incorporated into the development of Goals, Objectives, and Policies for the plan.

Public Input

Throughout the planning process public input was provided through meetings, an online visioning tool and project website comments. These comments were addressed throughout the planning process and have been utilized to create goals and objectives. The following is a summary of public input.

The online survey included a series of questions and interactive maps and was available from July 23, 2018 through November 1, 2018. A total of 43 people took all or various portions of the survey. It consisted of a series of questions about the survey respondent, their views on the community's history and needs moving forward. While a full summary is included in Appendix C, several trends were apparent. Survey respondents generally had a favorable historic view the city, concerns about the city's staying current, and vision of growth and reusing the Tecumseh site moving forward. Respondents also indicated the need for additional bicycle and pedestrian amenities as evident from map input.

Strengths, Weaknesses, Opportunities and Threats

At the first meeting of this planning process, the city identified issues and opportunities for the community over the planning period. This was addressed throughout the planning process and has been utilized to create goals and objectives. The following are the strengths, weaknesses, opportunities and threats identified by the city.

STRENGTHS

Statement	Count
Airport	1
Fire/police protection	1
Friendly	1
Location/centrally located	2
Low cost of living	1
Modest utility costs	1
More attention to development than past	1
Parks/recreation facilities/pool	5

Pride in community	1
Quality of life	2
Quality school system	2
Safe environment	1
Smaller business startups	1
Willing to work with new/existing business	2
Younger generation moving back	1
	n= 23

WEAKNESSES

Statement	Count
Activities for the residents young families	1
Additional financial resources for the city	1
Aging infrastructure/streets	1
Aging population	1
Availability of affordable housing	1
Buildings in need of repair	1
Business expansion	1
Community stuck on what was not what could be	1
Geography between Kiel and Chilton	1
Job opportunities	2
Lack of elderly housing	2
Lack of medical professional	1
Lack of residential housing	1
Lack of residential land available	1
Lack of small business	1
Needs for older generation engaging with younger ideas and people	1
Negative attitudes	1
New business	1
No established downtown	1
Retail businesses	1
	n= 22

OPPORTUNITIES

Statement	Count
Affordable housing	1
Aging population - creating housing more suited for elderly will also open up homes for young families	1
Airport and aeronautic businesses	2
Attraction of young families	1
Connecting with younger citizens - motivating them to contribute	1
Develop an independent volunteer organization	1
Develop elite as historical or activity center	1

Entrepreneurship - provide vehicles for young businesses to succeed	1
Expand the city for more and better homes to be built	1
Fill empty stores / vacant retail space	2
High traffic	1
Historical District establishments	1
Housing elderly	1
Market Square area redevelopment	2
Pharmacy/medical services	1
Railroad hub	1
Tecumseh property redevelopment	5
n= 24	

THREATS

Statement	Count
Available workforce	1
Budget - expenditures versus revenues	1
Communication of city plans/ideas	1
Declining enrollment in schools	1
Funding for Tecumseh project	1
Lack of entrepreneurs, developers, etc. within the community	1
Lack of expansion of city borders	1
Land locked to some areas	1
Large agriculture business encroaching on city	1
Need to add money to run city	1
Need to expand police and man power and building facility	1
Negative attitudes (community) and lack of interest in being a part of solution	2
No room for voting and police if expansion needed	1
Opiates and drugs	1
Plan for the look of the community. What do people see when they drive through	1
Public safety	1
Retaining our youth to community	1
Running out of available land space	1
Surrounding community growth	1
Tax money / levy limits	3
Vision - aging population vs younger population	1
n= 24	

Existing Comprehensive Plan

The city’s existing Comprehensive Plan was utilized as a resource for the update. The plan was reviewed for subjective and objective information. While this plan includes a new format and updated data, the existing Goals, Objectives, and Policies were reviewed by the Plan Commission and have been updated or removed as needed as part of the update.

VISION

Based on input collected from a number of outreach opportunities and Plan Commission input, the following vision has been developed;

“New Holstein is a community that is building upon its historical strengths and recognizes the need to proactively provide services for residents and businesses to grow and prosper.”

This vision is reflected in the Goals, Objectives, and Policies included in the plan.

CHAPTER 3: POPULATION AND HOUSING

INTRODUCTION

Planning for population and housing will ensure that services are provided for and City's housing needs are met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements such as roadways, school transportation (e.g. busing vs. walking), economic development and the provision of public utilities.

The "Smart Growth" legislation requires that the housing element contain objectives, policies, goals, maps and programs to meet current and future housing needs of the City, by developing and promoting policies that provide a range of housing choices for City residents which meet the needs of all income levels, age groups, and persons with special needs. An assessment of age, structural, value, and occupancy characteristics of the City's housing stock is also required. This chapter addresses these requirements.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Population Trends

- (a) The City experienced reductions in population between 1980 and 2017.
- (b) According to the WDOA, the City is expected to contract by 2.8% (91 people) between 2010 and 2040.
- (c) In 2010, the median age of City residents was 44.7
- (d) Ages 45 to 49 comprised the City's largest cohort in 2010 (7.7%).

Race

- (a) In 2010, whites comprised 96.4% of the City population compared to 94.3% in the county and 86.2% of the state's population.

Income and Education

- (b) The City had a lower percentage of residents age 25 or older who graduated from high school or higher (84%) than the county (93.0%) and the state (91%) according to the 2012-2016 American Community Survey 5-Year Estimates.
- (c) The City's median household income in 2000 was \$43,180; this was lower than both Calumet County's median income of \$52,569 and the State of Wisconsin's median income of \$43,791.
- (d) The City median family income was \$65,026, which was an increase from the 2000 median family income of \$48,173 according to 2012-2016 ACS 5-Year Estimates.
- (e) In 2012-2016, 7.7% (+/-4.2%) of the City's population was living below the poverty line according to American Community Survey 5-Year Estimates.
- (f) Approximately 5% (+/-4.6%) of families lived below the poverty level in the City, according to 2012-2016 American Community Survey 5-Year Estimates.

Household Structure and Trends

- (a) Household size in the City decreased slightly from 2.36 persons per household in 2000 to 2.25 persons per household in 2010.
- (b) The number of households is expected to increase by about 5.5% from 1,394 in 2010 to 1,471 in 2040.

Housing Stock

- (a) Seventy eight percent (78.2%) of the existing housing stock in the City was built before 1980.
- (b) Seventy-eight percent (77.8%) of the residential structures in the City were comprised of single family (one) units detached (2012-2016 ACS 5-Year Estimates).

Occupancy Characteristics

- (a) Owner-occupied units accounted for 74.0% of the occupied housing units in 2010, while rentals made up the remaining 26.0%.
- (b) In 2016, homeowner vacancy rates indicate a less than adequate supply of owner-occupied units for sale (0.0%).
- (c) In 2016 the rental vacancy rate (22.1%) was well above the vacancy standard of 5.0%, which would indicate that the City had an adequate supply of housing units for rent.

Housing Stock Value

- (a) Between 2000 and the 2012-2016 ACS 5-Year Estimate period, median value owner-occupied housing prices in the City rose by 33.8% from \$85,700 to \$114,700.
- (b) Twenty-three percent (23.1%) of homeowners with a mortgage and 43.8% of renters were paying a disproportionate amount of their income for housing in the City (2012-2016 ACS 5-Year Estimates).

Housing Characteristics

- (a) Two-person households were the most prevalent owner occupied household size in the City and County in years 2000 and 2010
- (b) One-person renter-occupied housing units accounted for approximately half of rental units for both the City and County in years 2000 and 2010.
- (c) The majority of city and county residents moved into their households between 1990 and 2014.
- (d) Occupied units lacking complete kitchen facilities are a slight issue in the City, occurring in four percent (3.8%) of units (2012-2016 ACS 5-Year Estimates) while occupied units lacking kitchen facilities are not an issue.

Specialized Housing and Homelessness

- (a) There are two Assisted Living Facilities in the City with a combined capacity of 74.
- (b) There are no emergency shelters in the City for the general public.
- (c) According to the January 2015 Point in Time survey there were 99 people in the Fox Cities who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.

INVENTORY AND ANALYSIS

Developing a baseline of housing characteristics for the City provides a foundation upon which to build the City’s goals, strategies and recommendations. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates that some areas and subjects must be compared with caution, or not compared at all.

Population Trends

Historic Population

The City experienced reductions in population between 1980 and 2017 (Table 3-1). Between 1980 and 1990, the City contracted by about two percent (-2.1%). This was followed by contraction of about one percent (-1.2%) during the next decade (1990 to 2000). Since 2000, the City has experienced continued contraction in population, contracting in 2010 and 2017.

Table 3-1: Historic Population Growth, 1980 to 2017

	1980	1990	2000	2010	2017
New Holstein	3,412	3,342	3,301	3,236	3,167
Calumet County	30,867	34,291	40,631	48,971	49,737
Wisconsin	4,705,642	4,891,769	5,363,675	5,686,986	5,763,217
		% Change 1980-1990	% Change 1990-2000	% Change 2000-2010	% Change 2010-2017
New Holstein		-2.1%	-1.2%	-2.0%	-2.1%
Calumet County		11.1%	18.5%	20.5%	1.6%
Wisconsin		4.0%	9.6%	6.0%	1.3%

Source: U.S. Census, 1980-2010, American Community Survey 2013-2017

Population Forecast

Population projections can provide extremely valuable information for community planning but have particular limitations. Population projections are typically based on historical growth patterns and the composition of the current population base. To a large extent the reliability of the projections is dependent on the continuation of past growth trends. Continued population growth will result in an increase in demand for services and land consumption.

Table 3-2: Components of Population Change, Calumet County

Year	Numeric Change			Percent Change		
	Natural Increase	Net Migration	Total Change	Natural Increase	Net Migration	Total Change
2000-2010	3,607	4,733	8,340	8.9%	11.6%	20.5%
2010-2020	2,778	2,806	5,584	5.7%	5.7%	11.4%
2020-2030	2,723	3,977	6,700	5.0%	7.3%	12.3%
2030-2040	2,166	789	2,955	3.5%	1.3%	4.8%

Source: WDOA, Vintage 2013

According to the WDOA, net migration (number of people leaving an area subtracted from the number of people coming into an area) had slightly more of an influence on population increase in Calumet County during the 2000's, than natural increase (births minus deaths). It is assumed that net migration increase will to have a slightly higher impact on population growth during the 2010's, while natural increase will play a larger role in population change during the 2030's (Table 3-2). Table 3-3 presents population estimates through 2040. **According to the WDOA, the City is expected to contract by 2.8% (91 people) between 2010 and 2040.** This decrease is contrast to expected increases in Calumet County and Wisconsin.

Table 3-3: Population Estimates, 2010-2040

	New Holstein	Calumet County	Wisconsin
2010	3,236	48,971	5,686,986
2015	3,190	50,315	5,783,015
2020	3,275	54,555	6,005,080
2025	3,305	58,010	6,203,850
2030	3,315	61,255	6,375,910
2035	3,250	63,210	6,476,270
2040	3,145	64,210	6,491,635
% Change 2010-2040	-2.8%	31.1%	14.1%

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

Age Distribution

The age structure of a population impacts the service, housing, and transportation needs of a community. **In 2010, the median age of City residents was 44.7** (Table 3-4). This is older than Calumet County's median age of 38.4 and the State of Wisconsin's median age of 38.5.

Table 3-4: Percent of Population by Age Cohort, 2010

Age	New Holstein		Calumet County		Wisconsin	
	Number	%	Number	%	Number	%
Total population	3,236	100%	48,971	100%	5,686,986	100%
Under 5 years	159	4.9%	3,418	7.0%	358,443	6.3%
5 to 9 years	206	6.4%	3,827	7.8%	368,617	6.5%
10 to 14 years	176	5.4%	3,678	7.5%	375,927	6.6%
15 to 19 years	213	6.6%	3,389	6.9%	399,209	7.0%
20 to 24 years	144	4.4%	2,091	4.3%	386,552	6.8%
25 to 29 years	166	5.1%	2,617	5.3%	372,347	6.5%
30 to 34 years	180	5.6%	3,278	6.7%	349,347	6.1%
35 to 39 years	155	4.8%	3,325	6.8%	345,328	6.1%
40 to 44 years	233	7.2%	3,989	8.1%	380,338	6.7%
45 to 49 years	248	7.7%	4,242	8.7%	437,627	7.7%
50 to 54 years	213	6.6%	3,866	7.9%	436,126	7.7%
55 to 59 years	218	6.7%	3,230	6.6%	385,986	6.8%
60 to 64 years	204	6.3%	2,396	4.9%	313,825	5.5%
65 to 69 years	173	5.3%	1,731	3.5%	227,029	4.0%
70 to 74 years	137	4.2%	1,246	2.5%	173,467	3.1%
75 to 79 years	141	4.4%	1,047	2.1%	141,252	2.5%
80 to 84 years	119	3.7%	832	1.7%	117,061	2.1%
85 years and over	87	2.7%	505	1.0%	75,603	1.3%
90 years and over	64	2.0%	264	0.5%	42,902	0.8%
Median age	44.7	-	38.4	-	38.5	-

Source: U.S. Census 2010, DP-1

Ages 45 to 49 comprised the City's largest cohort in and 2010 (7.7%). The next largest age cohort in the City was 40 to 44 with 7.2%. Similar to the City, ages 45 to 49 comprised the largest age cohort in Calumet County (8.7%) and the state (7.7% tied with ages 50 to 54).

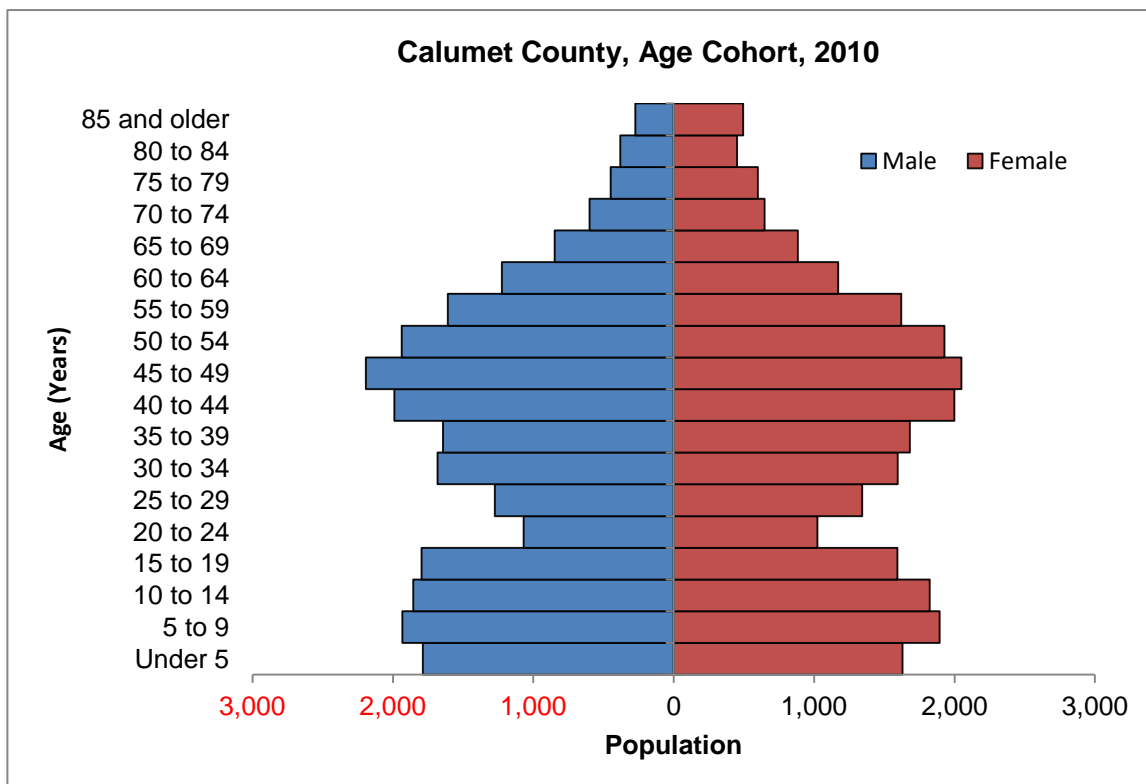
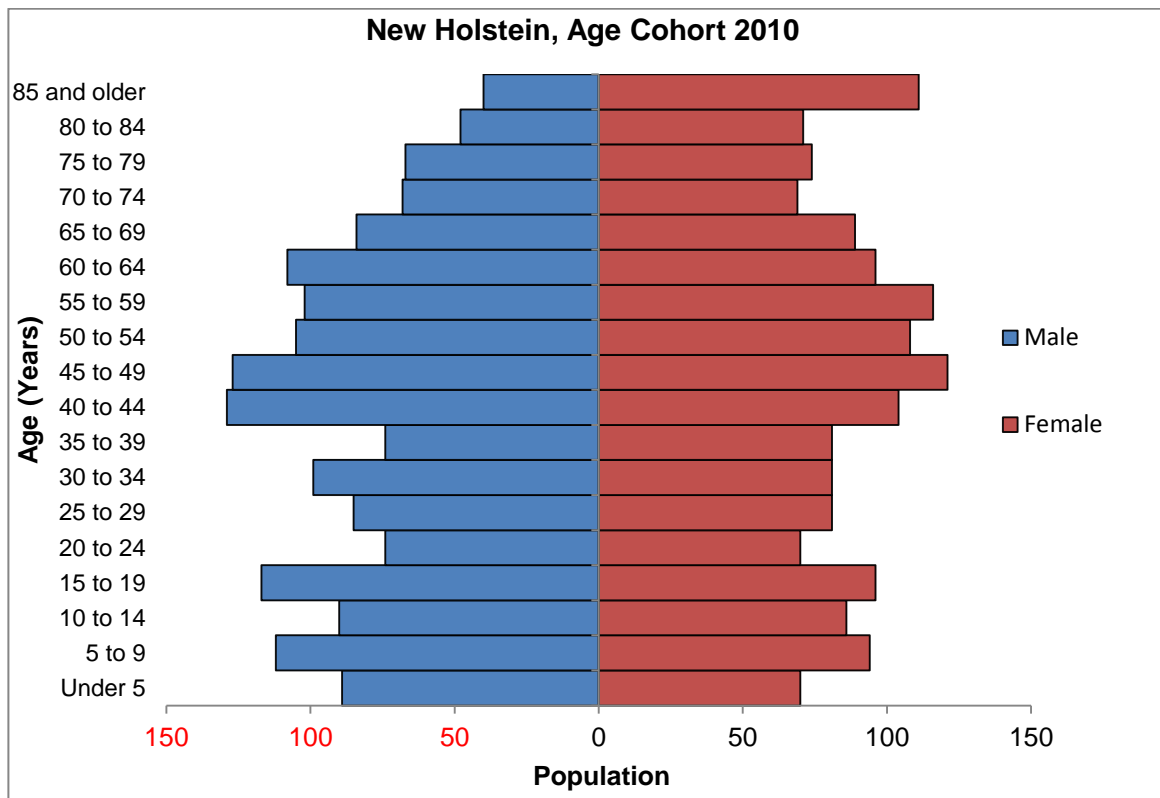
Table 3-5: Population by Gender, 2010

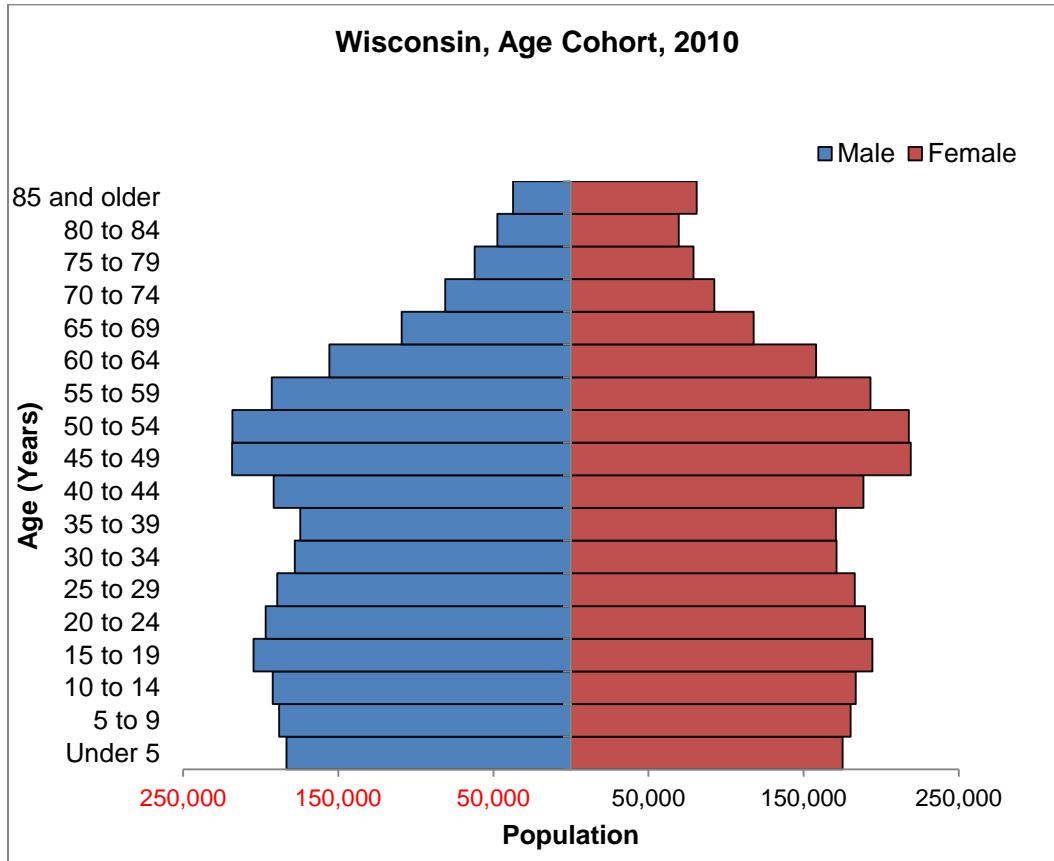
	Male			Female			Total	Median Age
	Number	Percent	Median Age	Number	Percent	Median Age		
New Holstein	1,618	50.0%	42.5	1,618	50.0%	46.9	3,236	44.7
Calumet County	24,543	50.1%	37.8	24,428	49.9%	39.0	48,971	38.4
Wisconsin	2,822,400	49.6%	37.3	2,864,586	50.4%	39.6	5,686,986	38.5

Source: U.S. Census 2010, DP-1

Males and females are evenly distributed in the City in 2010 (Table 3-5 and Figure 3-1). Much like the county or state, within the City the ratio of males to females fluctuated between which gender was in majority. Females outnumbered males, beginning with the 65 to 69 age cohort. The life expectancy of females is longer than that of males and this is reflected in the higher median age for females in all jurisdictions.

Figure 3-1: Population by Age Cohort, 2010





Source: U.S. Census 2010, DP-1

Race

Population by race provides information regarding the social and cultural characteristics of an area. It also provides information regarding population dynamics. Access to education and economic opportunities differ by race. Differences also exist in age structure, language barriers and risks for various diseases and health conditions.

Since new immigrants are more likely to settle in areas with existing populations from their country of origin, race and ethnicity, existing populations may also influence migration patterns. National population trends indicate that persons of color (includes African Americans, Native Americans, Alaskan Natives, Pacific Islanders, Asians and persons declaring two or more races) and persons of Hispanic Origin are growing faster than non-Hispanic whites.¹ As the population of the City, Calumet County and Wisconsin continues to grow, it is likely that the minority proportion of the population (persons of color and whites of Hispanic Origin) will also continue to grow. If this occurs, communities may need to compensate for the changing demographic composition. Communities may also find it beneficial to promote opportunities for positive interaction between cultures. An increase in understanding of differences and similarities in expectations and cultural values may help reduce friction between groups.

¹ U.S. Census.

Racial Distribution

Table 3-6: Population by Race and Hispanic Origin, 2000 and 2010

			White	African American	American Indian - Alaskan Native	Asian or Pacific Islander	Other Race	Two or More Races	Total Persons	Hispanic or Latino
New Holstein	Year 2000	#	3,251	1	8	8	3	30	3,301	19
		%	98.5%	0.0%	0.2%	0.2%	0.1%	0.9%	100.0%	0.6%
	Year 2010	#	3,121	6	15	20	47	27	3,236	103
		%	96.4%	0.2%	0.5%	0.6%	1.5%	0.8%	100.0%	3.2%
Calumet County	Year 2000	#	39,282	124	124	632	154	300	40,631	435
		%	96.7%	0.3%	0.3%	1.5%	0.4%	0.7%	100.0%	1.1%
	Year 2010	#	46,187	246	203	1047	705	583	48,971	1,690
		%	94.3%	0.5%	0.4%	2.1%	1.4%	1.2%	100.0%	3.5%
Wisconsin	Year 2000	#	4,769,857	304,460	47,228	90,393	84,842	66,895	5,363,675	192,921
		%	88.9%	5.7%	0.9%	1.7%	1.6%	1.2%	100.0%	3.6%
	Year 2010	#	4,902,067	359,148	54,526	131,061	135,867	104,317	5,686,986	336,056
		%	86.2%	6.3%	1.0%	2.3%	2.4%	1.8%	100.0%	5.9%

The population in the City is less diverse than that of the county and state. Between 2000 and 2010, the City experienced a slight increase in the share and number of minority persons of non-white race during this time period (Table 3-6). ***In 2010, whites comprised 96.4% of the City population compared to 94.3% in the county and 86.2% of the state's population.***

Although Hispanics are the fastest growing ethnic group in the United States, they currently comprise less than four percent of the city and county and less than six percent of the state's population. Between 2000 and 2010, the Hispanic population within the City just rose significantly, increasing from 0.6% in 2000 to 3.2% in 2010. If the City is going to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase as Hispanics are becoming a larger share of the national, state and county population.

Income and Education

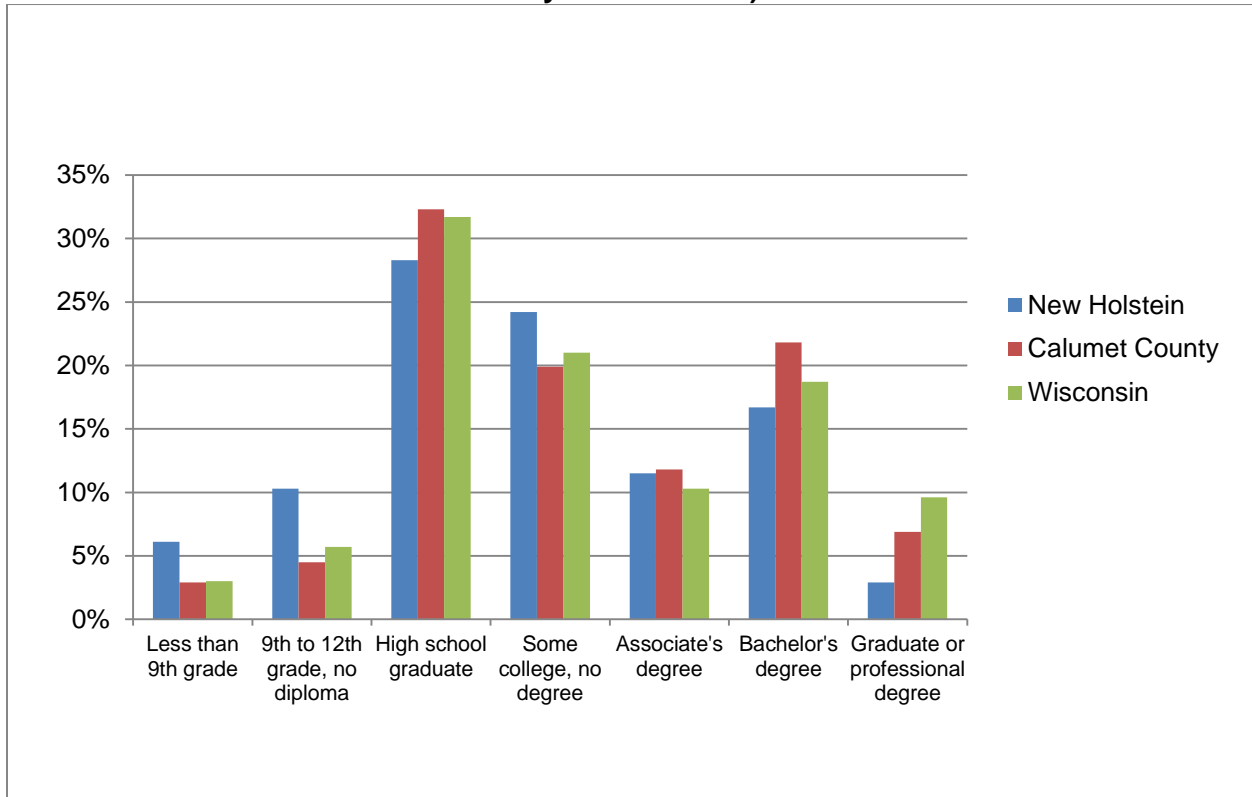
The U.S. Census Bureau reports that an individual with a bachelor's degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of the Census Bureau's study demonstrate that there is a definite link between earning potential and education.

Educational Attainment

The City had a lower percentage of residents age 25 or older who graduated from high school or higher (84%) than the county (93.0%) and the state (91%) according to the 2012-2016 American Community Survey 5-Year Estimates, as depicted in Figure 3-2. Additionally the City has a slightly lower share of residents that hold a bachelor degree or

higher. Approximately 20% of City residents hold a bachelor degree or higher compared to 29% of county residents and state residents.

Figure 3-2: Percent Educational Attainment, 2010-2014 ACS 5-Year Estimates (Population 25 years and over)



Source: U.S. Census, 2012-2016 American Community Survey 5-Year Estimates, (Population 25 years and over), S1501

Income Levels

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries, and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, Social Security, retirement income, disability income, and welfare payments.²

Three commonly used income measures are median household income, median family income and per capita income. Median income is derived by examining the entire income distribution and calculating the point where one-half of the incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the total number of households or families, including those with no income. Per capita income is the mean income computed for every man, woman, and child in a particular group including those living in group quarters. It is derived by dividing the aggregate income of a particular group by the total population in that group.

² U.S. Census Bureau.

The City's median household income in 2000 was \$43,180; this was lower than both Calumet County's median income of \$52,569 and the State of Wisconsin's median income of \$43,791 (Table 3-7).

Table 3-7: Comparative Income Characteristics, 2000 and 2012-2016 ACS 5-Year Estimates

	Median HH Income			Median Family Income			Per Capita Income		
	2000	2012-2016 5-Yr Est.		2000	2012-2016 5-Yr Est.		2000	2012-2016 5-Yr Est.	
		Estimate	MOE +/-		Estimate	MOE +/-		Estimate	MOE +/-
New Holstein	\$43,180	\$51,518	\$7,697	\$48,173	\$65,026	\$7,547	\$19,911	\$27,037	\$2,828
Calumet County	\$52,569	\$70,042	\$2,078	\$58,654	\$79,699	\$2,288	\$21,919	\$30,856	\$775
Wisconsin	\$43,791	\$54,610	\$201	\$52,911	\$69,925	\$300	\$21,271	\$29,253	\$114

Source: U.S. Census 2000, STF3A, 2012-2016 American Community Survey 5-Yr Estimate, DP03

The median family income also increased for all three jurisdictions. **The City median family income was \$65,026, which was an increase from the 2000 median family income of \$48,173 according to 2012-2016 ACS 5-Year Estimates.** As depicted in Table 3-7, the City had a lower median household income, median family income and per capita income than the county and state in both time frames.

Poverty Status

The poverty level is determined by the U.S. Census Bureau based on current cost of living estimates adjusted for household size. In 2000, the poverty threshold for a family of four with two children was a household income of \$17,463. By 2010, the poverty threshold for a family of four with two children had increased to \$22,113³.

In 2012-2016, 7.7% (+/-4.2%) of the City's population was living below the poverty line according to American Community Survey 5-Year Estimates (Table 3-8). This is slightly higher than Calumet County (6.3%+/-1.1%) and the State of Wisconsin (12.7%+/-0.2%).

Table 3-8: Poverty Status, Total Persons - 2000 and 2012-2016 ACS 5-Year Estimates

	Total Persons			Total Persons Below Poverty Level					
	2000	2012-2016 5-Yr Est.		2000		2012-2016 5-Yr Est.			
		No.	Estimate	MOE +/-	No.	Percent	Estimate	MOE +/-	Percent
New Holstein	3,301	3,093	52	94	2.8%	237	128	7.7%	4.2
Calumet County	40,631	49,360	99	1,409	3.5%	3,129	523	6.3%	1.1
Wisconsin	5,363,675	5,603,274	1,202	451,538	8.4%	713,472	9,496	12.7%	0.2

Source: U.S. Census 2000 SF 3, 2012-2016 American Community Survey 5-Yr Estimate, S1701

³ U.S. Census Bureau, 2000 and 2010 Poverty Thresholds.

Approximately 5% (+/-4.6%) of families lived below the poverty level in the City, according to 2012-2016 American Community Survey 5-Year Estimates (Table 3-9). This was more than the share of families in Calumet County (5.0%+/-1.1%) and less than the share of families in the state (8.5%, +/-0.2).

Table 3-9: Poverty Status, Total Families - 1999 and 2010-2014 ACS 5-Year Estimates

	Total Families			Total Families Below Poverty Level			
	2000	2012-2016 5-Yr Est.		2000		2012-2016 5-Yr Est.	
	No.	Estimate	MOE +/-	No.	Percent	Percent	MOE +/-
New Holstein	887	901	89	11	1.2%	5.1%	4.6%
Calumet County	11,164	14,073	285	288	2.6%	5.0%	1.1
Wisconsin	1,386,815	1,471,314	5001	78,188	5.6%	8.5%	0.2

Source: U.S. Census 2000 SF 3, 2012-2016 American Community Survey 5-Yr Estimate, S1702

HOUSING

Household Structure and Trends

Household Size

Household size and alterations in household structure provide a method to analyze the potential demand for housing units. The composition of a household coupled with the level of education, training, and age also impacts the income potential for the particular household. These characteristics can also determine the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accommodating infrastructure, even if there is not an increase in the overall population.

Household size in the City decreased slightly from 2.36 persons per household in 2000 to 2.25 persons per household in 2010 (Table 3-10). At the same time, a decrease in the average household size also occurred at the state and county levels. The City’s average household size has remained slightly lower than the county and the State of Wisconsin in both time periods (Table 3-10).

Table 3-10: Households and Persons per Household, 2000 and 2010

	2000		2010	
	No. HH	Average HH size	No. HH	Average HH size
New Holstein	1,329	2.36	1,394	2.25
Calumet County	14,910	2.70	8,575	2.63
Wisconsin	2,084,544	2.50	2,279,768	2.43

Source: U.S. Census 2000 and 2010

Household Forecasts

Total population figures include not only persons in households, but also persons in group quarters⁴. As the population ages during the projection period, it is likely that the persons in group quarters will increase over time. This increase will come from not only the elderly component of the population, but also from the disabled component of the population as aging parents will no longer be able to care for disabled offspring. It is important to remember that the actual growth rate and the amount of future growth a community will experience will be determined by local policies which can affect the rate of growth within the context of county, state, and national population growth trends. Migration is expected to play a part in the City and Calumet County’s growth patterns in the coming decades. Therefore growth rates and trends outside the county will influence the pool of potential residents the county can attract.

Based on anticipated growth trends, the City’s population is expected to decrease slightly through 2040 (Table 3-3). During this same time period, **the number of households is expected to increase by about 5.5% from 1,394 in 2010 to 1,471 in 2040** (Table 3-9). The increase in the number of households is expected to result from a decrease in household size even with a slight decrease in population. Between 2010 and 2040 it is anticipated that the household size will decrease from 2.25 persons per household to 2.00.

During this same time period, Calumet County and Wisconsin are expected to experience a larger increase in the number of households. It is anticipated that the number of households in Calumet County will significantly increase by 44.5%, while the state will see an increase of 22.4% between 2010 and 2040.

Table 3-11: Household Projections, 2010 – 2040

Year	New Holstein		Calumet County		Wisconsin	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
2010	1,394	2.25	18,575	2.63	2,279,768	2.43
2015	1,406	2.20	19,527	2.57	2,371,815	2.38
2020	1,467	2.16	21,497	2.53	2,491,982	2.35
2025	1,503	2.12	23,223	2.49	2,600,538	2.32
2030	1,530	2.07	24,957	2.44	2,697,884	2.30
2035	1,516	2.03	26,157	2.40	2,764,498	2.28
2040	1,471	2.00	26,844	2.38	2,790,322	2.26

Source: WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates and Vintage 2013 Population Projections

⁴ Group Quarters, as defined by the 2010 U.S. Census, “is a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents. This is not a typical household-type living arrangement. These services may include custodial or medical care as well as other types of assistance, and residency is commonly restricted to those receiving these services. People living in group quarters are usually not related to each other. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, correctional facilities, and workers’ dormitories.”

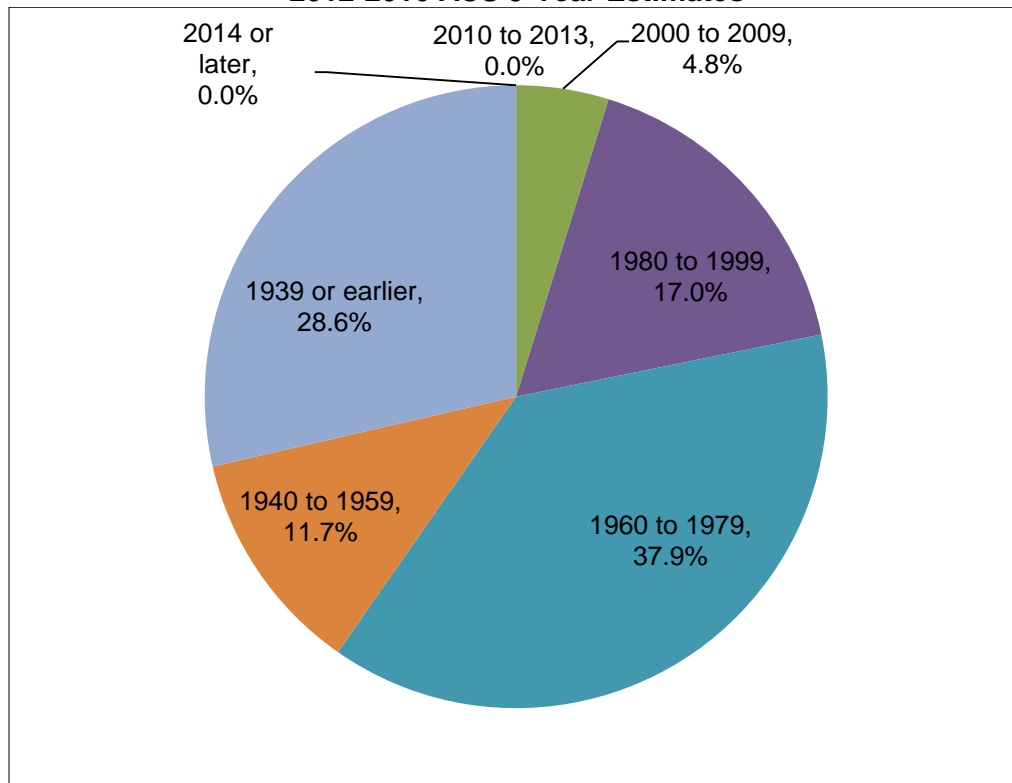
Housing Stock Characteristics

Age

The age of occupied dwelling units reflect the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation, migration trends and natural disaster impacts. The age of units by itself is not an indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time.

Seventy eight percent (78.2%) of the existing housing stock in the City was built before 1980 (Figure 3-3). About 22 percent (21.8%) of the housing stock has been built since 1980. The greatest time period of home construction was from 1960 to 1979 with an estimated 38 percent (37.9%) of homes being constructed. This mirrors the greatest home building period for the state while the county peaked from 1980 to 1999 (Table 3-12).

Figure 3-3: Occupied Dwelling Units by Year Built, 2012-2016 ACS 5-Year Estimates



Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

*Figure does not show Margin of Error.

**Table 3-12: Occupied Dwelling Units by Year Built,
2012-2016 ACS 5-Year Estimates**

Year	New Holstein		Calumet County		Wisconsin	
	Estimate	Margin of Error +/-	Estimate	Margin of Error +/-	Estimate	Margin of Error +/-
2014 or later	0.0%	1.2	0.2%	0.1	0.2%	0.1
2010 to 2013	0.0%	1.2	1.7%	0.4	1.5%	0.1
2000 to 2009	4.8%	2.9	21.1%	1.1	12.9%	0.1
1980 to 1999	17.0%	6.4	31.4%	1.4	23.8%	0.1
1960 to 1979	37.9%	8.0	21.9%	1.5	24.7%	0.2
1940 to 1959	11.7%	5.3	8.5%	0.9	17.2%	0.1
1939 or earlier	28.6%	7.9	15.2%	1.3	19.6%	0.1

Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

Structural Type

Structural type is one indication of the degree of choice in the housing market. Housing choice by structural type includes the ability to choose to live in a single family home, duplex, multi-unit building or mobile home. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services. Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity. As with most communities in East Central Wisconsin, the dominant housing type in the City of is single family housing. **Seventy-eight percent (77.8%) of the residential structures in the City were comprised of single family (one) units detached (2012-2016 ACS 5-Year Estimates)** (Table 3-13). Single family units comprised a slightly lower share of the housing units in the City than in Calumet County but higher than the state. Duplex units or two-family made up the second highest percentage of housing units in the City (6.0%). The second highest share of housing for the county was also two-family housing while the state's second highest housing units were 10 or more apartments.

**Table 3-13: Units in Structure,
2012-2016 ACS 5-Year Estimates**

	New Holstein		Calumet County		Wisconsin	
	Estimate	Margin of Error +/-	Estimate	Margin of Error +/-	Estimate	Margin of Error +/-
1, detached	77.8%	6.3	80.5%	1.4	67%	0.2
1, attached	3.2%	2.3	3.3%	0.7	5%	0.1
2 apartments	6.0%	3.8	3.8%	0.9	7%	0.1
3 or 4 apartments	2.7%	2.4	1.5%	0.5	4%	0.1
5 to 9 apartments	4.8%	3.4	4.4%	0.7	5%	0.1
10 or more apartments	5.4%	3.8	4.1%	0.8	11%	0.1
Mobile home or other	0.0%	1.2	2.3%	0.5	3%	0.1

Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

Occupancy Characteristics

Occupancy Status

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units. Vacant units include those units which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

In 2010, the City’s occupied housing stock was primarily composed of owner-occupied units (Table 3-14). **Owner-occupied units accounted for 74.0% of the occupied housing units in 2010, while rentals made up the remaining 26.0%.** The percent of owner-occupied housing stock was more than in the state and less than in the county.

Table 3-14: Occupancy Characteristics, 2010

	Occupied Housing Units	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
New Holstein	1,394	1,031	74.0%	363	26.0%
Calumet County	18,575	15,066	81.1%	3,509	18.9%
Wisconsin	2,279,768	1,551,558	68.1%	728,210	31.9%

Source: U.S. Census 2010, SF-1, DP-1

The share of owner-occupied housing units in the City has increased slightly since 2000, when 73.6% of the units were owner-occupied, and 26.4% were rental occupied (Table 3-14). The percent of owner-occupied housing stock also decreased in the county and state.

Table 3-15: Occupancy Characteristics, 2000

	Occupied Housing Units	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
New Holstein	1,329	978	73.6%	351	26.4%
Calumet County	14,910	11,994	80.4	2,916	19.6
Wisconsin	2,084,544	1,426,361	68.4%	658,183	31.6%

Source: U.S. Census 2000, SF-1, DP-1

Vacancy Status

Vacant housing units are units that are livable, but not currently occupied. For a healthy housing market, communities should have a vacancy rate of 1.5% for owner-occupied units and 5% for year-round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community’s economic base. If vacancy rates are at or above the standard, the community may have an adequate number of units for rent or sale. However, additional information such as choice in housing and housing affordability is needed to determine if the

units on the market meet the needs of potential buyers or renters. If the existing vacancy rate is too high for existing conditions, then property values may stagnate or decline.

**Table 3-16: Vacancy Status,
 2012-2016 ACS 5-Year Estimates**

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	Margin of Error +/-	Rental Vacancy Rate	Margin of Error +/-
New Holstein	1,647	1,426	221	0.0%	1.6	22.1%	17.3
Calumet County	20,055	18,839	1,216	0.6%	0.4	11.0%	3.9
Wisconsin	2,649,597	2,310,246	339,351	1.7%	0.1	4.9%	0.2

Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

Owner-Occupied Housing

In 2016, homeowner vacancy rates indicate a less than adequate supply of owner-occupied units for sale (0.0%). (Table 3-16). The County has a less than adequate supply while Wisconsin has an adequate supply of owner occupied units.

Rental Housing

In 2016 the rental vacancy rate (22.1%) was well above the vacancy standard of 5.0%, which would indicate that the City had an adequate supply of housing units for rent (Table 3-16). While the vacancy rate was above the standard, it should be noted that municipalities with smaller rental unit pools may actually need a higher rental vacancy rate than the standard in order to accommodate people seeking rental units. In comparison, the rental vacancy rate for Calumet County and Wisconsin was lower than the City.

Housing Stock Value

Historical Trends

Owner-occupied housing stock values can provide information about trends in property values, housing demand and choice within the housing market. The City, Calumet County and the state all saw substantial increases in the median value of owner-occupied homes between 2000 and the 2012-2016 ACS 5-Year Estimates (Figure 3-4). The smallest growth in median housing values occurred in the City during this time period. **Between 2000 and the 2012-2016 ACS 5-Year Estimate period, median value owner-occupied housing prices in the City rose by 33.8% from \$85,700 to \$114,700.** At the same time, the median value of owner-occupied homes rose by 52.4% in Calumet County and 48.8% in the state. Median owner-occupied housing values in the City lagged behind those in the county and the state.

Figure 3-4: Median Value of Owner Occupied Homes, 2000, 2012-2016 ACS 5-Year Estimates



Source: U.S. Census 2000, 2012-2016 ACS 5-Year Estimates, DP04

Housing Affordability

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payment for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25% to 30% of gross household income. Households spending more than 30% of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one or more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

Table 3-17: Households Paying a Disproportionate Amount of Their Income for Housing, 2012-2016 ACS 5-Year Estimates

	Households with Mortgage for Which Owner Costs Are Not Affordable		Households without Mortgage for Which Owner Costs Are Not Affordable		Households for Which Renter Costs Are Not Affordable	
	Number	%	Number	%	Number	%
New Holstein	161	23.1	0	0	136	43.8
Calumet County	1,896	18.5	499	10	1,317	40.3
Wisconsin	271,642	27.0%	79,713	14.9	334,347	46.7%

Source: U.S. Census, 2012-2016 ACS 5-Year Estimate, DP-4

Access to affordable housing is not only a quality of life consideration; it is also an integral part of a comprehensive economic development strategy. Households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food and clothing.

Twenty-three percent (23.1%) of homeowners with a mortgage and 43.8% of renters were paying a disproportionate amount of their income for housing in the City (2012-2016 ACS 5-Year Estimates) (Table 3-17). In comparison housing was not affordable for about a quarter of Calumet County (18.5%) and about a third of Wisconsin (27.0%) homeowners with mortgages.

Household Characteristics

Evaluating household characteristics is important for understanding the City and the population it serves. Household size and mobility information are two census variables that can help with this evaluation.

When compared to Calumet County, the City had a very similar household size in 2000 and 2010 (Table 3-18). **Two-person households were the most prevalent owner occupied household size in the City and County in years 2000 and 2010** (Table 3-18). Renter-occupied households also had very similar household size for both the City and Calumet County. The largest share of renter-occupied households was 1-person households for both jurisdictions, in both time frames (Table 3-19). **One-person renter-occupied housing units accounted for approximately half of rental units for both the City and County in years 2000 and 2010.**

Table 3-18: Persons per Owner Occupied Housing Units, 2000 and 2010

	City of New Holstein				Calumet County			
	2000		2010		2000		2010	
	Number	%	Number	%	Number	%	Number	%
Occupied housing units	1,329	100.0%	1,394	100.0%	14,910	100.0%	18,575	100.0%
Owner-occupied housing units	978	73.6%	1,031	73.9%	11,994	68.0%	15,066	81.1%
1-person household	189	19.3%	231	22.4%	1,828	15.2%	2,334	15.5%
2-person household	389	39.8%	454	44.0%	4,238	35.3%	5,843	38.8%
3-person household	167	17.1%	157	15.2%	2,078	17.3%	2,505	16.6%
4-person household	150	15.3%	118	11.4%	2,350	19.6%	2,809	18.6%
5-person household	58	5.9%	49	4.8%	1,041	8.7%	1,115	7.4%
6-person household	19	1.9%	19	1.8%	331	2.8%	311	2.1%
7-or-more-person household	6	0.6%	3	0.3%	128	1.1%	149	1.0%

Source: U.S. Census, 2000 and 2010

Table 3-19: Persons per Renter Occupied Housing Units, 2000 and 2010

	City of New Holstein				Calumet County			
	2000		2010		2000		2010	
	Number	%	Number	%	Number	%	Number	%
Occupied housing units	1,329	100.0%	1,394	100.0%	14,910	100.0%	18,575	100.0%
Renter-occupied housing units	351	26.4%	363	26.0%	2,916	19.6%	3,509	18.9%
1-person household	197	56.1%	204	56.2%	1,210	41.5%	1,590	45.3%
2-person household	88	25.1%	80	22.0%	895	30.7%	907	25.8%
3-person household	33	9.4%	36	9.9%	375	12.9%	472	13.5%
4-person household	24	6.8%	22	6.1%	245	8.4%	287	8.2%
5-person household	8	2.3%	12	3.3%	136	4.7%	140	4.0%
6-person household	0	0.0%	7	1.9%	37	1.3%	67	1.9%
7-or-more-person household	1	0.3%	2	0.6%	18	0.6%	46	1.3%

Source: U.S. Census, 2000 and 2010

Table 3-20 illustrates the household longevity of the populations in the City and Calumet County. **The majority of city and county residents moved into their households between 1990 and 2014.**

Table 3-20: Year Householder Moved into Unit

	New Holstein			Calumet County		
	Estimate	MOE +/-	%	Estimate	MOE +/-	%
Occupied housing units	1,426	105	-	18,839	229	-
Moved in 2015 or later	32	35	2.2%	598	125	3.2%
Moved in 2010 to 2014	416	123	29.2%	4,399	323	23.4%
Moved in 2000 to 2009	401	102	28.1%	7,350	379	39.0%
Moved in 1990 to 1999	302	103	21.2%	3,274	245	17.4%
Moved in 1980 to 1989	55	55	3.9%	1,368	181	7.3%
Moved in 1979 or earlier	220	68	15.4%	1,850	156	9.8%

Source: U.S. Census 2012-2016 ACS 5-Year Estimates, DP04

Housing Conditions

Two census variables often used for determining housing conditions include units that lack complete plumbing facilities, kitchen facilities, telephone service and overcrowded units⁵. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. If any of these facilities is missing, the housing unit is classified as lacking complete plumbing facilities. Complete kitchen facilities for exclusive use include sink, refrigerator, and oven or burners. If any of these facilities is missing, the housing unit is classified as lacking complete kitchen facilities.

Table 3-21: Units Lacking Complete Plumbing and Kitchen Facilities, 2012-2016 ACS 5-Year Estimates

	Total Occupied Units		Units Lacking Complete Plumbing			Units Lacking Complete Kitchen Facilities		
	Est.	MOE+/-	Est.	MOE+/-	%	Est.	MOE+/-	%
New Holstein	1,426	105	0	9	0.0%	54	48	3.8%
Calumet County	18,839	229	102	67	0.5%	210	92	1.1%
Wisconsin	2,310,246	4,656	10,249	598	0.4%	20,079	807	0.9%

Source: U.S. Census 2012-2016 ACS 5-Year Estimates, DP04

Occupied units lacking complete kitchen facilities are a slight issue in the City, occurring in four percent (3.8%) of units (2012-2016 ACS 5-Year Estimates) while occupied units lacking kitchen facilities are not an issue (Table 3-21). Overall, a lack of complete kitchen facilities was lower at the county and state level while a lack of complete plumbing is slightly higher.

Subsidized and Special Needs Housing

Subsidized and special needs housing serves individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills, need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or

⁵ U.S. Census Bureau.

individuals to cope privately with special needs. In most instances however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

The Wisconsin Department of Health Services website has a listing of directories for a number of assisted living options including Adult Day Care (ADC), Adult Family Homes (ADF), Community Based Residential Care Facilities (CBRF) and Residential Care Apartment Complex (RCAC). These facilities specialize in developmentally disabled, emotionally disturbed/mental illness, traumatic brain injury, advanced age, irreversible dementia/Alzheimer, physically disabled, and terminally ill. **There are two Assisted Living Facilities in the City with a combined capacity of 74** (Table 3-22). This includes two CBRF facilities within the identified capacity. Within Calumet County (excluding New Holstein), there are 23 Assisted Living Facilities with a combined capacity of 363.

Table 3-22: Assisted Living Options, 2016

	New Holstein		Calumet County	
	Number	Capacity	Number	Capacity
Adult Day Care (ADC)	0	0	0	0
Adult Family Home (AFH)	0	0	6	22
Community Based Residential Facilities (CBRF)	2	74	13	300
Residential Care Apartment Units (RCA)	0	0	2	41
Total Units/Capacity	2	74	23	363

Source: Wisconsin Department of Health Services, Consumer Guide to Health Care - Finding and Choosing Health and Residential Care Providers in Wisconsin

Data accessed July, 2018

Homelessness

According to the U.S. Department of Housing and Urban Development (HUD) the term “homeless” or “homeless individuals and families” includes: (1) and individual or family who lack a fixed, regular, and adequate nighttime residence and includes a subset for an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or a place not meant for human habitation immediately before entering that institution; (2) Individuals and families who will imminently lose their primary nighttime residence; (3) Unaccompanied youth and families with children and youth who are defined as homeless under other federal statutes who do not otherwise qualify as homeless under this definition; or (4) Individuals and families who are fleeing, or are attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member.⁶

⁶ HUD’s definition of “homeless” was changed in 2009, when the HEARTH Act amended the McKinney-Vento Homeless Assistance Act. HUD’s Final Rule implementing the new definition can be found at 24 CFR Part 91, 582 and 583.

There are no emergency shelters in the City for the general public. However the general public may utilize one of two emergency shelters in Appleton: Homeless Connections (capacity 78)⁷, the Fox Valley Warming Shelter (capacity 60) and Harbor House (capacity 55)⁸.

The Department of Housing and Urban Development (HUD) requires communities to conduct sheltered counts of people living in emergency shelter or transitional housing every year. While every other year, HUD requires communities to conduct unsheltered counts of people living in a place unfit for human habitation (such as in an abandoned building or in a park).⁹ In Wisconsin, Point in Time surveys are conducted two times per year on a single night and include a count of the number of people in shelters and people not in shelters. A Point in Time survey was last conducted on January 27, 2016 for the Fox Cities. **According to the January 2015 Point in Time survey there were 99 people in the Fox Cities who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.**

POLICIES AND PROGRAMS

Policies and programs related to the housing element can be found in Appendix D.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

GOALS AND OBJECTIVES

Type	Reference	Text
Goal	PH1	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.
Objective	PH1.1	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.
Objective	PH1.2	Promote the availability of assisted living and elder care facilities while continually monitoring the housing needs of the aging population.
Objective	PH1.3	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.

⁷ Homeless Connections; Email, 3/16/16.

⁸ Homeless Connections; Email, 3/16/16.

⁹ http://www.endhomelessness.org/blog/entry/the-2015-point-in-time-count-is-finally-here#.VwbIz_krJaQ

Objective	PH1.4	Monitor the availability of state or federal programs for the development or redevelopment of low to moderate-income housing.
Objective	PH1.5	Maintain local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-needs individuals.

Type	Reference	Text
Goal	PH2	Provide for housing development that maintains the attractiveness and characteristics of the community.
Objective	PH2.1	Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the community's comprehensive plan.
Objective	PH2.2	Direct residential subdivision development to planned growth areas.
Objective	PH2.3	Support the use of creative development designs that preserve community character and natural resources.
Objective	PH2.4	Encourage well-designed residential development.

Type	Reference	Text
Goal	PH3	Support the maintenance and rehabilitation of the city's existing housing stock.
Objective	PH3.1	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.
Objective	PH3.2	Encourage the preservation, maintenance, and rehabilitation of historically significant homes.
Objective	PH3.3	Enforce zoning, nuisance abatement, and building code requirements in blighted residential areas.
Objective	PH3.4	Monitor the availability of state or federal programs for housing rehabilitation.

POLICIES AND RECOMMENDATIONS

Type	Reference	Text
Policy	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.
Policy	2	Local land use controls and related administration (e.g., fees) shall consider the impact on affordable housing.
Policy	3	Annually assess the availability of developable land for residential development.
Policy	4	Plan for a sufficient supply of developable land that allows for a variety of housing types.
Policy	5	Decisions regarding lot size recommendations and local land use controls and fees shall be made in consideration of impacts to affordable

		housing.
Policy	6	Manufactured homes shall meet feature designs similar to “stick-built” homes.
Policy	7	Scattered residential development should be prevented throughout the community.
Policy	8	The development of elderly or assisted living housing will be pursued within the planning period.
Policy	9	Establish development standards for housing other than single family housing.
Policy	10	Over the planning period, the community will evaluate its preparedness for an increasing demand for elderly housing and assisted living facilities.
Policy	11	Housing ordinances, policies, standards, and ideals shall be made available to new homeowners to ensure their knowledge of local housing regulations.
Policy	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.
Policy	13	Residential development will only be allowed within infill areas and in planned growth areas.
Policy	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.
Policy	15	The community will consider adaptive reuse, conversion of surplus and/or outmoded buildings to economically viable new housing. (Consider old schools, hospitals, warehouses.)
Policy	16	Cluster residential development will be promoted to minimize land use impacts while accommodating development and greenspace.
Policy	17	Houses should be clustered as to minimize the visual and environmental impacts to the rural landscape.
Policy	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.
Policy	19	Residential infill development will be pursued prior to the development of housing in areas currently not occupied by residential structures.

Policy	20	<p>Multi-family residential projects shall be required to meet the following minimum standards:</p> <ul style="list-style-type: none">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.
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CHAPTER 4: TRANSPORTATION

INTRODUCTION

A safe, efficient, and well-designed transportation system can provide convenient transportation and economic benefits for the residents of the City and the surrounding area. The City's transportation system is much more than simply looking at the road system. An assessment of the pedestrian, bicycle, transit, rail and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes, determine what the City desires them to become in the future, and devise ways to implement them.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Streets and Highways

- a) Within the City there are approximately two miles of urban principal arterial roads.
- b) Within the City there are approximately two miles of urban minor arterials.
- c) Within the City there are approximately three miles of urban collector roads.
- d) Within the City there are approximately 20 miles of urban local roads.
- e) Within the City there are approximately 0.1 miles of rural major collectors.
- f) There are approximately 51 miles of PASER rated roads in the City.
- g) There are no rustic roads designated in the City.

Public Transportation

- a) Fixed route transit service is not available in the City.

Non-motorized Transportation

- a) Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system.
- b) The City includes segments of Complete Streets (Map 4-3) but does not have an adopted Complete Streets policy or design standards.

Trucking and Freight

- a) There is one designated truck route within the City.
- b) ADA and Senior transportation options are available throughout Calumet County

Air Transportation

- a) The city owns and operates the New Holstein Municipal Airport (8D1).

Railroads

- a) There is one active railroad lines running through the City.
- b) No direct rail passenger service is offered near the City.

Water Transportation

- a) There are no commercial ports in the City.

INVENTORY AND ANALYSIS

The inventory and analysis section provides the City with a general assessment of existing transportation facilities. By determining what part of the system is deficient, over capacity, underutilized, or meeting the current and future needs, the City is better prepared to develop meaningful goals, strategies and recommendations that address current problems and reinforces existing strengths.

STREETS AND HIGHWAYS¹

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999; while urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Within the City, roads are classified under the urban functional classification system. **Map 4-1** illustrates the transportation infrastructure and functional classification for the City².

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the City were completed in 2013 and 2016 are also provided to view traffic trends (**Map 4-1**).

Functional Classification of Highways

The urban and rural functional classification process organizes routes according to the character of service provided, ranging from travel mobility to land access.

Urban Principal Arterials

¹ Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

² Functional classified roads approved by the by the Federal Highway Administration on 09/01/2011. Most recent changes to the functional classified roads are in the process of being updated in 2016.

Principal arterials serve major economic activity centers of an urban or urbanized area, the highest average daily traffic (ADT) corridors, and regional and intra-urban trip length desires. ***Within the City there are approximately two miles of urban principal arterial roads.***

Urban Minor Arterials

Urban minor arterials serve important economic activity centers, have moderate ADT, and serve intercommunity trip length desires interconnecting and augmenting the principal arterial system. ***Within the City there are approximately two miles of urban minor arterials.***

Urban Collectors

Urban collectors provide direct access to residential neighborhoods, commercial, and industrial areas. They serve moderate to low ADT and inter-neighborhood trips. ***Within the City there are approximately three miles of urban collector roads.***

Urban Local Roads

Local roads, which include all of the remaining roads and streets in the City, are designed to provide access to land adjacent to the collector and arterial network. They serve local travel from general residential areas over very short distances. WisDOT does not generally conduct official traffic counts on local function roads. ***Within the City there are approximately 20 miles of urban local roads.***

Rural Major Collector

Major collectors provide intra-area travel mobility and land access within localized areas. Major collectors are also feeders to the arterial system from places with populations of 100+. Major collectors may be stub-ended but not isolated from the rest of the system. ***Within the City there are approximately 0.1 miles of rural major collectors.***

Pavement Surface Evaluation and Rating (PASER)

Every two years, all jurisdictions in the state of Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. This information is partially tied to the amount of General Transportation Aids (GTA) funding that the City receives on a yearly basis.

The surface condition rating of each roadway is updated in the State's computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.³ This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. **Table 4-1** provides a breakdown of the PASER ratings, conditions and maintenance needs.

³ Transportation Information Center. 2002. *PASER Manuals Asphalt*

Table 4-1: PASER Ratings and Maintenance Needs

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little Maintenance
7	Good	Routine Maintenance, Crack Filling
6	Good	Sealcoat
5	Fair	Sealcoat or Nonstructural Overlay
4	Fair	Structural Improvement – recycling or overlay
3	Poor	Structural improvement – patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Table 4-2 provides a summary of the total miles of local roads in the City by PASER rating. A map showing the PASER ratings by street is in **Map 4-3**. **There are approximately 51 miles of PASER rated roads in the City.**⁴ According to PASER:

Table 4-2: Total Miles of Local Roads within City by PASER Rating, 2017

Rating		Mileage	Percent	Percent
0	Not Rated	4.31	8.52%	8.52%
1	Poor	0.00	0.00%	19.11%
2		0.48	0.95%	
3		2.57	5.08%	
4		6.61	13.07%	
5	Fair	11.80	23.34%	62.60%
6		10.45	20.67%	
7		9.40	18.59%	
8	Good	2.96	5.85%	9.77%
9		1.48	2.93%	
10		0.50	0.99%	
Total:		50.56	100.00%	

Source: WISLR 2017

Crash Data

The New Holstein Police Department collects crash data for the city. **Map 4-4** displays crash data for the years 2013-2017.

Rustic Roads

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance practices that allow wildflowers and other native flora to extend to the edge of the pavement. **There are no rustic roads designated in the City.**

⁴ PASER road mileage is calculated and rated by road lane miles (i.e. north and south or east and west)

PUBLIC TRANSPORTATION

Fixed Route Transit Service

Fixed route transit service is not available in the City.

ADA and Senior Transportation

ADA and Senior Transportation options provided throughout rural Calumet County:

Calumet County Transportation Services:

Calumet County Aging and Disability Resource Center provides non-emergency transportation services to individuals 60 years of age and older and individuals with a disability who reside in Calumet County.

This service is provided to help people remain in their community by providing access to safe and reliable transportation. Services are available to provide assistance to medical, nutrition, shopping, and human services resources. Services are provided both for ambulatory and non-ambulatory individuals.

Kiel Senior Citizens Transportation

The Kiel Senior Citizen Program is entirely supported by donations and is operated by volunteer drivers.

Make the Ride Happen:

Making The Ride Happen (MRH) manages a call center for Older Adults and Adults with disabilities to call and get comprehensive transportation information in the tri county area (Outagamie, Calumet & Winnebago). MRH also manages a volunteer driver program that services older adults. The volunteers use their own vehicle to pick up a client and take them to medical appointments and shopping and errands.

New Hope Center:

New Hope transportation services allow individuals with disabilities to live independently within the community, providing vital support to access employment, education, healthcare, and community life. New Hope offers fixed route and demand response services:

- Fixed route services are provided throughout Calumet county by a combination of three vans and four wheelchair accessible busses Monday through Friday.
- Demand response services are available to transport individuals and groups on prearranged trips. This service is frequently used by area service organizations to transport individuals for social and recreational activities.

Statewide:

Non-Emergency Medical Transportation (NEMT): The state contracts for state -wide brokerage services currently being provided by Logisticare. Riders on Medical Assistance should call this number to arrange for all non-emergency Medical Assistance transportation

NON-MOTORIZED TRANSPORTATION

Pedestrian and Bicycle Facilities

Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system. Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the City with close access to multi-use bicycle/pedestrian trails and sidewalks. Please reference **Map 4-3** for locations of pedestrian and bicycle facilities within the City.

Planning

Two statewide guidance documents affecting biking and pedestrian policy are the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin State Bicycle Transportation Plan - 2020*. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan - 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses. Roadways with traffic volume less than 1,000 vehicles per day are considered generally safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network.

Complete Streets

Complete Streets are roadways designed to safely and comfortably accommodate all users, including, but not limited to, motorists, cyclists, pedestrians, transit and school bus riders, delivery and service personnel, freight haulers, and emergency responders. "All users" includes people of all ages and abilities. ***The City includes segments of Complete Streets (Map 4-3) but does not have an adopted Complete Streets policy or design standards.***

TRUCKING AND FREIGHT

There is one designated truck routes exist within the City. Please reference **Map 4-2** to see the route map within the City as well as an inventory of truck terminals.

AIR TRANSPORTATION

The city owns and operates the New Holstein Municipal Airport (8D1). The airport has a 3,600 foot paved runway and a 3,000 turf runway. It includes a terminal which features a pilot's

lounge, FBO office, showers and a community room. With its close proximity to EAA Air Venture in Oshkosh the airport becomes very busy during late July.

Appleton International Airport provides regional air transportation. Airport uses at Appleton International Airport include: personal/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.⁵ According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.⁶ Appleton International Airport is approximately 25 miles north of the City. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 55 miles northeast), Dane County Regional Airport in Madison (approximately 95 miles southwest) and General Mitchell International Airport in Milwaukee (approximately 110 miles southeast). All of these airports are also classified as Commercial Service airports.

Wittman Regional Airport in Oshkosh is classified as a Large General Aviation (GA) airport and does not provide commercial air service. It is, however, a vital tourism / economic development entity for the City and Calumet County with the yearly Experimental Aircraft Association (EAA) weeklong fly-in event each summer.

Sheboygan County Memorial Airport is classified as a Regional General Aviation airport and does not provide commercial air service.

RAILROADS

Rail Freight Service

There is one active railroad line running through the City.

Rail Passenger Service

Amtrak utilizes Canadian Pacific lines to provide rail passenger service. Although ***no direct rail passenger service is offered near the City***, Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State. The *Midwest Regional Rail System Report*⁷, prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. The regional passenger rail system remains a conceptual idea at this time.

WATER TRANSPORTATION

There are no commercial ports in the City. The closest ports are located in Green Bay, approximately 50+ miles to the northeast and in Milwaukee, approximately 110 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger

⁵ <http://wisconsin.gov/Documents/projects/multimodal/air/sasp4-ch3.pdf> (Table 3-9)

⁶ <http://wisconsin.gov/Pages/projects/multimodal/sasp/default.aspx>

⁷ *Midwest Regional Rail System: Executive Report, 2004.* Transportation Economics & Management Systems, Inc. & HNTB.

ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Within the City, there are recreational boating opportunities and boat slips along the Fox River and nearby Lake Butte des Morts and Lake Calumet.

AUTONOMOUS VEHICLES AND RIDE SHARING

Within the planning period the City can expect to see an increased presence of autonomous vehicles and ride sharing. These services will fundamentally transform the transportation system and will have implications for the City. The American Planning Association recommends that communities should prepare for this change by considering the following:

- **Equity and Access.** Access to transportation is important for employment, education, healthcare and recreation. While ride sharing may improve access to transportation, it is important that the City ensures autonomous vehicles do not reinforce existing disparities in access. Additionally, employment in the transportation industry will likely be impacted by autonomous vehicles.
- **Transportation Network.** Significant changes to the ecosystem by increasing the use of fleets for share mobility providers and freight transportation.
- **Land Use and the Built Environment.** Autonomous vehicles will change how we design our public right of ways, street configurations and parking and circulation. This will impact the City's Capital Improvement Program, design standards and zoning code.

FUTURE PLANS AND STUDIES

The following plans and planning efforts can impact the city.

WisDOT statewide plans:

- Connections 2030 Long Range Transportation Plan (multi-modal transportation plan)
- Wisconsin State Airport System Plan 2030
- Wisconsin Rail Plan 2030
- Wisconsin State Freight Plan

Regional and local planning efforts

- East Central Wisconsin Regional Planning Commission (ECWRPC):
 - **ECWRPC Regional Comprehensive Plan** for ten counties within the designated region (Calumet County is a member of ECWRPC; adoption in 2018)
- Capital Improvement Plan

POLICIES AND PROGRAMS

Policies and programs related to the Transportation Element can be found in **Appendix D**.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the actions needed to obtain the community’s vision. Goals are high level statements. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles for the community.

GOALS AND OBJECTIVES

Type	#	Content
Goal	T1	Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.
Objective	T1.1	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.
Objective	T1.2	Reduce high accident locations.
Objective	T1.3	Require safe locations and designs for access onto local public roadways.
Objective	T1.4	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.
Objective	T1.5	Direct location of new roads and development in conjunction with site plans, Area Development Plans, and utility coordination.
Objective	T1.6	Monitor the effectiveness of existing, and enhance opportunities for new, shared service agreements for providing local road development and maintenance.
Objective	T1.7	Improve deficient roadways.
Objective	T1.8	Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
Objective	T1.9	Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
Objective	T1.10	Direct truck traffic to appropriate routes and plan cooperatively with affected communities.
Objective	T1.11	Maintain adequate public parking facilities.

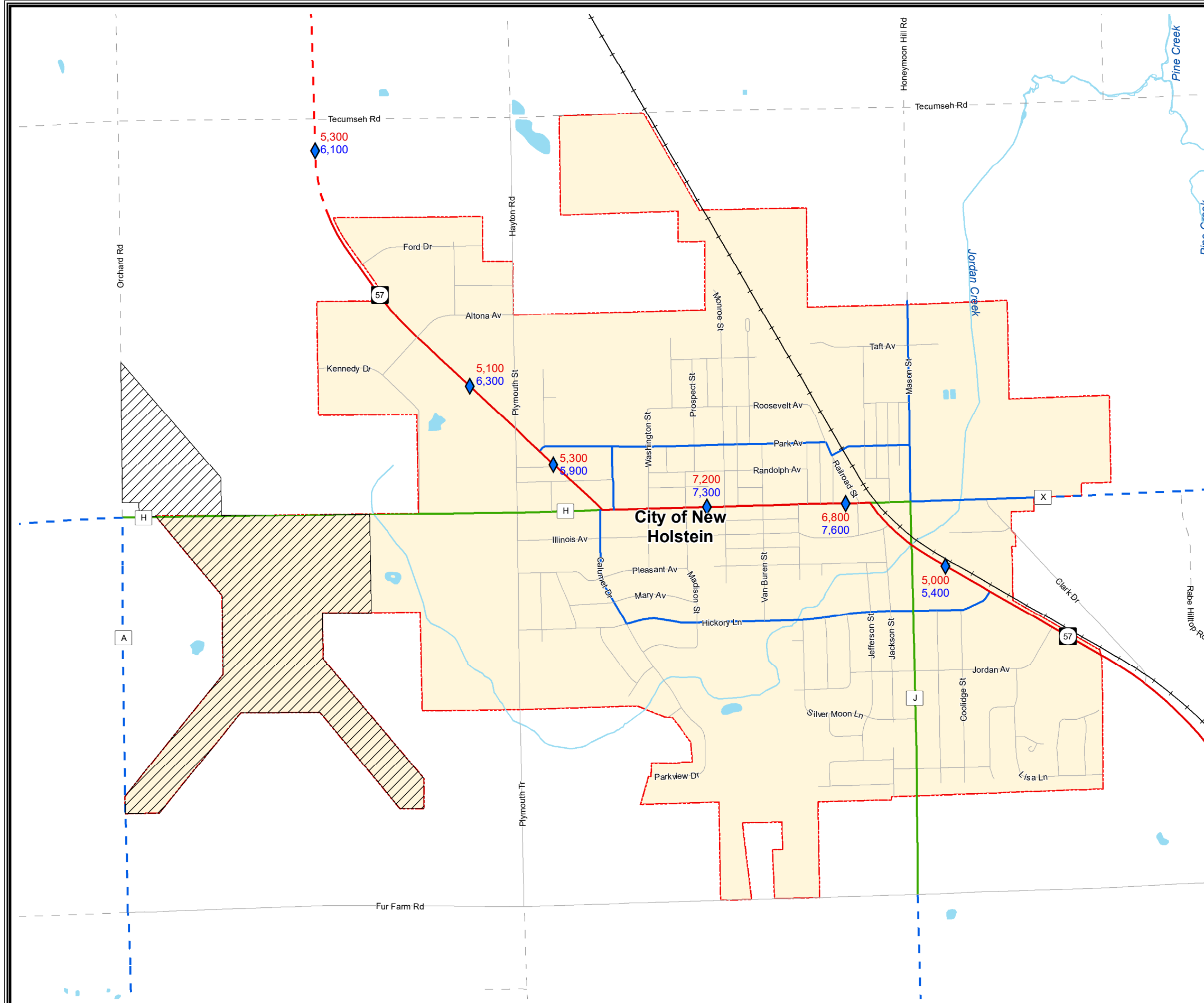
Type	#	Content
Goal	T2	Support the development and use of multiple modes of transportation.
Objective	T2.1	Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.
Objective	T2.2	Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
Objective	T2.3	Monitor the need for transit options, particularly for senior residents.
Objective	T2.4	Continue to support the New Holstein Municipal Airport as a community and county asset.

POLICIES AND RECOMMENDATIONS

Type	#	Content
Policy	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.
Policy	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.
Policy	3	The community will consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
Policy	4	The city may require all new residential, commercial, institutional, and mixed use developments to be served with sidewalks and/or pedestrian/bike paths.
Policy	5	Dead-end roads and cul-de-sacs shall be avoided to the extent practicable.
Policy	6	Developers shall bear an equitable share of the costs for improvements and extensions to the transportation network.
Policy	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.
Policy	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.
Policy	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.
Policy	10	The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.
Policy	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.
Policy	12	Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.
Policy	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.
Policy	14	Public streets shall not be used for parking trucks associated with the operation of industrial facilities.
Policy	15	As land is developed, require pedestrian facilities based on standards

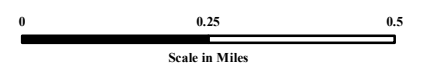
		for the street classification.
Policy	16	Encourage that the transportation needs of the physically challenged are met.
Policy	17	The city and county shall cooperatively prepare a transportation system plan for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.)

Map 4-1 City of New Holstein Transportation Facilities



- ◆ AADT (2013)
- ◆ AADT (2016)
- Airport
- Urban Principal Arterial
- Urban Collector
- Urban Minor Arterial
- Urban Local
- - - Rural Principal Arterial
- - - Rural Major Collector
- - - Rural Local
- City of New Holstein

Source:
 Traffic Count Data provided by WI DOT 2017
 Bicycle & Pedestrian Facilities provided by ECWRPC 2017
 Railroad data provided by WI DOT 2017
 Base data provided by Calumet County 2017






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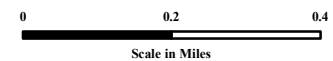
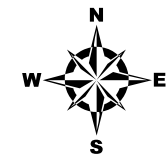
PREPARED MARCH 2017 BY:



Map 4-2 City of New Holstein Trucking & Freight

-  Truck Terminals
-  268,000 Pound Rail Cart Limit
-  Designated Long Truck Route

Source:
Railroad data provided by WI DOT 2017
Base data provided by Calumet County 2017

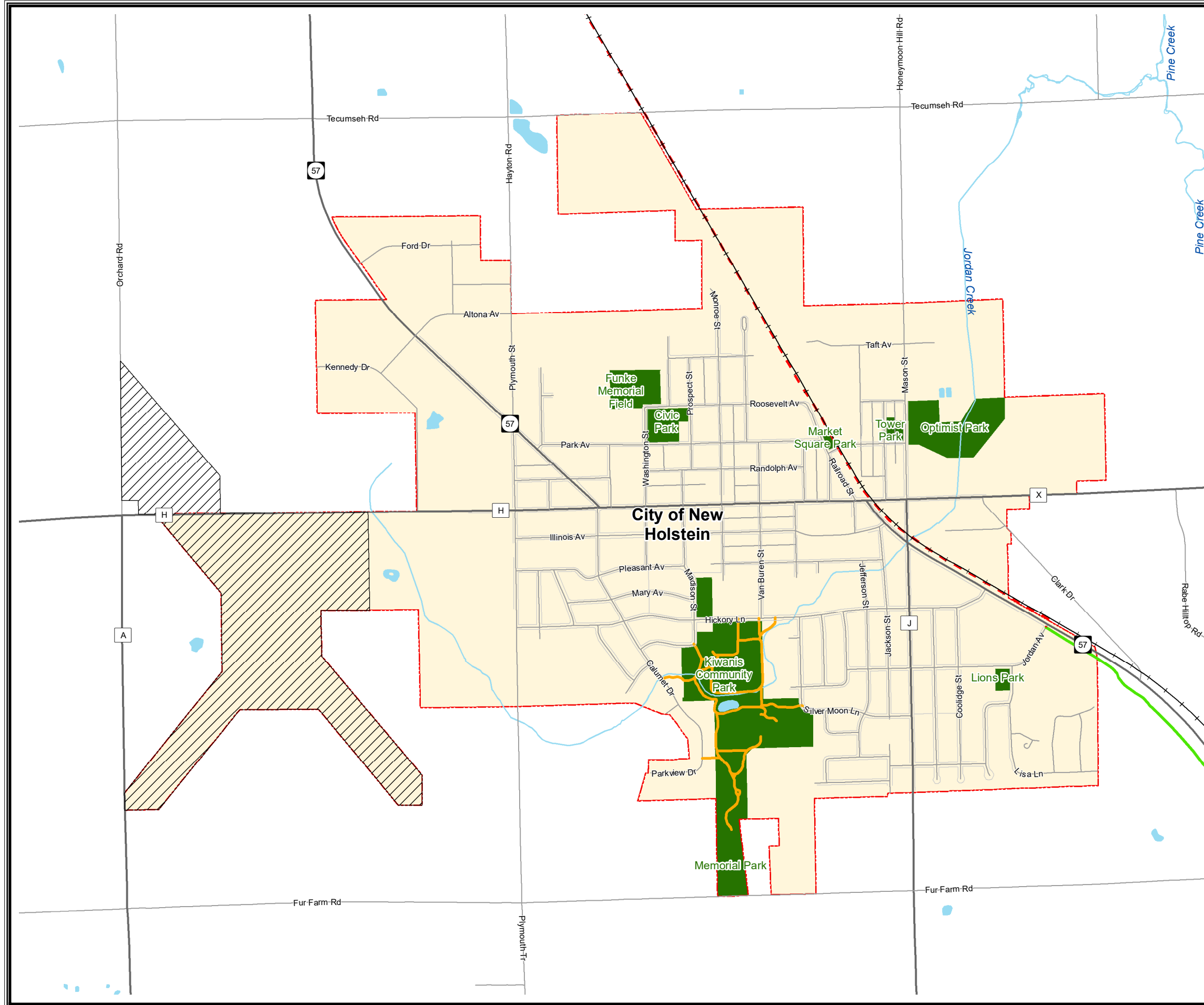



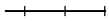






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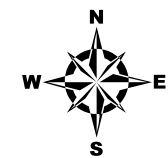


Map 4-3 City of New Holstein Bicycle & Pedestrian Facilities



-  Airport
-  Railroad
-  Off Road Paved
-  Off Road Unpaved
-  Planned Facility
-  Sidewalk
-  Park
-  City of New Holstein

Source:
Bicycle & Pedestrian Facilities provided by ECWRPC 2014
Railroad data provided by WI DOT 2017
Base data provided by Calumet County 2017



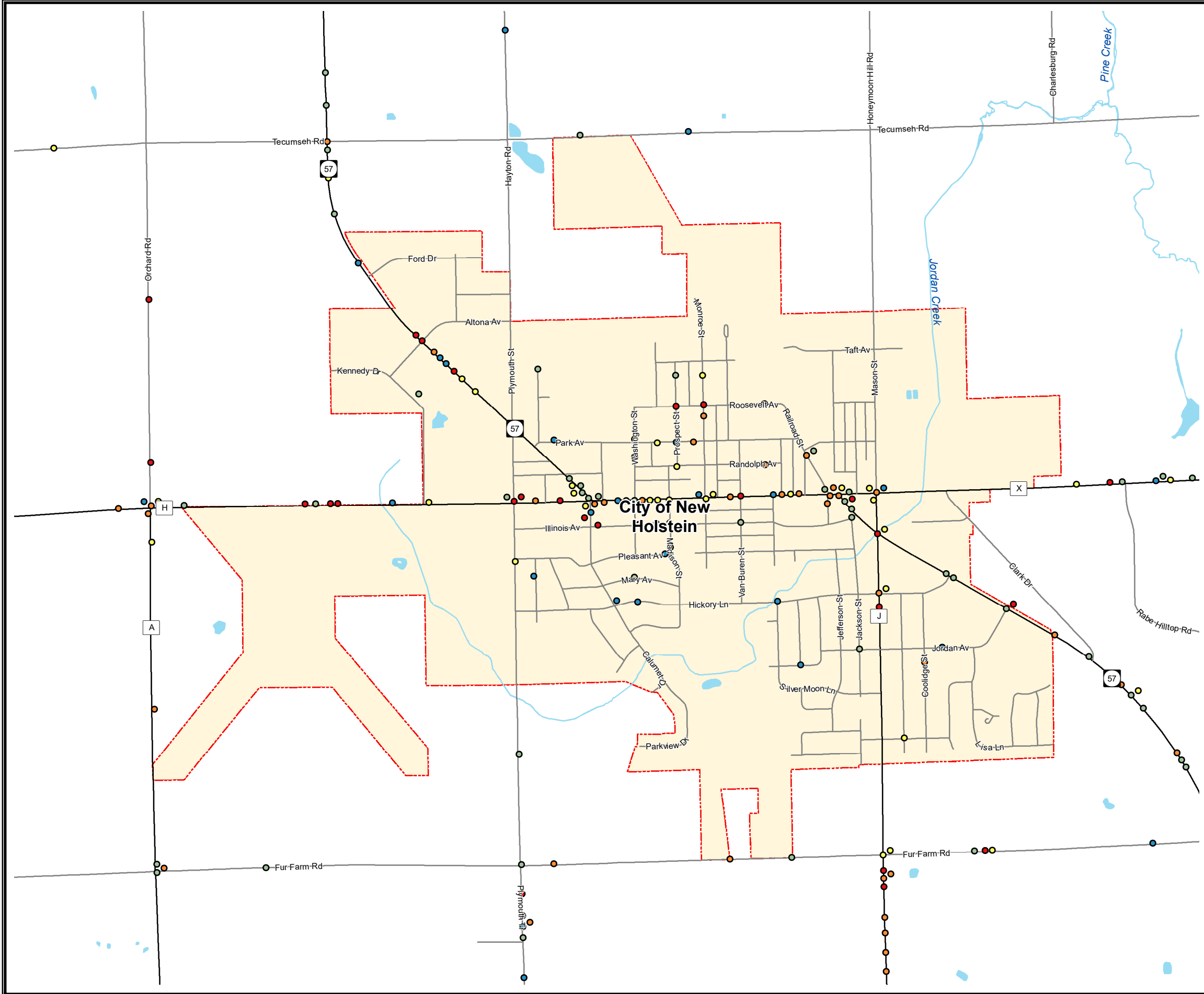
0 0.25 0.5
Scale in Miles

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PREPARED MARCH 2017 BY:



Map 4-4 City of New Holstein Crash Data 2013-2017

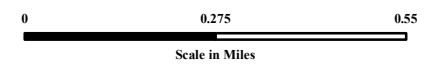


Crash Year (Amount)

- 2013 (26)
- 2014 (47)
- 2015 (37)
- 2016 (38)
- 2017 (27)

City of New Holstein

Source:
Base data provided by Calumet County 2017.



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PREPARED JUNE 2019 BY:



CHAPTER 5: UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, the City of New Holstein must continuously maintain, upgrade, and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Utilities and Services

- a) New Holstein Utilities provides electrical, water and wastewater services for the city.
- b) The New Holstein Public Works Department provides street repair, snow plowing, traffic signals, waste and recycling Programs.

Parks and Recreation Facilities

- a) Open space totaling over 160 acres is currently available for recreational use in New Holstein.
- b) The City of New Holstein has approximately 95.3 acres of publically owned land.
- c) Therefore, based on estimated community increases, park and open space acreage is sufficient through 2040.
- d) There are no boat landings or public access in the city.
- e) There are no Calumet County Park facilities in the City.

Cemeteries

- a) Two cemeteries, Holy Rosary Cemetery and the New Holstein City Cemetery are located within the City of New Holstein.

Healthcare Facilities

- a) The New Holstein does not have a hospital.
- b) There are two licensed nursing homes in the City.

Childcare Facilities

- a) There is one licensed childcare provider in the City of New Holstein.

Public Safety and Emergency Services

- a) The City of New Holstein’s police department is located at 2110 Washington Street and shares space at City Hall.
- b) The City of New Holstein does not have a jail.
- c) The New Holstein Municipal Court has jurisdiction over traffic and non-traffic ordinance violations in the City of New Holstein.
- d) New Holstein Fire Department provides fire protection and emergency medical services to the City of New Holstein and the majority of the Town of New Holstein, and the southern portion of the Town of Charlestown.

- e) New Holstein Fire Department currently has an ISO Public Participation Classification rating of 3 within the City.
- f) Gold Cross provides paramedic level treatment to the area with 10 stations and a fleet of 17 ambulances.
- g) New Holstein First Responders is a 17 member all volunteer group that serves the City of New Holstein and the towns of?

Library

- a) City of New Holstein residents are served by the New Holstein Public Library at 2115 Washington Street, which is part of the Manitowoc-Calumet Library System.

Schools

- a) The New Holstein Public School districts provides education to the City of New Holstein.
- b) There are no private schools in the City of New Holstein.
- c) There are no institutions of higher education in the City of New Holstein.

INVENTORY AND ANALYSIS

The following section provides an inventory of utilities and community facilities that serve the City of New Holstein. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects. The size of community facilities along with the cost of providing services is directly related to land use, development patterns, and the existing and future densities of development.

Utilities and Services

The following table summarizes utilities provided for City residents and businesses. The reader is encouraged to contact the provider for detailed information.

Table 5-1: Utilities and Services

Item	Provider	Description/Status	Impact for the community
Communications, Internet	Several national and local Internet Service Providers (ISPs)	Speeds are available at 25 Mbps and greater for downloads and at 3 Mbps and greater for uploads.	Reliable internet service is critical for businesses and residents of the community.
Communications, Telephone	Multiple phone companies provide land-based and cellular services	Land-based and cellular services	Reliable phone service is critical for businesses and residents of the community.
Drainage Districts	N/A	There are currently no drainage districts within New Holstein.	Drainage districts aid in agricultural management.
Energy Supply, Electric	American Transmission Company (ATC)	Transmission lines are located throughout the city and a substation is located	No projects are planned for the New Holstein area

	provides and maintains transmission lines New Holstein Utilities provides electric power	in New Holstein (Map 5-1) New Holstein Utilities maintains three substations and overhead and underground conductors	including at the New Holstein substation.
Energy Supply, Natural Gas	Wisconsin Power Service	N/A	Natural gas is critical for heating and other commercial and residential needs.
Solid Waste and Recycling	Advance Disposal for Solid Waste and Recycling The city operates a Compost Site	A contract is in place between the city and Advance Disposal.	Solid Waste, recycling and a compost site are needed services for city residents and businesses.
Stormwater	City of New Holstein	City maintains a piped system. Heavy rains have caused flooding at the intersection of Plymouth and 32/57 but recent actions have mitigated issues.	
Wastewater, private	There are no private on-site wastewater treatment systems, or POWTs, within the City	N/A	N/A
Wastewater, public	New Holstein Utilities	Wastewater service is provided to all areas within the city.	N/A
Water supply, private	Private	Private wells have been abandoned in the city	
Water supply, public	New Holstein Utilities	Utilizes groundwater, two elevated storage tanks, three reservoirs and three wells	Reliable, clean water is critical for residents and businesses.

Source: City of New Holstein, 2018 and ECWRPC, 2018

Parks and Recreation Facilities

Open space totaling over 160 acres is currently available for recreational use in New Holstein (Table 5-2). The City maintains nine sites totaling close to 96 acres, the school district provides 65 acres, and about two acres of open space are available at Holy Rosary Parish. This report looks at public and outdoor based park and recreational facilities. Publicly owned facilities within the City are owned and maintained by both the City of New Holstein and the New Holstein School District. A description of the park and recreational facilities follows.

Table 5-2: Existing Park and Recreation Acreage by Ownership (Acres)

Recreation Area	City	School	Private
Kiwanis Community Park	56.2		
Kiwanis Prairie (located within Kiwanis Park*)	(10.36)		
Kiwanis Park Nature Study Area	2.7		
Reineck Memorial Woods	7.3		
Civic Park	4.8		
Funke Field	7.9		
Optimist Park	13.5		
Tower Park	1.2		
“New” Park – Open Space	1.7		
New Holstein High School & Middle School		49	
New Holstein Elementary School		16	
Holy Rosary Parish			2
Solomon Trail (2.25 miles)			
Total	95.3	65	2

Source: City of New Holstein Comprehensive Outdoor Recreation Plan, 2017-2021

*Kiwanis Prairie acres are included within the Kiwanis park acreage total

Park Site Standards

East Central Wisconsin Regional Planning Commission Standards. East Central Wisconsin Regional Planning Commission (ECWRPC), as part of its *Long Range Transportation/Land Use Plan for the Fox Cities, Oshkosh, and Fond du Lac Urban Areas* (October 2010), has identified a level of service standard for parks, which is 10 acres for every 1,000 residents. ECWRPC created residential standards based on density for various services such as sanitary sewer, water supply, street network, and parks. The high density category is defined as 3 or more residential units per acre.

Park and recreation needs may include the demand for additional park land to accommodate new facilities, requirements for additional parks in areas where new residential growth is occurring, or the need for new or improved park facilities and equipment. Generally, recreation standards are used to identify these necessities. However, in communities the size of the City of New Holstein, citizen input is equally useful when identifying park and recreation desires.

The City of New Holstein has approximately 95.3 acres of publically owned land. Per the U.S. Census, in 2010 the City had a population of 3,236. Based on 2018 DOA estimates, the municipality is currently home to 3,152 residents, a loss of 84 residents since 2010. Population projections completed by WDOA in 2013¹, indicate that population will fluctuate between 2010 and 2030, reaching a high of 3,315 in 2030, before falling to 3,145 in 2040. Based on 10 acres for every 1,000 residents, the City of New Holstein will need 33.15 acres park and open space acreage in 2030. Therefore, the City will have a surplus of over 60 acres through 2040.

Therefore, based on estimated community increases, park and open space acreage is sufficient through 2040.

¹ Source: WDOA Population Estimates, 2013 vintage

Facility Needs

An analysis of the age distribution of its population shows that New Holstein, like many other smaller communities, has a lower percentage of children and a higher percentage of elderly residents than Calumet County as a whole (Chapter 3: Population and Housing, Table 3-4). The composition of a community's population can provide insight into the need for emphasizing specific types of recreational opportunities. Public properties including parks and open space sites include a total of 8 sites at 95.3 acres. Typically 1 facility is needed per 3,000 capita for a community this size. The city currently has approximately 13 facility type recreational activities to accommodate its residents. Based on the current population of 3,152, there are adequate facilities presently available.

For more information and discussion on park and recreational standards, please refer to the *City of New Holstein Comprehensive Outdoor Recreation Plan, 2017-2021*.

Park Classifications and Service Area Descriptions

The following classifications are derived from the *2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan* – Appendix E, and the Park, Recreation, Open Space and Greenways Guidelines – A project of the National Recreation and Parks Association and the American Academy for Park and Recreation Administration. They have been modified to fit local conditions. These classifications can be used as a guideline for understanding what services are typically provided as well as the area that each park typically serves.

Community Parks. These parks serve several neighborhoods within a one-two mile radius. Typically, these parks are twenty-five acres or more. Community parks address broad base community-wide needs. For example, community parks provide athletic fields while preserving areas for passive recreational uses. Accessibility is by vehicle, biking, and on foot. These parks should be linked to the parks system, existing and future trail network and sidewalks as much as possible. The following parks are classified as community parks:

- **Kiwanis Community Park – Pool and Prairie.** Located in the southern portion of the city, Kiwanis Community Park is New Holstein's largest park. The park is 56.2 acres in size including the prairie area to the south. Two key facilities, the Community Center and the outdoor Aquatic Center are situated in the park. The 4,100 square foot Community Center has kitchen facilities, two meeting rooms, indoor and outdoor restrooms, and is used extensively by local organizations and is rented for social gatherings. The Aquatic Center which opened in 2009 is a zero-depth/beach entry design. Features include: two run-out slides, a drop-slide, floor-fountain jet play area, interactive play features, a child's slide, shaded sand play area, a diving board, whirl-cove and two lap lanes. The bathhouse includes men's and women's restroom/changing areas, a handicap restroom/family changing room, a concession stand, and a party/meeting room. Other park amenities include: a fishing pond with a fishing deck, lighted tennis and basketball courts, soccer fields, restroom/storage building, extensive picnic facilities, three open shelters, play equipment, two recreational softball/baseball diamonds, batting cage, volleyball courts, a nine hole disc golf course, lighted paved walkways and off street parking lots. Pedestrian bridges spanning Jordan Creek are integrated into the walkway system. A 10.36 acre portion of the park was developed with native prairie wildflowers and grasses and connects Kiwanis Park with Reineck Memorial Woods. The park's trail system extends from Hickory Lane on the north side, to Fur Farm Road on the

Southside of Reineck Memorial Woods, and connects with adjacent residential neighborhoods.

- **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 with a pristine nature study area and a number of park benches.
- **Reineck Memorial Woods.** Donated to the community in 1997, Reineck Memorial Woods is a 7.32 acre wooded tract, located in the southern portion of New Holstein, and adjacent to the Kiwanis Park prairie. A walking trail extends from the most southern end of the woods along Fur Farm Road and runs north tying into the Kiwanis Park trails and adjacent residential neighborhoods. Restrictive covenants recorded in 1997, bind the property to remain wooded and used for nature study.

Neighborhood Parks. Neighborhood parks serve residential areas within a half mile walking distance. The minimum desirable size varies from two – twenty acres. Neighborhood parks have a mix of active and passive uses. Usually, 50 percent of the area of a neighborhood park is used for active recreation and fifty percent is passive recreation, such as undeveloped natural areas. This limits problems such as noise, overuse, and congestion. Access by foot should be made possible, especially since these parks are designed for children. One should not have to cross a collector or arterial to access the park. Ideally, trails, sidewalks, or low volume minor streets should be used as a linkage from the residential area to the neighborhood park. The following park is classified as a neighborhood park:

- **Civic Park.** Civic Park is located on Park Avenue 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 Field.** Located at the north end of Washington Street, Funke Field lies northwest of Civic Park and north of the elementary school. The field was dedicated in June of 1937 to mark the 50th Anniversary of Edward Funke as the instructor of the New Holstein Turner Society. Among the facilities available at the 7.86 acre Funke Field site a baseball diamond and a softball diamond. The park contains open space for two temporary soccer fields and a football practice area. The 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. Present development consists of a shelter/restroom building, an overlook deck, a park sign, bench, landscaping, and a small paved parking area. Other development planned for the park includes a sledding tow rope, picnic facilities, play

apparatus, a sand play area, walking trails, a wildflower prairie, and an informal open play area.

Mini Park. Mini-parks are those that service a limited population or specific group such as tots or senior citizens. They have a quarter mile or a smaller service area, and are usually less than an acre in size. These parks are generally situated in neighborhoods, apartment complexes, city house developments, or senior housing complexes. Access to these parks should be located centrally within a neighborhood or housing development to provide easy access. The following park is classified as a mini park:

- **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.

Schools and Other Facilities

- **New Holstein High School and Middle School.** The high school & middle school are 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, batting cage, two softball diamonds, lighted running track with a shot put discus throwing area, fitness climbing area, 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 and fitness center 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, and open play area with court games and swings. The elementary school gym is also available for public use at scheduled times. There is also a 1/5th mile walking trail with exercise equipment located on the property.
- **Holy Rosary Parish.** Located in the central portion of New Holstein on the southeast corner of Illinois Avenue and Madison Street, contains about two acres of land available for outdoor recreational activities. A paved area with basketball hoops is included as well as recently added playground equipment are available on the site. The Parish gym is generally available for public use.

Boat Landings and Public Access

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

Trails

Solomon Trail. The Solomon trail is a paved 2.25 mile facility that currently links the City of New Holstein to Kiel. The project was a joint effort between the two communities. There are no trailheads on the path but there are multiple benches, a covered rest area with seasonal restroom facilities available.

Calumet County Park and Recreational Facilities

There are no Calumet County Park facilities in the City.

Cemeteries

Two cemeteries, Holy Rosary Cemetery and the New Holstein City Cemetery are located within the City of New Holstein.

Holy Rosary Cemetery.² Holy Rosary Cemetery is located on the west side of Plymouth Street on the southwest side of New Holstein. The Holy Rosary Cemetery Committee is responsible for the parish cemetery. They oversee burials, cemetery lot purchases, and the overall maintenance of the cemetery. The members are appointed by the Parish Director, after consultation with the parish finance council.

New Holstein City Cemetery. New Holstein City Cemetery is located at 2023 Washington Street in New Holstein. The cemetery dates back to 1855³ and is owned and operated by the New Holstein Cemetery Association.

Churches

The following churches are located in the City of New Holstein:

- City Church or Jubilee Assembly of God, 1706 Plymouth Street
- Holy Rosary Catholic Church, 1724 Madison Street
- Zion Lutheran Church, 1702 Vanburen Street
- St John United Church-Christ, 2111 Church Street
- Connections Community Church, 2226 Park Avenue
- Abundant Life Church, 2014 Wisconsin Avenue

Healthcare Facilities

Hospitals and Clinics

The New Holstein does not have a hospital. However, Ascension Calumet Hospital (General Medical Surgical Hospital/15 beds), is located about 8 minutes away in Chilton.⁴ A number of larger hospitals are located within 40 minutes of the City in Fond du Lac, Manitowoc and

² Holy Rosary Catholic Church, website: http://www.holyrosarynewholstein.org/parish_life.html, accessed 11/20/18.

³ <http://freepages.rootsweb.com/~calumet/genealogy/cem28.htm>, accessed 11/20/18

⁴ *Guide to Wisconsin Hospitals, Fiscal Year 2017*, <https://www.whainfocenter.com/services/publications/?ID=49>, accessed 11/20/18

Sheboygan. A number of doctor, dentist, eye and chiropractic offices located in or near the City including Aurora Health Center, New Holstein Family Eye Care and New Holstein Family Dental.

Nursing Homes

There are two licensed nursing homes in the City⁵: Atrium Post-Acute Care of New Holstein and Willowdale Health Services with a combined total of 109 beds.

Childcare Facilities

With the increased prevalence of dual-income households, the importance of reliable and affordable childcare plays a critical role in maintaining the present economy. Under Wisconsin law, no person may provide care and supervision for 4 or more children under the age of 7 (not related) for less than 24 hours a day, unless that person obtains a license to operate a childcare center from the Wisconsin Department of Children and Families. The Department of Children and Families manages the child care licensing program. The program is accountable for the statewide licensure of Wisconsin's child care facilities. There are three different categories for state license child care: Licensed Day Camps (seasonal programs usually outdoors), Licensed Family Care (up to 8 children usually in a person home) and Licensed Group Centers (9 or more children, located somewhere other than a residence). Certified Child Care is a voluntary form of regulation for those that are not required to be licensed. Provisional and regular certified family child care providers may care for up to 6 children. The purpose of the program is to promote the health, safety and welfare of children in licensed child care. The Department ensures that licensing requirements are met through on-going inspections of child care facilities.

There is one licensed childcare provider in the City of New Holstein. Additionally, there are four childcare facilities in Chilton with a combined capacity of 135 children and one facility in Kiel with a capacity of 60 children.

According to the 2010 US Census, 365 children age 9 years or younger live in the City. Approximately 159 or about 44 percent are under the age of 5.

Public Safety and Emergency Services

Police Service

The City of New Holstein's police department is located at 2110 Washington Street and shares space at City Hall. The department has 13 sworn officers and two civilian employees providing 24-hour, 7 days a week police protection and service to the City of New Holstein⁶ (Map 5-2). The Police Department employs three part-time pedestrian crossing guards to ensure the safety of children walking to and from school. The pedestrian crossing guards are deployed at two locations, where a high number of youthful school age pedestrians walk to and from the New Holstein Elementary, Middle and High school. Officers also serve as Crossing Guards too.

⁵ *Directory of Licensed Wisconsin Nursing Homes*, State of Wisconsin Health Services, Updated on October 18, 2018.

⁶ City of New Holstein website, accessed 11/20/18

Community interaction initiatives include: Neighborhood Watch, Calumet County Crimestoppers, National Night Out, Bicycle Safety Rodeo, Brewers/Packer Trading Card Program, Police Chaplin program, Police School Liaison program, bicycle patrol, Shop with a Cop, Drug Task Force, and Rx Drug Drop Box, etc.

The police department has mutual aid agreements with the Calumet County Sheriff's Department.

The building housing the police department is inadequate for department needs. Additional space is needed for meeting rooms and records.

Calumet County Sheriff's Department⁷

The Calumet County Sheriff's Department is located at 206 Court Street in Chilton. It provides police services to all towns in Calumet County as well as contracted services to the cities of Harrison, Stockbridge, Sherwood and Hilbert. The department operates three divisions, law enforcement, corrections and records.

The law enforcement division includes patrol and investigations. Patrol deputies of the Calumet County Sheriff's Department are primarily responsible for patrol of Calumet County and responding to calls for service. Several of the specializations within the patrol division are SWAT team, evidence technician, police school liaison officer, K9, water safety patrol, and snowmobile patrol.

Correctional Facilities

The City of New Holstein does not have a jail. Situations involving incarceration are handled at the Calumet County Jail located at 206 Court Street in Chilton. This service is not anticipated to change over the next twenty years.

Judicial

The New Holstein Municipal Court has jurisdiction over traffic and non-traffic ordinance violations in the City of New Holstein. Municipal Courts handle only non-criminal cases, so jail time is never ordered as part of a guilty finding. Jail can be ordered, however, in the event that a defendant fails to pay a previously ordered forfeiture. Municipal Court is held on Tuesdays; Juvenile Court is held at 12:30 P.M. and Adult Court is held at 1:00 P.M. Other cases are handled through the Calumet County court system.

Fire Services

New Holstein Fire Department provides fire protection and emergency medical services to the City of New Holstein and the majority of the Town of New Holstein, and the

⁷ Calumet County website, accessed 11/20/18

southern portion of the Town of Charlestown. Thirty four volunteer fire fighters staff the department. The New Holstein fire station is located at 2031 Wisconsin Avenue (Map 5-1). A five-member Police and Fire Commission, oversees the department. While current staffing is providing appropriate levels of service, there is an ongoing concern about provide daytime coverage and volunteers that live and work within the city.

Calls for service are dispatched through the Calumet County 911 Communications Center. The department is the first response within the City and service area, and others respond as needed. It is part of the Mutual Aid Box Alarm System (MABAS), which is a mutual aid measure used to deploy fire, rescue and emergency medical services in a multi-jurisdictional and/or multi-agency response.⁸ The Fire Department has mutual aid agreements throughout Calumet County and areas of Fond du Lac, Manitowoc and Sheboygan Counties.

The Insurance Service Office (ISO) Incorporated collects information on municipal fire protection efforts throughout the United States. Using the Fire Suppression Rating Schedule (FSRS), ISO assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire-suppression program doesn't meet ISO's minimum criteria. **New Holstein Fire Department currently has an ISO Public Participation Classification rating of 3 within the City.** The ISO rating for the rural areas is a 5.

Emergency Management

Ambulance

Gold Cross provides paramedic level treatment to the area with 10 stations and a fleet of 17 ambulances. Additionally, they provide management expertise to Brillion Ambulance Service in Brillion and Calumet Medical Center Ambulance in Chilton.

New Holstein First Responders

New Holstein First Responders all volunteer group that serves the City of New Holstein and the Town of New Holstein. First Responders provide emergency medical treatment and care to persons injured in traffic accidents, home or farm accidents, and people with medical problems such as heart attacks.

Calumet County Communications Center

The Calumet County Communications Center is operated by the Calumet County Sheriff's Office. The Calumet County Communications Center handles all 911 calls for law enforcement, fire and emergency medical service providers. They are also answer telephone calls for the Sheriff's Department, process all warrants, monitor cameras and alarms located in the jail and the entire courthouse complex, make entries into the computer system that is used nation-wide

⁸ MABAS Wisconsin Home <http://www.mabaswisconsin.org/>.

to track crimes, and retrieve information from that system on behalf of the Calumet District Attorney's Office, and the Brillion, Chilton, and New Holstein Police Departments.

New Holstein Emergency Management. The New Holstein Emergency Management Department coordinates and works with all City departments to maximize the City's potential to prepare for, mitigate against, and respond to and recover from an emergency/disaster.

Calumet County Emergency Management. The Calumet County Emergency Management Office (WCEMO) is charged with coordinating response and recovery in the event of natural or technological disasters, county-wide.

Library

City of New Holstein residents are served by the New Holstein Public Library at 2115 Washington Street (Map 5-2), which is part of the Manitowoc-Calumet Library System.

The Manitowoc-Calumet Library System is one of 17 public library systems in the state. Library systems are designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from the local municipalities and the county.

The library offers free access to books, videos, music content, educational and entertaining programs for patrons of all ages, and internet computers and free wireless access. The Library Board, a nine-member board provides policy assistance.

Service targets for libraries are based on quantitative standards contained in the Wisconsin Public Library Standards. These standards are based on the population served and vary for a community in regard to municipal population versus total service population (Table 5-3). Standards are established at three levels of service:

- Tier One—the minimum services that should be available to all residents of the state
- Tier Two—an expansion of services beyond the basic
- Tier Three—the highest level of service

Local libraries can establish service targets by selecting the appropriate level of service to apply to each standard, or use the levels to plan for improvements over a period of time.

Municipalities must decide whether to use its municipal population or its service population to determine level of service. In most cases, service population is a more accurate reflection of a library's service population, because it includes the municipal population as well as those who live in surrounding communities and travel to the nearest or most convenient municipal library for services. Standards have been set on a per capita basis for the following criteria: volumes (print) owned, periodical titles received, audio recording held, video recordings held, public use internet computers, hours open per week, full time equivalent staff, total collection size, and material expenditures. The New Holstein Public Library provides less than minimum standards for municipal population for most items and less than minimum standards for FTE staff, hours open/week, material expenditure and collection size for the service population. Based on

municipal and service population, the New Holstein Public Library does not meet all of the Tier 1 requirements and is therefore not considered a Tier 1 library.

Table 5-3: New Holstein Public Library Statistical Data

	Number	Level of Service	
		Municipal Population	Service Population
Municipal Population	3,204		
Total Service Population	10,074		
FTE Staff	2.15	<Tier 1	<Tier 1
Periodical Titles Received (Print)	84	<Tier 1	Tier 1
Volumes Held (Print)	35,741	Tier 2	Tier 2
Audio Recordings Held	2,512	<Tier 1	Tier 1
Video Recordings Held	4,684	<Tier 1	Tier 2
Public Use Internet Computers	10	<Tier 1	Tier 1
Hours Open / Week	49-52	<Tier 1 to Tier 1	<Tier 1
Material Expenditures	\$37,622	<Tier 1	<Tier 1
Collection Size (Print, Audio, Video)	42,937	<Tier 1	<Tier 1

Source: Wisconsin Public Library Standards, 6th Edition, Final; 2016 Public Library Service Data, WDPI

Schools

Public Schools

The New Holstein Public School districts provides education to the City of New Holstein (Map 5-2). Besides the City of New Holstein, the school district serves students in the towns of Calumet and Marshfield portions of the towns of New Holstein, Brothertown, Charelestown and Taycheedah. The district’s 1,080 students⁹ attend one of three schools in the City: New Holstein High School, New Holstein Middle School and the New Holstein Elementary School. Enrollment information is provided in Table 5-4. According to the WDPI, enrollment has been decreasing in recent years.

Table 5-4: Enrollment, 2013-2018 School Years

School	Address	Enrollment				
		2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
New Holstein Elementary School	2226 Park Avenue	493	481	474	485	480
New Holstein Middle School	1717 Plymouth Street	254	246	234	242	233
New Holstein High School	1715 Plymouth Street	342	339	366	351	367
Total		1,089	1,066	1,074	1,078	1,080

Source: <https://wisedash.dpi.wi.gov/Dashboard/portalHome.jsp>

⁹ Source: <https://wisedash.dpi.wi.gov/Dashboard/portalHome.jsp>

Private Schools

There are no private schools in the City of New Holstein.

Post-Secondary Education

There are no institutions of higher education in the City of New Holstein. However, there are a number of private colleges and two and four year public colleges within an hour's drive of the City. These include: University of Wisconsin (UW)-Oshkosh, UW-Fond du Lac, UW-Fox Valley, UW-Manitowoc, UW-Sheboygan, Lawrence University, Marian University, Lakeland University and Silver Lake College. A number of academic and professionally oriented associate, bachelors and master degrees are offered in a wide range of fields.

The state is covered by 16 multi-county vocational technical and adult education districts which are organized on a regional basis and financed primarily by local property taxes. These districts tend to follow school district boundaries rather than county lines. The City is a part of the Moraine Park Technical College district. Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.

POLICIES AND PROGRAMS

Policies and programs related to the Transportation Element can be found in **Appendix D**.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the actions needed to obtain the community's vision. Goals are high level statements. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles for the community.

GOALS, OBJECTIVES AND POLICIES

Type	Reference	Content
Goal	UCF1	Provide high quality and cost effective community facilities and services that meet existing and projected future needs.
Objective	UCF1.1	Support high level, cost effective service for solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.
Objective	UCF1.2	Consider the impacts of development proposals on community facilities and services, and balance the need for community growth with the cost of providing services.
Objective	UCF1.3	Pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.
Objective	UCF1.4	Monitor the need for new, expanded, or continuation of rehabilitated services and local government facilities.
Objective	UCF1.5	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.
Objective	UCF1.6	<i>Promote the expansion of the broadband for the betterment of the community.</i>

Type	Reference	Content
Goal	UCF2	Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.
Objective	UCF2.1	Plan sewer extensions and treatment facility improvements so that they can be installed incrementally as needed in a cost-effective manner.
Objective	UCF2.2	Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.
Objective	UCF2.3	Consider the use of sewer assessment policies and impact/development fees that will encourage compact development and discourage scattered development.

Type	Reference	Content
Goal	UCF3	Promote stormwater management practices in order to reduce personal and public property damage and to protect water quality.
Objective	UCF3.1	Maintain a community stormwater management system which addresses stormwater quality.
Objective	UCF3.2	Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
Objective	UCF3.3	Require the use of stormwater management practices to abate non-point source pollution and address water quality.

Objective	UCF3.4	Implement stormwater management practices at outfall locations that discharge stormwater into wetlands, aquifers, or other environmentally sensitive areas.
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Type	Reference	Content
Goal	UCF4	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.
Objective	UCF4.1	Continue to monitor groundwater quality and potential contamination issues.
Objective	UCF4.2	Ensure that water treatment facilities are properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the community.
Objective	UCF4.3	Develop wellhead protection plans for existing and proposed well sites in accordance with the comprehensive plan.
Objective	UCF4.4	Provide information and comments on impacts to groundwater when reviewing proposed development in the community and in areas of extraterritorial jurisdiction.

Type	Reference	Content
Goal	UCF5	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.
Objective	UCF5.1	Encourage community and citizen involvement in decisions involving the type, location, and extent of disposal facilities and services.
Objective	UCF5.2	Require major developments to adequately address solid waste disposal and recycling needs during the planning and design stages.
Objective	UCF5.3	Increase collection opportunities for the proper recycling and disposal of unique (i.e., tires, white goods, etc.) and/or hazardous wastes.

Type	Reference	Content
Goal	UCF6	Maintain and enhance recreational opportunities in the community.
Objective	UCF6.1	Recognize the need to accommodate all age groups and abilities in both active and passive recreational pursuits on a year round basis.
Objective	UCF6.2	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.
Objective	UCF6.3	Seek stable funding sources to provide maintenance and operation of community parks and recreational buildings and sites.

Objective	UCF6.4	Identify areas where recreational opportunities could be improved.
Objective	UCF6.5	Maintain existing public access to waterways in the community and seek potential improvements.

Type	Reference	Content
Goal	UCF7	Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.
Objective	UCF7.1	Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
Objective	UCF7.2	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.

Type	Reference	Content
Goal	UCF8	Encourage improved access to health care facilities and child care.
Objective	UCF8.1	Support requests for the development of properly located and operated child care facilities.
Objective	UCF8.2	Support school districts or local community organizations in their sponsorship of child care programs and early development programs.
Objective	UCF8.3	Support the development of local health care facilities.
Objective	UCF8.4	Support improved transportation options to and from regional health care facilities.

Type	Reference	Content
Goal	UCF9	Provide a level of police, fire, and emergency services that meets present and future needs.
Objective	UCF9.1	Encourage the maintenance of the current ISO rating of the fire department in the city.
Objective	UCF9.2	Support resident education on ways to reduce the risks of fire and increase access and response time of emergency vehicles to local residences.
Objective	UCF9.3	Promote the maintenance of the level of quality of emergency service equipment and facilities and address needs where appropriate.
Objective	UCF9.4	Encourage beneficial and effective police, fire, and EMS cooperative service agreements.
Objective	UCF9.5	Maintain a good relationship with Calumet County and neighboring communities for utilization of additional emergency services when needed.
Objective	UCF9.6	Ensure day-time coverage for Fire Department needs.

Type	Reference	Content
Goal	UCF10	Promote quality schools and access to educational opportunities.
Objective	UCF10.1	Coordinate planning efforts with the local School District to allow them to anticipate future growth and demographic changes.
Objective	UCF10.2	Maintain support for local libraries in their efforts to increase community education.

POLICY AND RECOMMENDATIONS

Type	Reference	Content
Policy	1	The city should continue to work with police, fire, and rescue service providers to anticipate and plan for capital improvements and service requirements.
Policy	2	Development that cannot be proven cost effective in covering required services, utilities, and community facilities should not be pursued.
Policy	3	Planned utilities, service facilities, and roads shall be designed to limit the impact to environmental corridors, natural features, and working farmland.
Policy	4	An approved Capital Improvement Plan/Budget must support the development of new facilities.
Policy	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.
Policy	6	The Capital Improvement Plan will be updated on an annual basis.
Policy	7	Whenever possible, use public/private agreements to pay for utility extensions into new subdivisions.
Policy	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.
Policy	9	Maintain the reliability of the community's utility infrastructure as the first priority for utility capital expenditures.
Policy	10	Coordinate community utility capital expenditure planning with capital investment planning by other departments.
Policy	11	Work with neighborhood and community representatives in siting utility facilities.

Policy	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.
Policy	13	The community shall require the placement of new utility systems within the existing right-of-way whenever possible.
Policy	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
Policy	1	The community will continually review staffing and professional service needs relative to planning, ordinance development/enforcement, and other governmental services.
Policy	2	The community may assess the capacity and needs of administrative facilities, services, and public buildings every five years.
Policy	3	All community buildings should meet ADA requirements and have adequate capacity to facilitate community meetings or gatherings.
		Police Services
Policy	1	Data and information regarding police response time and satisfaction with service shall be maintained in order to determine department needs and measure efficiency.
Policy	2	An assessment of department staffing, equipment, and training levels shall be assessed annually.
Policy	3	Programs or activities which increase community access or relations with the police department shall be pursued.
Policy	4	Determine the training and equipment needs of the police department and incorporate it into the capital improvement plan.
		Fire Protection Services
Policy	1	Opportunities for joint fire department or rescue services with neighboring communities shall be pursued.
Policy	2	An evaluation of fire protection staff, services, and equipment shall be completed on an annual basis.
Policy	3	Determine the equipment needs of the fire department and incorporate it into the capital improvement plan.
Policy	4	Support the consolidation of fire protection services.
		Schools
Policy	1	Work with local school districts in order to anticipate future service and facility needs.
Policy	2	Every school district should have at least one acre of land for each 2,000 children.
Policy	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.

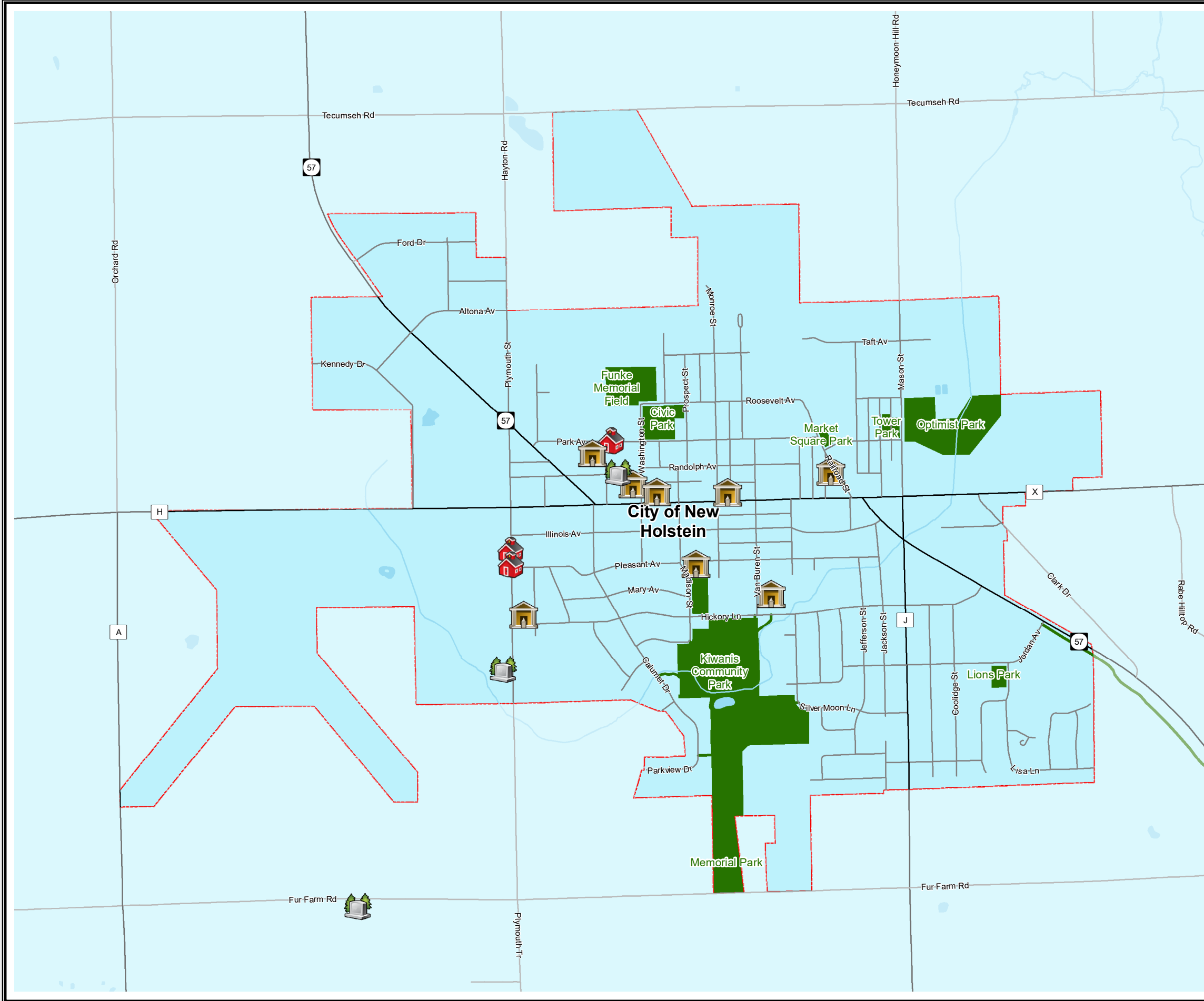
Policy	4	Develop a cooperation between schools and community interests and needs by offering child care services and youth and family programs such as prevention of substance abuse, parenting, care of the elderly, and care of those with special needs, etc.
Policy	5	Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.
Policy	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
Policy	1	Maintaining and improving library facilities and services shall be pursued within the planning period.
Policy	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
Policy	1	Concentrated residential developments shall be within a service area of a neighborhood community or regional park facility.
Policy	2	Consider that neighborhood parks are incorporated into the design of future subdivisions.
Policy	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.
Policy	4	Develop and pursue funding sources for park and recreation facilities.
Policy	5	All park facilities shall be in compliance with the Americans with Disabilities Act.
Policy	6	Acquire lands to expand the existing park system to meet the demands of a changing and increasing population.
Policy	7	Funding for park land improvement will be set aside annually.
Policy	8	Maintain open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites.
Policy	9	Ensure there are adequate flat parklands for activities such as soccer and ball games.
Policy	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.







Policy	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.
Solid Waste Management and Recycling		
Policy	1	The community shall periodically monitor the effectiveness of the waste management and recycling services provided by private contractors.
Policy	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.
Policy	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		
Policy	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.
Policy	2	Telecommunication facilities and towers shall utilize existing facilities to the maximum extent possible.
Policy	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		
Policy	1	Work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas.
Policy	2	Concentrated residential development shall consider the feasibility and water quality impacts of a wastewater collection and treatment system.
Policy	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.
Policy	4	New on-site sewage treatment facilities are discouraged within the developed area of the city.
Policy	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)		

Policy	1	Whenever possible, utilize the most current technological disposal systems as a replacement for failing conventional privately owned treatment systems.
		Public Water Supply
Policy	1	Well-head protection shall be a priority when reviewing development proposals.
Policy	2	Existing private wells should be properly abandoned in accordance with state regulations and converted to public water service.
Policy	3	Extension of public water service should not be permitted outside the city limits.
Policy	4	The city shall review new residential projects for the availability of an adequate water supply.
		Stormwater Management
Policy	1	Address stormwater management as a requirement of all development proposals.
Policy	2	Proposed developments shall not increase flooding potential to adjacent lands.
Policy	3	All community development shall attain pre-development levels of stormwater run-off during and after development through best management practices.
Policy	4	New development shall use best management practices for construction site erosion control.
Policy	5	Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil.
Policy	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.
Policy	7	The city and the county should cooperatively prepare a drainage system plan for the area and identify major drainage facilities.
Policy	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.
Policy	9	The city shall require surface water conveyance systems in all new development, including transportation facilities.
Policy	10	The city shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained.
Policy	11	The city will require new development projects to include community approved stormwater management facilities.
		Health Care Facilities
Policy	1	Health care and commercial daycare facilities should be steered toward the commercial areas as much as possible.
		Daycare Facilities

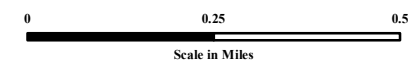
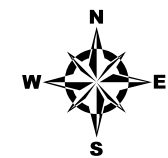
Policy	1	Licensed in-home daycare facilities shall be allowed within the community in order to accommodate child care needs within the community if a conditional use permit is obtained.
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Map 5-1 City of New Holstein Community Facilities



-  Cemetery
-  Church
-  School
-  Off Road Trail
-  Park
-  New Holstein School District

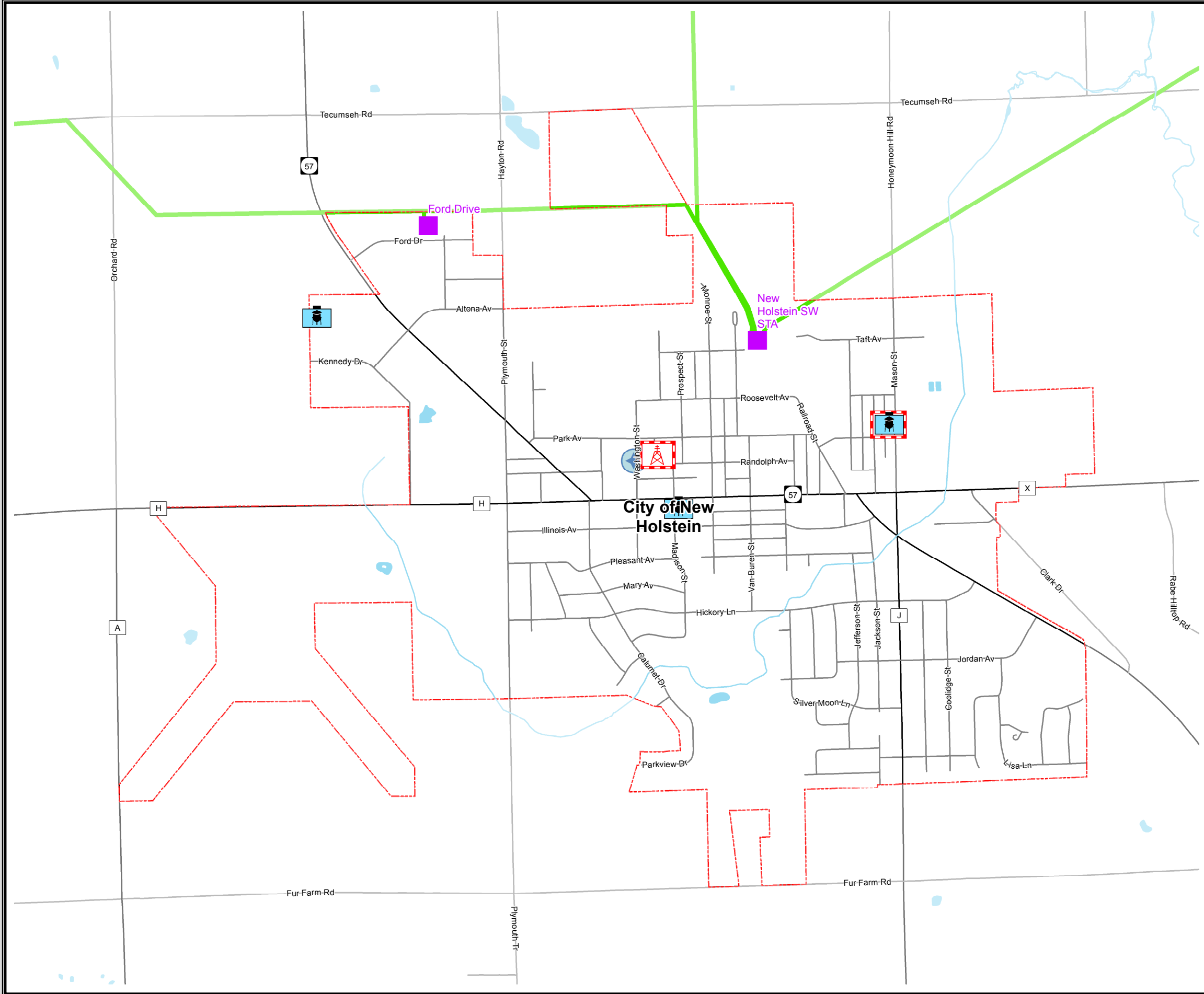
Source:
Base data provided by Calumet County 2017.
Community data provided by ECWRPC 2015.








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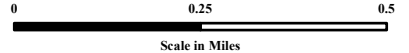
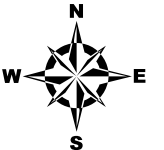
PREPARED MARCH 2017 BY:

Map 5-2 City of New Holstein Utilities



-  Substations
-  Water Towers
-  FCC Towers
-  wellheads_reg
-  69 Kilovolt Transmission Line

Source:
Base data provided by Calumet County 2017.
Substation & Transmission data provided by ATC 2015.
Sanitary Districts & SSA data provided by ECWRPC 2014.



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CHAPTER 6: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. Outside the urban areas of Calumet County, a tapestry of working farms interwoven with stands of woodlands dot the landscape and shape the area's identity and culture. While agricultural acreage and the number of farms have been on the decline in Calumet County, it is still an important component of the area economy. Natural features such as topographic relief, lakes, streams, wetlands and soils also have significant bearing on historic and contemporary land use and development patterns. Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activities or development is a key ingredient in planning a community's future land use.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Agricultural Resource Inventory

- a) Overall, about 31% (1,001 acres) of the land within the City is considered prime farmland with the majority classified as "All Areas Prime Farmland".
- b) The City does not have any Community Gardens.

Natural Resources Inventory

- a) There are no areas of steep slopes (greater than 12%) in the City.
- b) The bedrock geology of the City and the extraterritorial area is made up of two distinct formations that divide the area¹.
- c) There are very limited areas of high bedrock within the City.
- d) There are no active limestone quarry sites in the City.

Water Resources

- a) There is one named waterway in the City
- b) The City is located within two Basins
- c) Overall, 3.5 percent (56.1 acres) of the City is within a floodplain.
- d) The City enforces a shoreland and wetland Zoning District.
- e) Only 2 percent (37.6 acres) of the City's total acreage are classified as wetlands.
- f) According to the City's 2017 Water Quality Report (Customer Confidence Report)², the City did not record any Contaminant violations.
- g) Approximately 37percent (598.1 acres) of the City has groundwater present within two feet or less.

¹ Bedrock Geology of Wisconsin, 2005; University of Wisconsin-Extension Geological and natural History Survey.

² Source: City of New Holstien 2017 Water Quality Report:
<https://www.nhutilities.org/sites/nhutilities.org/files/CCR2017.pdf>

Wildlife Resources

- a) Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources).
- b) The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. The City lies within this tension zone.
- c) Woodlands only makes up approximately 3% of the City's land cover
- d) A review of the NHI Township Search Tool (for the Town of New Holstein) database revealed three species (Bird plant and snail) for the City and areas surrounding the City

Parks, Open Space and Recreational Resources

- a) The WDNR Does not own land within the City.
- b) Important environmental corridors within the City and surrounding area are associated with the named and unnamed streams with natural vegetation scattered throughout the area.

Waste and Pollution

- a) According to SHWIMS, there are 33 operating sites, four closed sites and 15 listed as unknown for New Holstein.
- b) The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County).
- c) The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.
- d) Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2013.

Cultural Resources

- a) At the present, one property within the City is listed on the National Register.
- b) A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 173 sites listed for New Holstein
- c) There are no historical markers located in the City.
- d) There are two museums in the City.
- e) The City is a Certified Local Government (CLG).

INVENTORY AND ANALYSIS

Creating an inventory of existing agricultural, natural, and cultural resources is critical in providing the City with information to base future decisions on. The goals, strategies and recommendations for this element were shaped with these resources, and the constraints and opportunities they provide, in mind. The following provides an inventory of these resources.

AGRICULTURAL RESOURCES INVENTORY

Farming and the processing of farm products is an important source of income and employment in Calumet County. Since agriculture is a necessary component of the county's economy, the protection of farmland is critical. However, as is occurring elsewhere in rural Wisconsin, new developments are encroaching on productive farmland. This section will assess agricultural lands in Calumet County which has an impact on the City.

Farm and Farmland Loss

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential, commercial, industrial, and other development.

In 2017, there were about 684 farms (defined as any place producing at least \$1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the census year) in Calumet County (Table 6-1). There was a net decrease of 35 farms or -4.9 percent countywide between 2007 and 2012.

While the number of farms decreased from 2012 to 2017, the amount of land in farms and average size of farms increased when measured in acres. Land in farms increased 8.1% and average size of farms increased 13.6%.

Table 6-1: Calumet County Trends in Farm Numbers, 2012 and 2017

Item	2012	2017	Percent Change
Number of farms	719	684	-4.9%
Land in farms (acres)	142,374	153,858	8.1%
Average size of farm (acres)	198	225	13.6%

Source: USDA Census of Agriculture. Data accessed 6/3/19

Farmland Soils

Prime farmland are generally defined as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods”. This includes the following classifications (1) All areas are prime farmland; (2) Prime Farmland, if drained; (3) Farmland of Statewide Importance; and (4) Not Prime Farmland if drained. Soil data from the NRCS-USDA Web Soil Survey (WSS), accessed in 2017, was used to determine prime farmland.

Overall, about 31% (1,001 acres) of the land within the City is considered prime farmland with the majority classified as “All Areas Prime Farmland” (Map 6-1). “All Areas Prime Farmland” soils are spread throughout the City. “Prime farmland, if drained” comprises much of the remainder of the City.

Table 6-2: Important Farmland Classes

Soil Classification	Acres	Percent
All Areas Prime Farmland	835.8	26%
Farmland of Statewide Importance	165.3	5.2%
Prime Farmland if Drained	588.9	18.3%
Not Prime or Statewide Importance	12.5	0.4%
Water	2.7	0.08%
Total	1,605	100%

Source: NRCS-USDA Soil Data, Accessed in 2017

Community Gardens

Community gardens provide access to local food. They allow people without access to land to grow their own food, and to share knowledge and skills. Some people find that gardening relieves stress, encourages social interaction, increases physical activity and encourages people to eat more vegetables and healthy foods. **The City does not have any Community Gardens.**

Bees and Poultry

Beekeeping and the raising of chickens in urban settings has become popular in recent years. Bees' aide in pollination of garden plants and backyard orchards and provide a source of locally produced honey. The City's does not have a bee our poultry ordinance.

NATURAL RESOURCES INVENTORY

Natural Resources act as the foundation upon which communities are formed. Identifying key natural resources in and within a close proximity of the City , and learning how to utilize, conserve, and/or preserve them may determine the future environmental health of the City . This section addresses land, water, wildlife, mineral, and recreational resources in the City, and aims to provide a baseline upon which the City can use to make future decisions that may impact these resources.

Land Resources

Soils

Soils support the physical base for development and agriculture within the City. Knowledge of their limitations and potential difficulties is helpful in land use such as residential development, utility installation and other various projects. One general soil association, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the City³.

- **Hochheim-Larmartine-Mayville:** This association consists is well drained to somewhat poorly drained soils that are loamy. In general these soils were formed in glacial till.

Steep Slopes

In general, the City is relatively flat. **There are no areas of steep slopes (greater than 12%) in the City.**

Geology, Topography and Scenic Resources

The structure of the City's bedrock and historic glacial events is largely responsible for the City's landscape. After the recession of glaciers about 11,000 years ago, Calumet County was left with its current topography shaped by mounds of glacial till with flatter areas where limestone and sandstone bedrock often lie not far from the surface.

³ Soil Survey of Calumet County, Wisconsin, 1980; United States Department of Agriculture Soil Conservation Service.

- The **Dolomite Group** is part of the Silurian period and is associated with the Niagara Escarpment encompassing areas east of Lake Winnebago and stretching east ward to Lake Michigan.

Another bedrock formation lies west of the City. This formation is an Ordovician, Maquoketa Formation made up of shale and dolomite. This thin formation runs along Lake Winnebago.

Areas of high bedrock are defined as being within 70 inches of the surface. While there are no inventoried and mapped areas of high bedrock within the City there are several areas of known exposed bedrock in the central part of the City. High bedrock is scattered throughout Calumet County.

Metallic and Non-Metallic Mining Resources

Non-metallic mineral resources include other than those mined as a source of metal. Economically important non-metallic minerals include stone, sand, gravel and clay. **There are no active limestone quarry sites in the City** (Map 6-2).

Water Resources

Lakes and Ponds

Surface water resources are extremely valuable features because of their potential environmental and economic benefits. Water based recreational activities and appropriately designed residential development that capitalizes on surface water amenities can have lasting impact on the local economy. Appropriate location and management of residential activity near surface water features is extremely important because of potential threats to water quality. Residential development's threats to surface water resources include lawn-applied chemicals, siltation and petroleum-based substances and salts from local road runoff.



Lake Winnebago

The Wisconsin DNR maintains the Wisconsin Lakes Directory. The directory provides a list of named and unnamed lakes, springs, and ponds. **There are no lakes within the City.**

Rivers and Streams

There is one named waterway in the City⁴. In addition, a series of unnamed intermittent streams, ditches, and drainage ways primarily drain agricultural areas or undeveloped areas within the City (Map 6-4).

- **Jordon Creek (80200).** Jordan Creek originates southeast of New Holstein and flows northerly for 1.2 miles, partly through the east side of New Holstein, before draining into Pine Creek, which flows into the South Branch near Hayton. The New Holstein WWTP outfall is on Jordan Creek. Tecumseh Products, Inc. is also located on this channel and due to previous water quality standard violations it now discharges to the WWTP.

⁴ WDNR, Surface Water Viewer: <https://dnrmapping.wi.gov/H5/?Viewer=SWDV>

The current stream classification for Jordan Creek is Limited Aquatic Life (LAL). The district water quality biologist suggests the classification for Jordan Creek should be a warm water forage fishery (WWFF) and that it be changed in the next revision of NR 104. This proposed change may require more strict effluent limits for the City of New Holstein WPDES Permit.

Watersheds and Drainage

The City is located within two Basins⁵ (Map 6-4). The Lakeshore Basin is a water-rich area sprinkled with an assortment of inland lakes, major rivers and small streams and bounded by the waters of Green Bay and Lake Michigan. The basin completely encompasses the counties of Door, Kewaunee and Manitowoc and parts of Brown and Calumet counties. The area was sculpted by glaciers and is dominated by the Niagara limestone formation, which underlies most of the basin, but projects above ground prominently as the Niagara Escarpment. The Sheboygan River Basin sustains a wide range of plant and animal life as well as offers a wide range of quality. The Basins are divided into sub-watersheds, two of which encompasses the City.

- **The South Branch Manitowoc River Watershed** lies primarily in Calumet County, but extends west into Manitowoc County and south to Fond du Lac County. The watershed is dominated by agriculture (73%) and wetlands (18%) and is ranked high for nonpoint source issues affecting streams, lakes and groundwater.
- **The Sheboygan River Watershed** is the largest and possibly the most diverse watershed in the basin, covering about 260 square miles. The Sheboygan River originates in east-central Fond du Lac County and flows generally southeastward into the City of Sheboygan where it enters Lake Michigan. Agricultural is the predominant land use within the watershed.

Floodplains

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Floodplains shown on Map 6-4 were obtained from FEMA 2017.

Overall, 3.5 percent (56.1 acres) of the City is within a floodplain. These areas can be seen in Map 6-4, and Table 6-3. The mapped floodplains are largely associated with the Jordan Creek corridor.

The City enforces floodplain and shoreland – wetland zoning ordinances. In addition, Calumet County enforces a floodplain-wetland zoning ordinance for unincorporated areas of the county.

Table 6-3: Floodplains

MCD	Floodplains	Total acres	Percent
V. New Holstein	56.12	1,605	3.5

Source: ECWRPC, 2019

⁵ WDNR, <http://dnr.wi.gov/water/basin/wolf> .

Wetlands

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands.

The City enforces a shoreland and wetland Zoning District. The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for authorization.

The wetlands shown on Map 6-4 are based on the Wisconsin DNR Wetlands Inventory Map. They were identified using aerial photographs to interpret vegetation, visible hydrology, and geography based on the U.S. Fish and Wildlife Service's "Classification of Wetland and Deepwater Habitats of the United States." **Only 2 percent (37.6 acres) of the City's total acreage are classified as wetlands.** The majority of this acreage is located along unnamed stream corridors.

Groundwater

Safe, clean, and reliable groundwater plays a crucial role in maintaining the current quality of life and economic growth of the City. Precipitation in the form of rain and snow is the source of nearly all the City's groundwater. Recharge is generally greatest in the spring, when water from melting snow and heavy rains saturate the ground and percolate downward to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, then the elevation where the groundwater is found will fall, causing a depression to occur. Lower water levels cause the pumping lifts to increase and may reduce the yields of some of the wells. **According to the City's 2017 Water Quality Report (Customer Confidence Report)⁶, the City did not record any Contaminant violations.**

Groundwater Recharge Potential. According to a report prepared by the Wisconsin Geological and Natural History Survey⁷, areas within the City and the surrounding areas have high (4-8 inches/year) and very high (>8 inches/year) infiltration rates which are estimated to become stream base flows or continue down and eventually become groundwater recharge. **Most areas (91.6%) within the City fall within the high water recharge potential).** Protecting infiltration areas from impermeable development will help to safeguard the surrounding area's drinking water supply and will help safeguard the quality and quantity of Lake Winnebago surface water in the long-term.

⁶ Source: City of New Holstein 2017 Water Quality Report:
<https://www.nhutilities.org/sites/nhutilities.org/files/CCR2017.pdf>

⁷ Groundwater Recharge in Calumet, Outagamie, and Winnebago Counties, Wisconsin, Estimated by a GIS-based Water-balance Model, 2011; University of Wisconsin-Extension Wisconsin Geological and Natural History Survey (Open-File Report 2001-05).

Table 6-4: Water Recharge Potential

	Acres	Percent
Low Water Recharge Potential (0" - 2"/year)	1	0.0%
Medium Water Recharge Potential (2" - 4"/year)	42.0	2.6%
High Water Recharge Potential (4" - 8"/year)	1,464.5	91.6%
Very High Water Recharge Potential (> 8"/year)	91.8	5.7%
Total Acres	1,598.2	100.0%

It is important to recognize that, in addition to any efforts made within the City and throughout the City’s extraterritorial area to protect groundwater supply; this issue is more regional in scope. A groundwater divide, located in the central part of Wisconsin, determines the flow of groundwater. Efforts to preserve groundwater resources should be coordinated on a regional basis as a way to ensure that the region’s groundwater supply is protected.

Groundwater Contamination Susceptibility. The ease that pollutants can be transported from the land surface to the top of the groundwater or “water table” defines a groundwater’s susceptibility to pollutants. Materials that lie above the groundwater offer protection from contaminants. However, the amount of protection offered by the overlying materials varies, depending on the materials.

The WDNR, in cooperation with UW-Extension, the Wisconsin Geological and Natural History Survey and USGS, evaluated the physical resource characteristics that influence sensitivity in order to identify areas sensitive to contamination. Five resource characteristics were identified: depth to bedrock, type of bedrock, soil characteristics, depth to water table and characteristics and characteristics of surficial deposits. Each of the five resource characteristics was mapped, and a composite map was created. A numeric rating scale was developed and map scores were added together.

An index method was used to determine susceptibility; however this method of analysis is subjective and includes quantifiable or statistical information on uncertainty. This limits the use of the information for defensible decision making. Therefore, while groundwater contamination susceptibility maps can be useful, this level of uncertainty must be kept in mind.

Table 6-5: Groundwater Susceptibility

MCD	Very High		Somewhat High		Moderate		Somewhat Low		Very Low		Total Acres
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	
New Holstein	91.3	5.7%	1,394.2	86.9%	119.6	7.5%	0	0.0%	0	0%	1,605

Source: ECWRPC, 2019

Depth to Groundwater. Groundwater depth can impact building foundations, utility and street construction and other factors. Areas of high groundwater are generally found throughout the City and the surrounding area (Map 6-2). **Approximately 37percent (598.1acres) of the City has groundwater present within two feet or less.**

Table 6-6: High Groundwater

MCD	High Groundwater*	Total acres
New Holstein	598.1	37.3

*Groundwater less than 2 feet.
 Source: ECWRPC, 2019

WILDLIFE RESOURCES

Wildlife Habitat

Numerous habitat types surrounding the City have the potential to support varied and abundant wildlife and fish communities. These habitats consist of Lake Winnebago, the Niagara Escarpment, stream corridors, woods, open wet meadows, and farmland.

Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources). This has affected water quality and habitat health downstream to Lake Michigan.

Woodlands

Woodlands covered much of Calumet County before settlement. At one time, the area was primarily covered with deciduous hardwood forest. The Fox Valley’s reliance on the paper industry attests to the regions’ forested history.

The tension zone is a wide corridor running from northwestern to southeastern Wisconsin that marks the pre-settlement dividing line between northern and southern native plant species. **The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. The City lies within this tension zone.** The United States Department of Agriculture has also divided the country into plant hardiness zones. Those zones contain characteristic plant species that are hardy in that region. Generally speaking, plants from any particular zone are hardy in that zone and those to the south, but not to the north unless they are protected from the severe climate of that zone.

The City and the surrounding areas are at the juncture of two different plant communities. They are generally described as the boreal element and the prairie element. Characteristics typical of both the Conifer-Hardwood Forest and the Southern-Hardwood Forest can be seen locally.

Woodlands are limited in the City and fragmented in the surrounding areas. Care must be taken in the selection of trees for use in the City, including those used for landscaping, in preserved parks and open spaces, and along the street. Street trees in particular have the hardest time adapting to their particular microclimates. Normally they are subject to stress from soil compaction, heat, drought conditions, lack of root space, salt, road pollutants, and impacts from all sorts of vehicles. The typical street tree usually lives only a fraction of its potential life span. Street trees should be selected from a pallet of trees that adapt well to street conditions and are suitable for the local area. There should also be diversity in the species selected to reduce the spread of tree and shrub diseases.

Forests and woodlands can be classified into one of two categories: general (unplanted) woodlands and planted woodlands. General woodlands are naturally occurring forests and hedgerows. Planted woodlands are tree plantations in which trees are found in rows. These

areas include orchards, timber tracts, Christmas tree plantations and other general uses. **Woodlands only makes up approximately 3% of the City's land cover** (Table 6-7, Map 6-5).

Table 6-7: Woodlands

MCD	Planted Woodlands	General Woodlands	Total Woodlands	Total acres	Percent
V. New Holstein	6.2	47.4	53.6	1,605	3.3%

Source: ECWRPC, 2019

Rare, Threatened and Endangered Species

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Calumet County. In order to protect these species and communities, the exact location is not available to the public; however, Calumet County does have a copy of this database. Whenever a request comes into the county for development, this database is consulted prior to granting approval.

The Wisconsin DNR Natural Heritage Inventory (NHI) maintains an online database which provides statewide inventory of known locations and conditions of rare and endangered species, by town. **A review of the NHI Township Search Tool (for the Town of New Holstein) database revealed three species (Bird plant and snail) for the City and areas surrounding the City** (Table 6-8). This database is incomplete since not all areas within the state have been inventoried. Thus, the absence of a species within this database does not mean that a particular species or community is not present. Nor does the presence of one element imply that other elements were surveyed for but not found. Despite these limitations, the NHI is the state's most comprehensive database on biodiversity and is widely used. Generalized versions of the data base are included on Map 6-5.

Table 6-8: WDNR Natural Heritage Inventory

<u>Scientific Name</u>	<u>Common Name</u>	<u>WI Status</u>	<u>Federal Status</u>	<u>Group</u>
Chlidonias niger	Black Tern	END	SOC	Bird
Cypripedium arietinum	Ram's-head Lady's-slipper	THR		Plant
Vertigo nylanderi	Deep-throated Vertigo	SC/N		Snail

Source: WDNR Natural Heritage Inventory 2019 search, <https://dnr.wi.gov/topic/NHI/Data.asp?tool=township&mode=detail>

Exotic and Invasive Species

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckthorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, emerald ash borer, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. The invasive species rule (Wis. Adm. Code Ch. NR40) makes it

illegal to possess, transport, transfer, or introduce certain invasive species in Wisconsin without a permit.

PARKS, OPEN SPACE AND RECREATIONAL RESOURCES

WDNR and Public Lands

The WDNR Does not own land within the City. The WDNR's on-line Public Lands mapping application (at https://dnrm.wisconsin.gov/H5/?Viewer=Public_Access_Lands) highlight the following Knowles-Nelson Stewardship Grant properties and state owned properties:

- New Holstein Kiawanis (Bonlander) Acquisition.

Environmental Corridors

Environmental corridors are continuous systems of open space created by the natural linkages of environmentally sensitive lands such as woodlands, wetlands, and habitat areas. They provide important routes of travel for a variety of wildlife and bird species. Protecting these corridors from development protects habitat and keeps nonpoint source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

Important environmental corridors within the City and surrounding area are associated with the named and unnamed streams with natural vegetation scattered throughout the area. These areas should be protected from development by implementing buffer strips where land disturbing activities are limited within the established buffer area.

WASTE AND POLLUTION

Solid and Hazardous Waste Sites

The Solid and Hazardous Waste Information Management System (SHWIMS) provides access to information on sites, and facilities operating at sites, that are regulated by the Wisconsin Department of Natural Resources' (WDNR) Waste and Materials Management (WMM) program. The SHWIS on-line database activity information, including:

- Engineered and licensed solid waste disposal facilities;
- Older unlicensed waste disposal sites (e.g. town dumps);
- Licensed waste transporters;
- Hazardous waste generators; and
- Composting sites, wood-burning sites, waste processing facilities and more.

According to SHWIMS, there are 33 operating sites, four closed sites and 15 listed as unknown for New Holstein.

Air Quality

Air quality, especially good air quality, is often taken for granted. Clean air is vital to maintain public health. Sound local and regional planning can minimize negative impacts to the air.

Development patterns can impact automobile use, which in turn impacts air quality. Emissions from certain industries can also impact air quality. A development patterns become more spread out, the location of jobs and housing become more segregated and distant from one another.

Since alternative modes of transportation are, at present day, less viable or unavailable in some instances, people rely more on the automobile to get around. Changing lifestyles are also a major factor. Two income families are causing people to find housing that splits the difference between the two employment locations. Since vehicle travel generates air pollutant emissions, greenhouse gas emissions, and noise, local decisions about what types, where and how new development occurs can have an impact on air quality.

The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County). The primary and secondary National Ambient Air Quality standard for ozone is 0.075 ppm.⁸ Monitored values of ozone represent ground level ozone, which is not directly emitted into the air. Ozone concentrations typically reach higher levels on hot sunny days in urban environments; it can be transported long distances by wind. **The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.**⁹ Particulate matter (PM) is a mixture of solid particles and liquid droplets. It includes acids, organic chemicals, metals, soil or dust, and allergens. According to the Wisconsin Air Quality Trends, 2014, **Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2013.**

CULTURAL RESOURCES

Cultural resources, like natural resources are valuable assets which should be preserved. These resources define a community's unique character and heritage. Included in this section is an inventory of historic buildings, sites, structures, objects, archeological sites and districts.

State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history. Sites are based on the architectural, archaeological, cultural, or engineering significance. (For ease of discussion, "National Register" is used to refer to both programs. In Wisconsin, if a property is listed on one then it is typically listed on the other.

⁸ Primary standard limits are set to protect public health, while secondary standards are set to protect public welfare.

⁹ Wisconsin Department of Natural Resources, *Wisconsin Air Quality Trends*, April 2015.

At the present, one property within the City is listed on the National Register. The property listed in the National Register is:

Table 6-9: City of New Holstein National Register and State Register of Historic Places

Reference #	Location	Historic Name
96000727	1600 Main Street	Timm, Herman C., House

Source: Wisconsin State Historical Society. Data accessed 6/3/19

The National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties. This can be found by accessing the DHP website (<http://www.wisconsinhistory.org>) or by contacting the Wisconsin State Historical Society.

Architecture and History Inventory (AHI)

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such as highway construction projects.

A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 173 sites listed for New Holstein.¹⁰

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated. Information can be found on the DHP web site (<http://www.wisconsinhistory.org>).

Archaeological Sites Inventory

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up-to-date information on sites within the City contact State Historic Preservation Officer at the Wisconsin State Historical Society.

Wisconsin Historical Markers

Wisconsin historical markers identify, commemorate and honor important people, places, and events that have contributed to the state's rich heritage. The Wisconsin Historical Markers Program is a vital education tool, informing people about the most significant aspects of Wisconsin's past. The Society's Division of Historic Preservation administers the Wisconsin Historic Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. **There are no historical markers located in the City.**

¹⁰ Accessed 6/3/19.

Museums/Other Historic and Cultural Resources

Museums protect valuable historic resources for community enjoyment. Residents are welcome to learn from the exhibits and amenities they have to offer. **There are two museums in the City.**

Table 6-10: Museums in City of New Holstein

Museum	Location
Karsten Schroeder Store	2103 Main Street, New Holstein
Herman C. Timm House	1600 Wisconsin Avenue, New Holstein

Source: Wisconsin State Historical Society. Data accessed 6/3/19

Local Historic Preservation Commissions and Societies

The Certified Local Government (CLG) program was enacted as part of the National Historic Preservation Act Amendments of 1980. It has been established in Wisconsin to further encourage and assist historic preservation by local governments. In Wisconsin, a city, County, or town can be certified by Wisconsin's State Historic Preservation Office and the Department of the Interior as a CLG if it meets basic criteria. **The City is a Certified Local Government (CLG).**

Local History¹¹

Initial land claims within what is now the City of New Holstein were made in May 1848. Named after the Schleswig-Holstein region in Germany from which many initial settlers hailed, the Town of New Holstein was organized in March 1849 and, approximately one year later, a post office was established. What is known today as New Holstein, developed as two separate communities—the hamlets of New Holstein and Altona, the latter of which was platted in 1851. In 1872, the Milwaukee & Northern Railroad came through New Holstein and, that same year, the plat of the historic downtown of New Holstein was completed. An 1879 map entitled “New Holstein” also included that of Altona proper. Although the two communities gave an appearance of one on maps and in other publications, they each maintained their own “Main Street.” While a few businesses had positioned themselves between the hearts of each commercial district, the two did not become one until August 7, 1901, when New Holstein was officially incorporated as a village. The population at incorporation was 569 and the first village president was Herman C. Timm. By this time, the community was home to approximately forty total industries, businesses and professional services.

Between 1900 and 1910, a number of city additions were platted and, as of 1914, New Holstein's population had nearly doubled to approximately 1,000 persons. Assisting in this growth was the 1907 establishment of the Meili-Blumberg Company and the 1908 expansion of the John Lauson Manufacturing Company, which was first established in the 1870s. The community's growth was highlighted in a nearly fifty-page promotional brochure that touted its educational advantages, societies and clubs, churches of multiple denominations, attractive homes, and its expanding industrial, business and professional services. As of 1920, the city's population registered at 1,373 and, in 1926, New Holstein incorporated a city. As of incorporation, the major city services were in place, with the fire department created in 1903,

¹¹ Sources: New Holstein Historic Preservation Commission

electricity introduced in 1912 (and improved in 1922) and a water works plant completed in 1924.

Despite a modest loss of residents by 1930 (1,274), population grew to 1,502 by 1940 and 1,831 in 1950. Along with population growth came the physical expansion of the city limits, mostly south of Wisconsin Avenue. Among the industries introduced between the 1930s and into the 1950s included the Leverenz Shoe Company, the Kestell Furniture Company and the Langenfeld Shoe Company/Flexiclog Corporation. By 1970, New Holstein numbered 3,012 and additional municipal improvements of that decade included a 1970 addition to the 1940 fire station and the construction of a new library (1975). The 1970s also saw the removal of the city’s historic railroad depot building.

POLICIES AND PROGRAMS

Policies and programs related to the Agricultural, Natural and Cultural resources element can be found in Appendix D.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

GOALS AND OBJECTIVES

Type	Reference	Content
Goal	ANC1	Support the agricultural resources of the county and the region.
Objective	ANC1.1	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.
Objective	ANC1.2	Encourage the growth of agriculture related businesses and services in the community’s commercial and industrial areas.

Type	Reference	Content
Goal	ANC2	Maintain, preserve, and enhance the city’s natural resources.
Objective	ANC2.1	Address the potential impacts of proposed public and private development on groundwater quality and quantity, surface water quality, stormwater runoff, green space, and woodlands.
Objective	ANC2.2	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.

Type	Reference	Content
Goal	ANC3	Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.
Objective	ANC3.1	Decrease sources of point and non-point source storm water pollution.
Objective	ANC3.2	Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality and flow patterns of groundwater.

Type	Reference	Content
Goal	ANC4	Maintain and restore the environmental integrity of surface waters.
Objective	ANC4.1	Encourage the creation and preservation of buffers and building setbacks between intensive land uses and surface water features.
Objective	ANC4.2	Develop partnerships with adjacent towns and communities, Calumet County, lake and river organizations, and state agencies to address surface water quality degradation.
Objective	ANC4.3	Explore options to improve the management of stormwater runoff.

Type	Reference	Content
Goal	ANC5	Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.
Objective	ANC5.1	Maintain, improve, and create additional parklands.
Objective	ANC5.2	Manage growth to preserve and create additional interconnected green space corridors.
Objective	ANC5.3	Preserve trees and woodlands.

Type	Reference	Content
Goal	ANC6	Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.
Objective	ANC6.1	Manage the potential impacts of development proposals on those features that the community values as a part of its character and identity.
Objective	ANC6.2	Explore options for achieving improved design and appearance of non-residential buildings and sites in areas that define the character of the community.
Objective	ANC6.3	Address light and noise pollution when evaluating proposed non-residential development.

Type	Reference	Content
Goal	ANC7	Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Objective	ANC7.1	Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
Objective	ANC7.2	Address the potential impacts of development proposals on historical and archeological resources.
Objective	ANC7.3	Encourage efforts that promote the history, culture, and heritage, of the city.

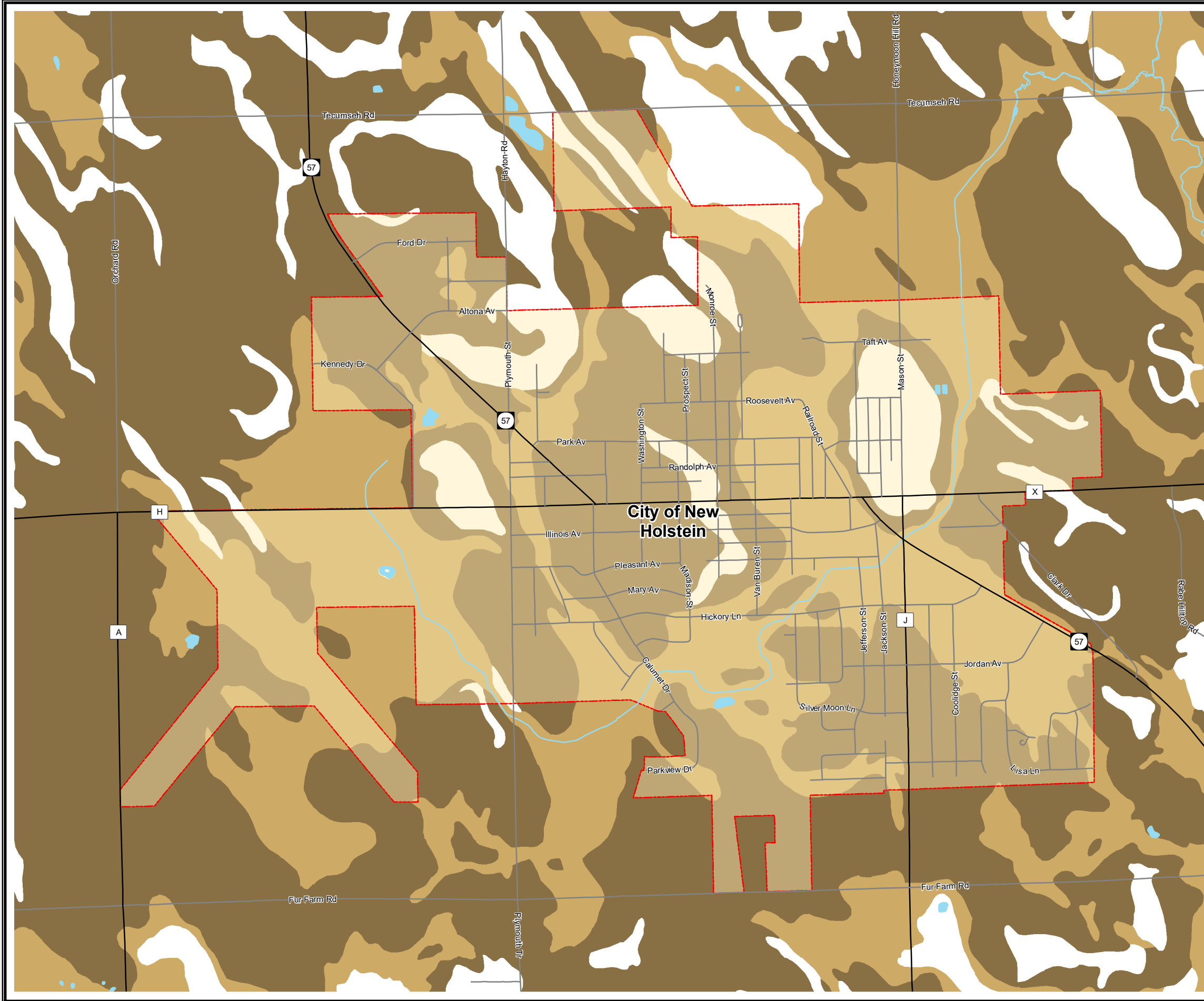
POLICIES AND RECOMMENDATIONS






Type	Reference	Content
Policy	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.
Policy	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.
Policy	3	Development occurring within or near independent environmental resources shall incorporate those resources into the development rather than harm or destroy them.
Policy	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.
Policy	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.
Policy	6	Establish an erosion control ordinance to minimize the impacts of construction on the community’s natural resources.
Policy	7	The clean-up and reuse of brownfield sites should be pursued for redevelopment prior to utilizing undeveloped land.
Policy	8	Household hazardous waste collection will be performed at least once every two years.
Policy	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.
Policy	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.
Policy	11	Community events or programs shall be held at community parks to encourage their use.
Policy	12	Landscape shall be preserved in its natural state, insofar as practicable, by minimizing tree and soil removal.

Policy	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.
Policy	14	Trail surfacing materials which are permeable and do not compound drainage and erosions problems shall be used in public recreational areas.
Policy	15	Establish a tree planting ordinance to promote tree planting in residential neighborhoods.
Policy	16	An interconnected network of environmental corridors shall be maintained throughout the community.
Policy	17	Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.
Policy	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.
Policy	19	The conversion and fragmentation of designated environmental corridors by new development, roads, and utilities shall be minimized to the extent practical.
Policy	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.
Policy	21	All forms of structural development will be restricted on the 100-year floodplains based on FEMA maps.
Policy	22	During the building permitting process all permit holders will be informed if the site location is near or within a floodplain.
Policy	23	All development proposals will be reviewed and evaluated for their potential effects on the groundwater supply.
Policy	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.
Policy	25	Identify, record, and promote preservation of historical, cultural, and archaeological sites within the community.
Policy	26	A map and database of historic structures will be developed within the planning period.
Policy	27	A community survey of historical and archeological resources will be conducted a least once every 20 years.
Policy	28	A historic preservation ordinance will be adopted to protect historic sites.
Policy	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.

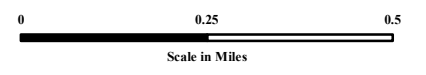
Policy	30	Determine the feasibility of creating an historic preservation district in the downtown or other historically significant neighborhoods to preserve the history and heritage of these areas for future generations.
Policy	31	Development of comprehensive river, stream, and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement will be pursued within the planning period.
Policy	32	The river running through the city will be preserved, protected, and enhanced by the creation of a parkway corridor.
Policy	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.
Policy	34	Municipal services will not be extended into farmland areas unless a plan for their immediate use is in place.
Policy	35	Maintain the wellhead protection ordinance or plan within the planning period.
Policy	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).
Policy	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.
Policy	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.

Map 6-1 City of New Holstein Prime Farmland



-  All areas are prime farmland
-  Prime farmland if drained
-  Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season
-  Prime farmland if protected from flooding or not frequently flooded during the growing season
-  Not Prime Farmland

Source:
Base data provided by Calumet County 2017.
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2017.

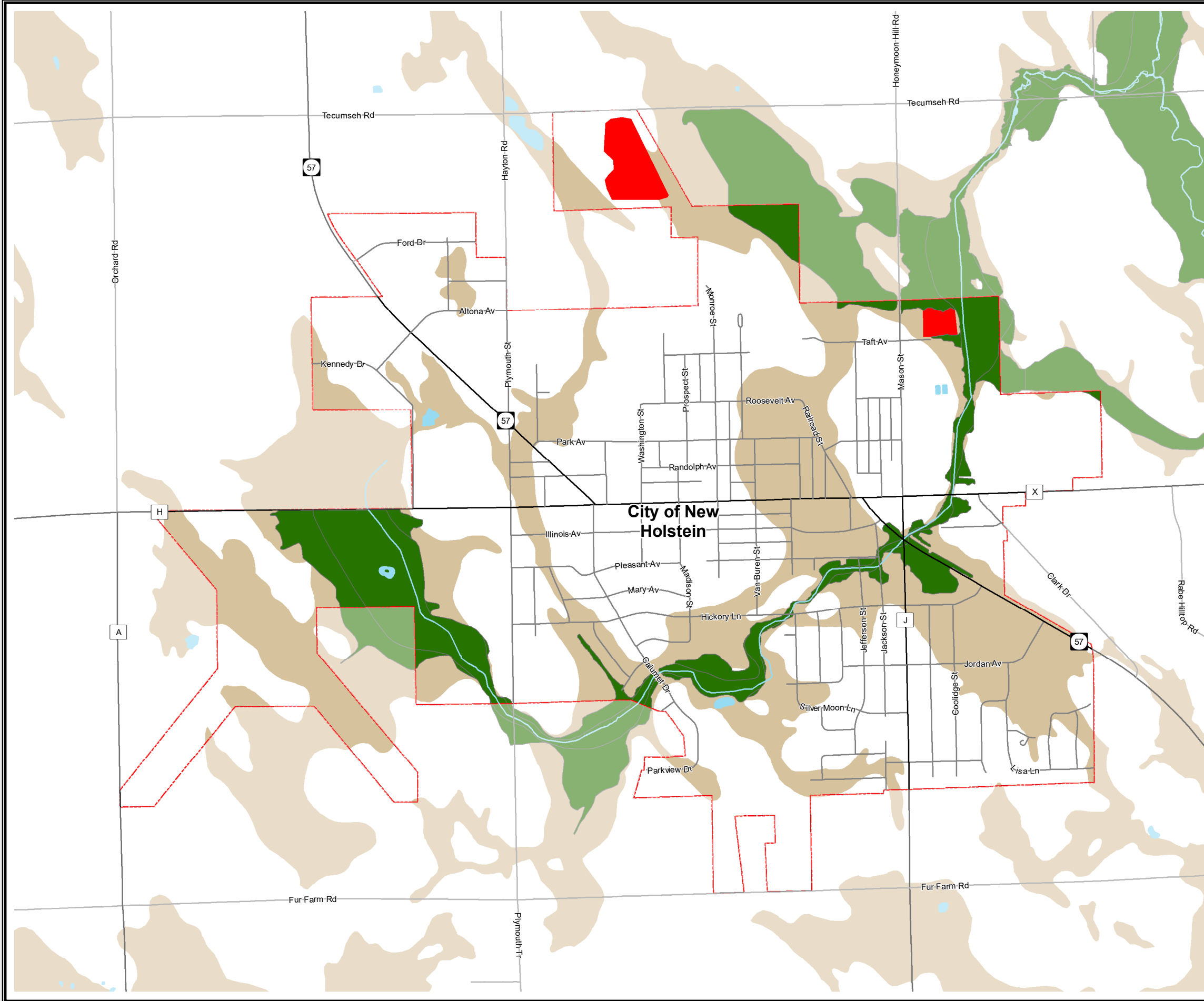






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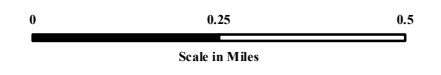


Map 6-2 City of New Holstein Soils



-  Steep Slope (>12%)
-  100 Year Floodplain
-  Solid Waste Sites and Historic Landfills
-  High Groundwater (<2 Feet)

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2017.
Floodplain data from FEMA 2017
Base data provided by Calumet 2017.

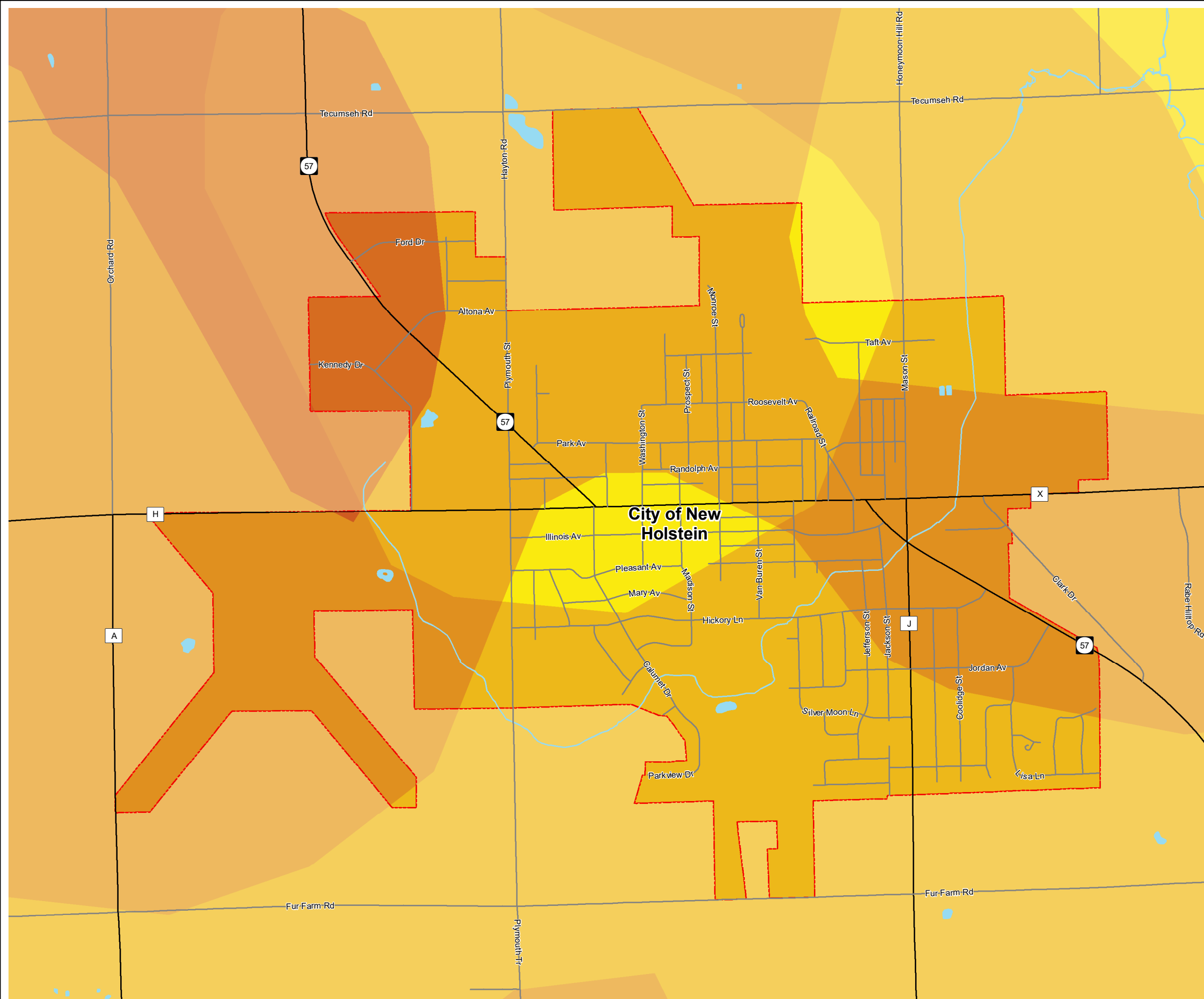



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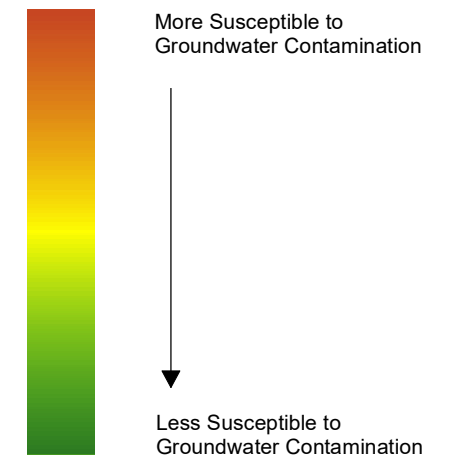
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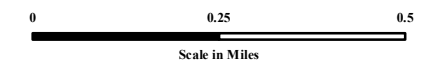
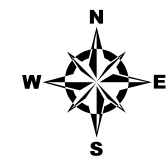
Map 6-3 City of New Holstein Groundwater Contamination Susceptibility



 Quarries



Source:
Quarry data provided by Calumet County XXXX
Soil data provided by WDNR 2001.
Base data provided by Calumet County 2017.

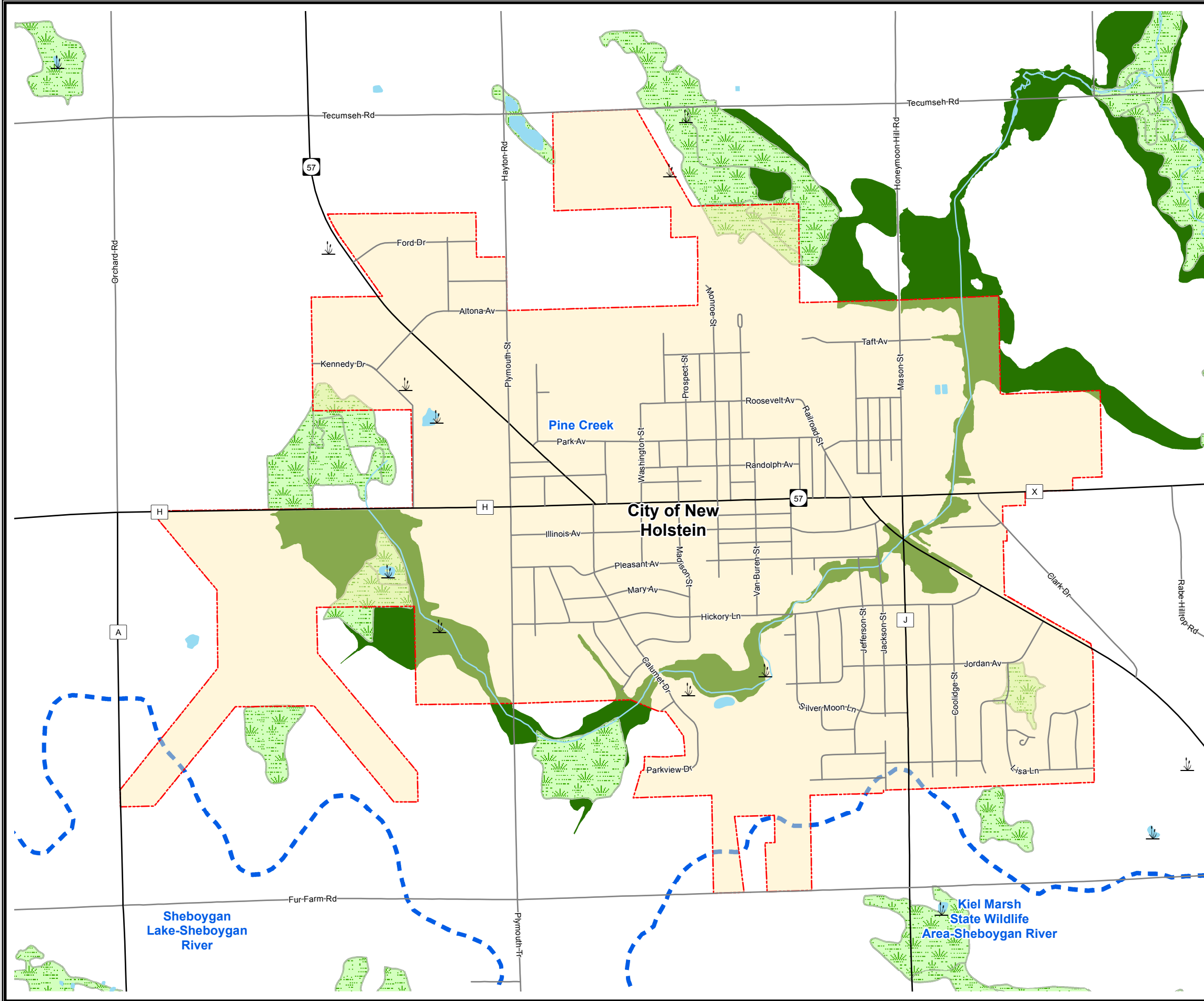






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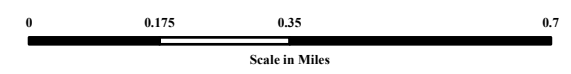
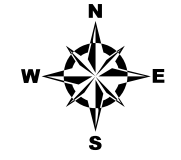


Map 6-4 City of New Holstein Environmental - Water



-  Wetlands (< 5 Acres)
-  Wetlands (> 5 Acres)
-  100 Year Floodplain
-  Subwatershed Boundary

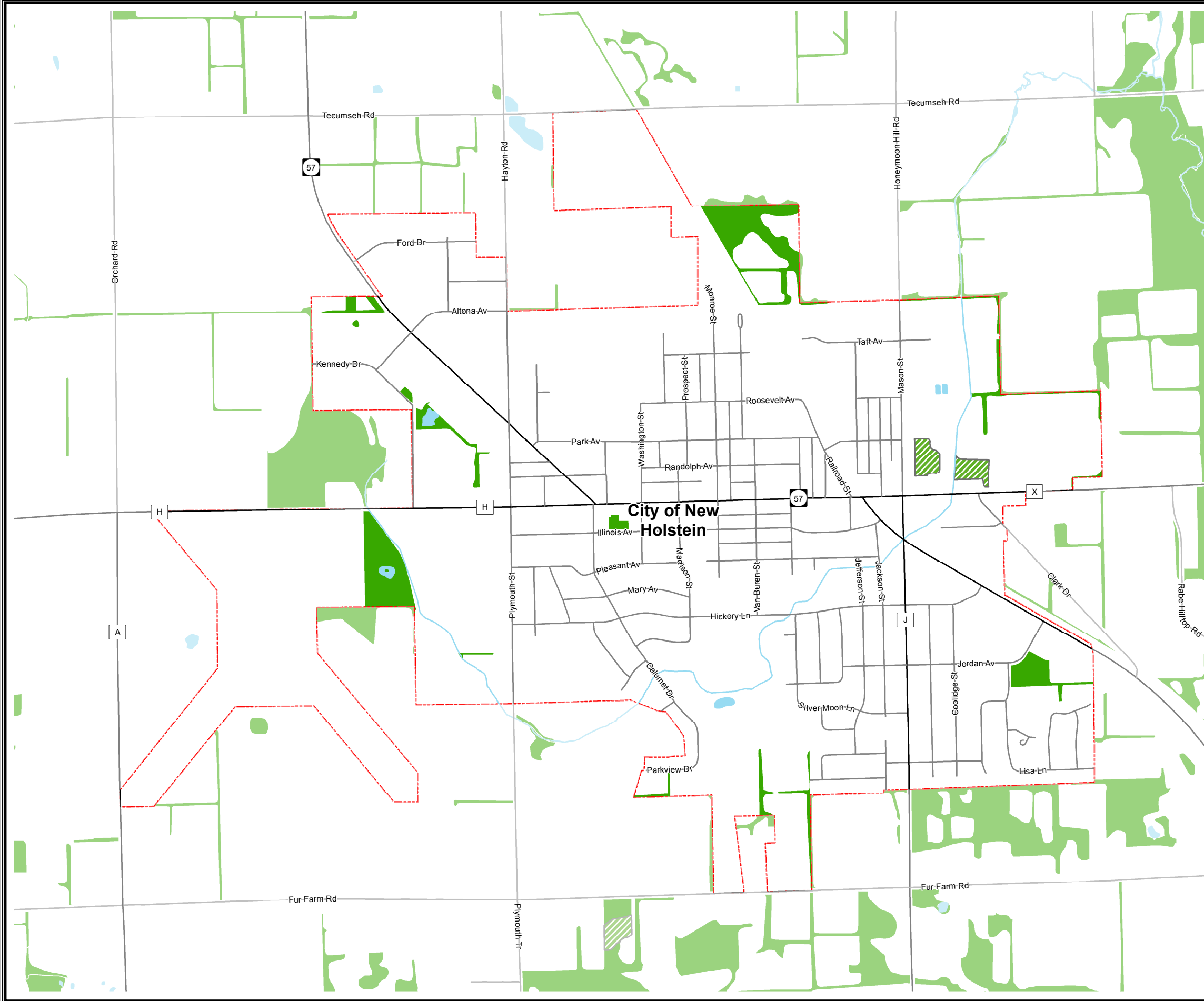
Source:
Base Data provided by Calumet County 2016.
Wetland Data provided by WIDNR 2015.
Floodplain Data provided by WIDNR 2015.
Watershed Data provided by WIDNR 2015.



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Regional Planning Commission
ECWRPC

Map 6-5 City of New Holstein Conservation

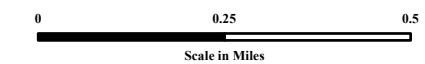
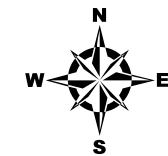


- WDNR Managed Lands
- Woodlands - General
- Woodlands - Planted
- City of New Holstein

DNR Endangered Species Areas

- Aquatic Habitat
- Terrestrial Habitat
- Wetland Habitat

Source:
Base data provided by Calumet County 2017.
Soil data provided by NRCS-USDA Web Soil
Survey (WSS), accessed 2013.

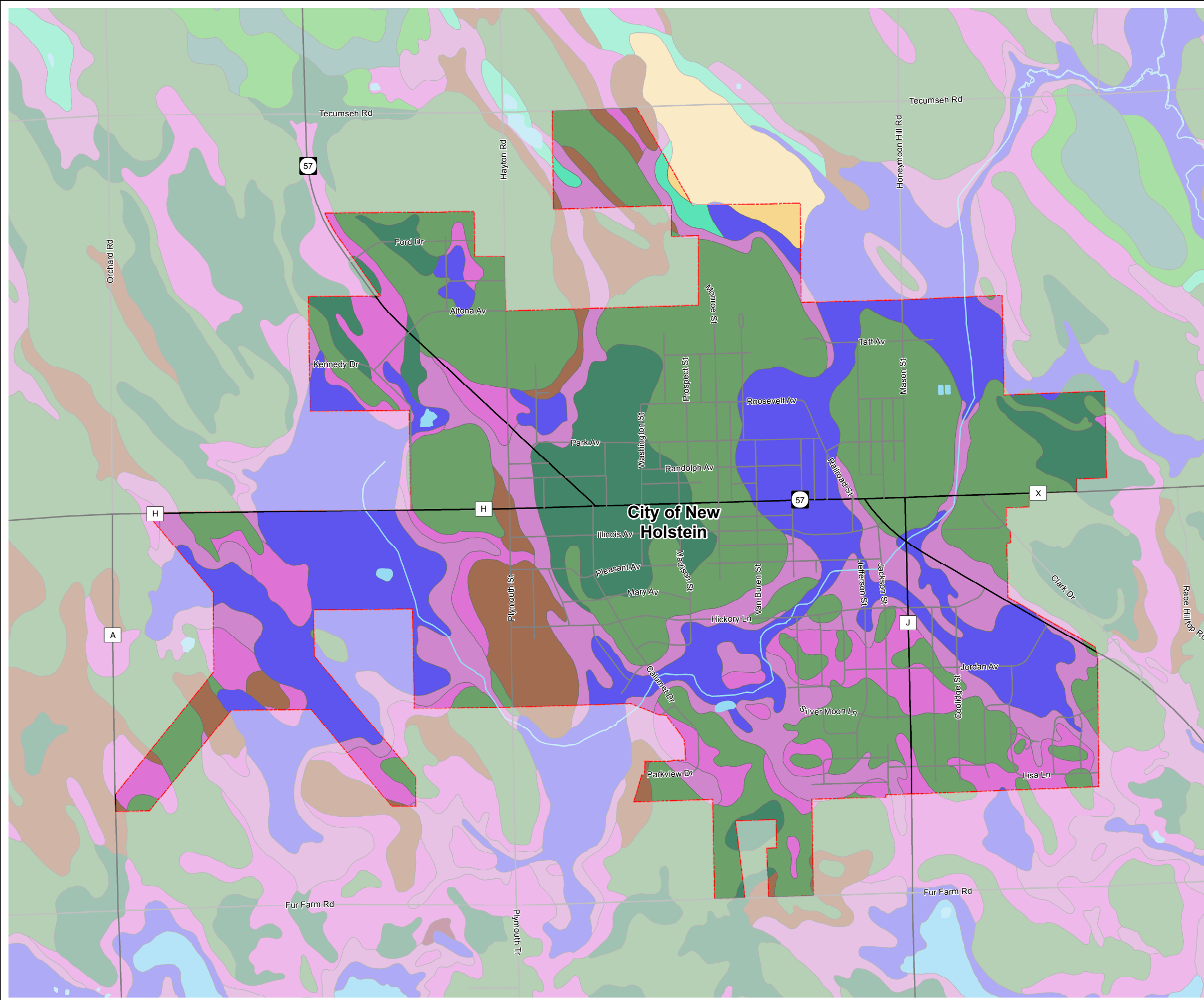


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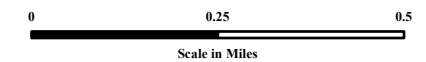
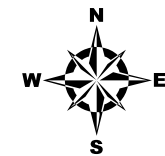


Map 6-6 City of New Holstein Soil Classifications



- Bellevue silt loam
- Briggsville loam
- Hortonville loam
- Kewaunee loam
- Manawa silt loam
- Oshkosh silt loam
- Poygan loam
- Udorthents
- Water

Source:
Base data provided by Calumet County 2017.
Soil data provided by NRCS-USDA Web Soil
Survey (WSS), accessed 2013.



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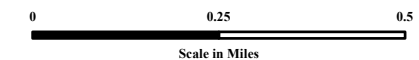
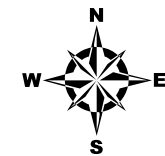
PREPARED MARCH 2017 BY:



Map 6-7 City of New Holstein Soil Limitations For Septage Spreading

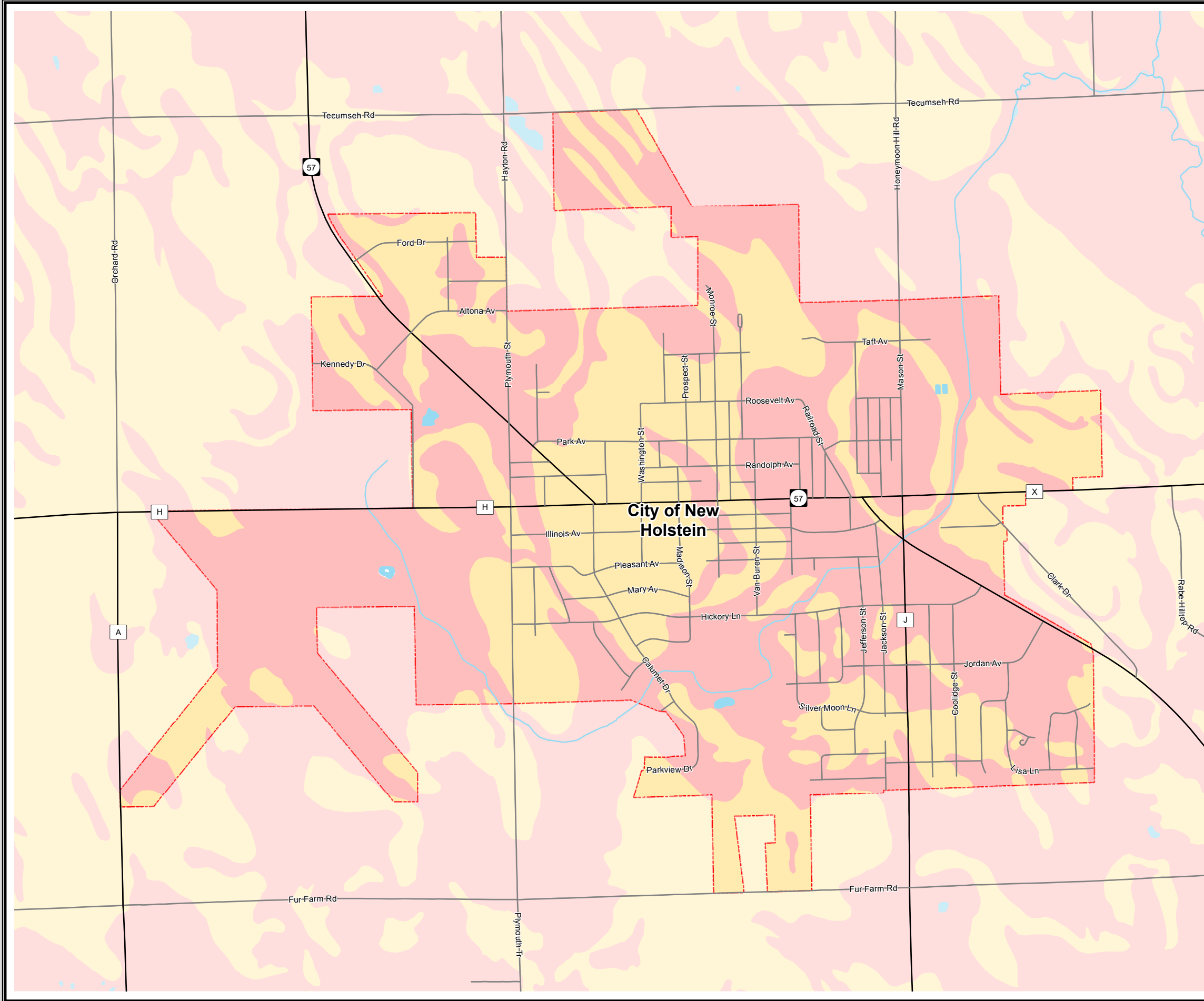
- Not limited
- Somewhat limited
- Very limited

Source:
Soil data provided by USDA, 2003.
Base data provided by Calumet County 2017.



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CHAPTER 7: ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and a talented workforce. As such, it is important to understand the existing resources that serve as assets for economic development efforts.

The state's "Smart Growth" legislation requires that the Economic Development element of a comprehensive plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction including an analysis of the labor force and economic base of the community. The element must also address strengths and weaknesses for economic development in the City and identify key types of industry or business that the residents of the City would like to see within it.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Labor Force Characteristics

- a) 59.9% of the City of New Holstein's population 16 years old and older was in the labor force, according to 2012-2016 American Community Survey 5-Year Estimates.
- b) All jurisdictions experienced a decline in the overall employment rate between 2007 and 2017.

Commuting Patterns

- a) The City's workforce traveled an average of 20.5 minutes to their workplace according to 2012-2016 American Community Survey 5-Year Estimates
- b) In 2000, the mean travel time for City residents was 14.1 minutes or 6.4 minutes longer than the 2012-2016 ACS 5-Year Estimates.
- c) The top workplace destinations for City residents include the City (15.4%), the City of Kiel (14.9%) and the City of Chilton (10.3%), as depicted in Table 7-4.
- d) The top places of residence for persons working in the City include the City (17.2%), City of Kiel (10.0%) and City of Chilton (4.0%)

Economic Base Analysis

- a) The top three occupations for City residents were Management, business, science, and arts Occupations (35.0%), Sales and office occupations (22.8%) and Production, transportation and material moving occupations (16.7%).
- b) The projections indicate that the largest industry in 2028 will continue to be Manufacturing, which is expected to grow by 19 percent between 2018 and 2028

Local Economic Development Facilities, Organizations and Activities

- a) One business park exists within the City of New Holstein.

-
- b) New Holstein has four active TIDs

Future Sites for Business and Industry

- a) The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website was accessed on February 15, 2019 and lists four open entries for the City of New Holstein.

INVENTORY AND ANALYSIS

Determining what the existing economic conditions are within the City provides a factual basis upon which to build the City's goals, strategies, and recommendations. This section inventories the City's labor force characteristics, provides an economic base analysis, discusses brownfield sites, presents economic projections, and provides an assessment of economic development strengths and weaknesses.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census numbers that some areas and subjects must be compared with caution, or not compared at all.

Labor Force Characteristics

Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor Force trends can demonstrate the rate of growth of the labor force as well as the extent potential workers are able to find jobs. **59.9% of the City of New Holstein's population 16 years old and older was in the labor force, according to 2012-2016 American Community Survey 5-Year Estimates** (Table 7-1). Between 2000 and the 2012-2016 time periods, participation rates in the City decreased by 8.7%.

Table 7-1: Population 16 Years Old and Older In Labor Force, 2000 and 2012-2016 ACS 5-Year Estimates

Jurisdiction	2000			2012-2016 5-Year Estimate					
	Total	In Labor Force		Total		In Labor Force			MOE +/-
		Number	%	Estimate	MOE +/-	Estimate	MOE +/-	%	
New Holstein	2,646	1,815	68.6%	2,668	120	1,599	203	59.9%	7.4
Calumet County	30,294	22,747	75.1%	38,435	118	27,803	330	72.3%	0.8
Wisconsin	4,157,030	2,872,104	69.1%	4,603,725	1,267	3,082,186	5,674	66.9%	0.1

Source: U.S. Census 2000, DP-3; 2012-2016 American Community Survey 5-Year Estimates, DP03

Table 7-2: Total Civilian Labor Force, 2000 and 2012-2016 ACS 5-Year Estimates

	Total Civilian Labor Force (2000)					Total Civilian Labor Force (2012-2016)				
	Total	Men	%	Women	%	Total	Male	%	Female	%
New Holstein	1,815	943	52%	872	48%	1,599	880	55%	719	45%
Calumet County	20,824	11,130	53%	9,694	47%	27,803	14,618	53%	13,185	47%
Wisconsin	2,869,236	1,505,853	52.5%	1,363,383	47.5%	3,079,765	1,602,749	52.0%	1,477,016	48.0%

Source: U.S. Census 2000, DP-3; 2012-2016 ACS 5-Year Estimates, DP03

Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total civilian workforce. While unemployment data is not available for the City, it is available for the county and state. **All jurisdictions experienced a decline in the overall employment rate between 2007 and 2017.**

According to the Wisconsin Department of Workforce Development (DWD), overall unemployment rates have been declining in Calumet County and Wisconsin since reaching a high in 2010 (Table 7-3). This is a result of the 2008 recession, coined “The Great Recession”.

Table 7-3: Annual Average Unemployment Rates, 2007-2017

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Calumet County	4.8	4.3	7.6	6.9	5.9	5.3	5.3	4.2	3.6	3.2	2.8
Wisconsin	4.9	4.9	8.6	8.7	7.8	7	6.8	5.5	4.6	4.1	3.3

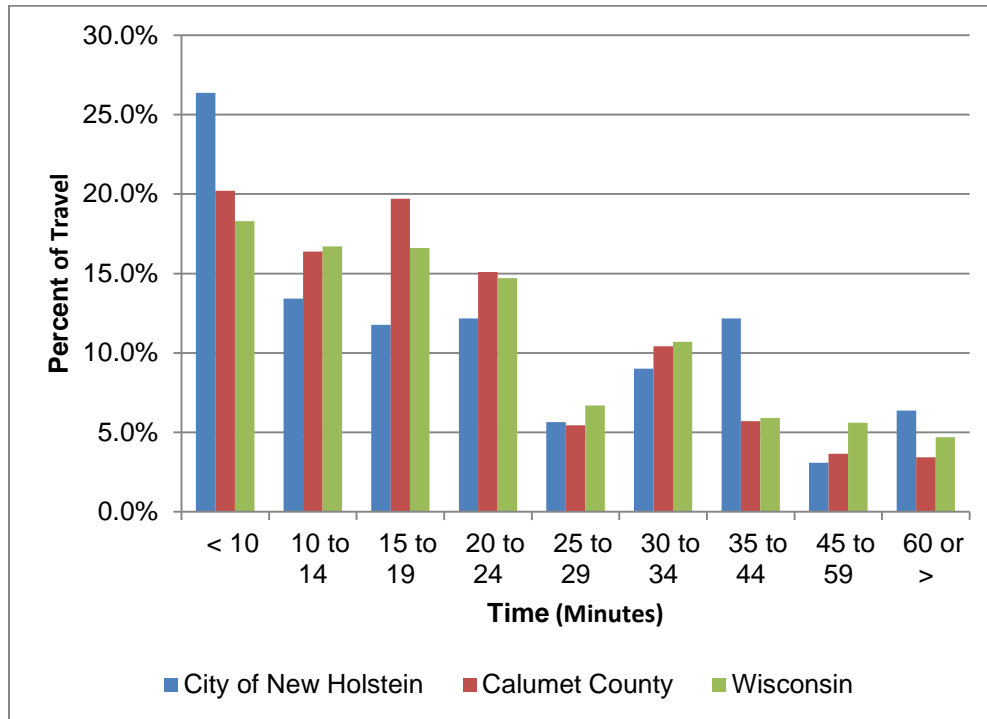
Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2007-2017, Benchmark 2017, not seasonally adjusted

Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. **The City’s workforce traveled an average of 20.5 minutes to their workplace according to 2012-2016 American Community Survey 5-Year Estimates** (Figure 7-1). This was slightly more than the county (20.2 minutes) and less than the state (21.9 minutes). **In**

2000, the mean travel time for City residents was 14.1 minutes or 6.4 minutes longer than the 2012-2016 ACS 5-Year Estimates.

Figure 7-1: Percent of Travel Time to Work, 2012-2016 ACS 5-Year Estimates



Source: U.S. Census 2012-2016 ACS 5-Year Estimates, B08303

Analyzing journey to work data illustrates the interconnectedness of the City’s economy with communities throughout the New Holstein region and beyond. The U.S. Census, Center for Economic Studies “On the map” data¹ provides an analysis of workplace destinations at the census block level. Tables 7-4 and 7-5 illustrate where City residents work and where those who work in the City live. **The top workplace destinations for City residents include the City (15.4%), the City of Kiel (14.9%) and the City of Chilton (10.3%), as depicted in Table 7-4.**

¹ <http://onthemap.ces.census.gov/>.

Table 7-4: Top 10 Places of Employment for New Holstein Residents, 2015, Primary Jobs

Rank	MCD	No. Workers	Percent
1	City of New Holstein	198	15.4%
2	City of Kiel	192	14.9%
3	City of Chilton	133	10.3%
4	City of Plymouth	80	6.2%
5	City of Fond du Lac	55	4.3%
6	Village of Elkhart Lake	33	2.6%
7	City of Milwaukee	24	1.9%
8	City of Appleton	23	1.8%
9	City of Green Bay	21	1.6%
10	City of Madison	21	1.6%
	Other	507	39.4%
	Total	1,109	100.0%

Source: <http://onthemap.ces.census.gov/>

The top places of residence for persons working in the City include the City (17.2%), City of Kiel (10.0%) and City of Chilton (4.0%) (Table 7-5).

Table 7-5: Top 10 Places of Residence for New Holstein Workers, 2015, Primary Jobs

Rank	MCD	No. Workers	Percent
1	City of New Holstein	198	17.2%
2	City of Kiel	115	10.0%
3	City of Chilton	46	4.0%
4	City of Fond du Lac	35	3.0%
5	City of Manitowoc	26	2.3%
6	City of Sheboygan	25	2.2%
7	City of Plymouth	16	1.4%
8	City of Appleton	14	1.2%
9	Village of Cleveland	14	1.2%
10	City of Brillion	9	0.8%
	Other	653	56.7%
	Total	835	100.0%

Source: <http://onthemap.ces.census.gov/>

Economic Base Analysis

Employment

The composition and types of employment provide a snapshot of the City and area's economic base. **The top three occupations for City residents were Management, business, science, and arts Occupations (35.0%), Sales and office occupations (22.8%) and Production, transportation and material moving occupations (16.7%).**

Table 7-6: Employment by Occupation, 2012-2016 ACS 5-Year Estimates

	City of New Holstein			Calumet County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Management, business, science, and arts occupations	501	+/-191	31.8%	9,389	+/-403	34.7%	1,019,630	+/-6,536	35.0%
Service occupations	182	+/-78	11.5%	3,351	+/-290	12.4%	493,769	+/-3,627	17.0%
Sales and office occupations	445	+/-136	28.2%	6,551	+/-426	24.2%	664,898	+/-4,594	22.8%
Natural resources, construction, and maintenance occupations	126	+/-62	8.0%	2,341	+/-228	8.6%	245,727	+/-2,688	8.4%
Production, transportation, and material moving occupations	323	+/-124	20.5%	5,448	+/-329	20.1%	486,315	+/-3,097	16.7%
Employed civilian population 16 years and over	1,577	+/-211	100%	27,080	+/-360	100%	2,910,339	+/-5,714	100%

Source: U.S. Census 2012-2016 ACS 5-Year Estimates, DP03

Local Employers

Table 7-7 lists the top employers with facilities located in the City. The top employers in the City cover a wide range of industries.

Table 7-7: Top Public and Private Employers in New Holstein

Employer Name	Industry (NAICS Code)
New Holstein School District	Education
M-B Companies	Professional, scientific and technical services
Willowdale Nursing & Rehabilitation Center	Social Assistance
Metko	Merchant Wholesalers, Durable Goods
Homestead Care	Nursing and residential care facilities

Source: ESRI, data accessed 2/25/19

Employment Forecast

Employment forecasts for Calumet County were developed utilizing Economic Modeling Specialists International’s (EMSI) Analyst program. **The projections indicate that the largest industry in 2028 will continue to be Manufacturing, which is expected to grow by 19 percent between 2018 and 2028** (Table 7-8). The largest industry growth areas will occur within the Information (89%), Retail Trade (28%) and Finance and Insurance (23%). Industries expected to see decreases include Mining, Quarrying, and Oil and Gas Extraction (-20%), Construction (-8%) and Educational Services (-8%).

Table 7-8: Calumet County Industry Employment Projections, 2018-2028

NAICS Code	Description	2018 Jobs	2028 Jobs	2018 - 2028 Change	2018 - 2028 % Change	2018 Total Earnings
11	Agriculture, Forestry, Fishing and Hunter	1,216	1,313	97	8%	\$37,548
21	Mining, Quarrying, and Oil and Gas Extraction	165	132	(33)	(20%)	\$48,743
22	Utilities	15	15	0	0%	\$108,192
23	Construction	638	587	(51)	(8%)	\$51,865
31	Manufacturing	3,983	4,737	754	19%	\$61,209
42	Wholesale Trade	700	654	(46)	(7%)	\$79,525
44	Retail Trade	1,822	2,339	517	28%	\$30,182
48	Transportation and Warehousing	369	396	27	7%	\$49,375
51	Information	222	420	198	89%	\$52,374
52	Finance and Insurance	770	950	180	23%	\$59,790
53	Real Estate and Rental and Leasing	75	88	13	17%	\$31,635
54	Professional, Scientific, and Technical Services	293	314	21	7%	\$48,275
55	Management of Companies and Enterprises	32	36	4	13%	\$70,149
56	Administrative and Support and Waste Management and Remediation Services	371	366	(5)	(1%)	\$37,694
61	Educational Services	85	78	(7)	(8%)	\$23,554
62	Health Care and Social Assistance	1,180	1,333	153	13%	\$43,341
71	Arts, Entertainment, and Recreation	384	438	54	14%	\$18,131
72	Accommodation and Food Services	1,233	1,243	10	1%	\$13,656
81	Other Services (except Public Administration)	773	833	60	8%	\$22,839
90	Government	1,464	1,479	15	1%	\$52,409
99	Unclassified Industry	0	0	0	0%	\$0
	Total	15,790	17,751	1,961	12%	\$45,771

Source: 2018.2-QCEW Employees, Non-QCEW Employees, and Self-Employed - EMSI Q2 2018 Data Set

LOCAL ECONOMIC DEVELOPMENT FACILITIES, ORGANIZATIONS AND ACITIVITIES

Economic Development Facilities

Business Park

One business park exists within the City of New Holstein. The Industrial Park is located in the North West portion the community and contains 108 acres of land.

Table 7-9: Industrial Parks

Park	Acres
New Holstein Industrial Park	125

Source: City of New Holstein, 2019

Economic Development Activities

Tax Incremental Financing District

Tax Incremental Financing (TIF) is a powerful economic development tool municipalities use to promote economic growth. Tax Incremental District (TID) is created by a municipality as a way to promote tax base expansion. It allows a municipality to capture gross property tax revenues from new development within a defined area to pay for improvements within that area. When a TID is created, the existing value of the district is frozen. Any new value generated in the district or the increment is used to support the district for things such as infrastructure, land acquisition, development revenues, etc. ***New Holstein has four active TIDs*** (Map 7-1).

Incentives

New Holstein provides the economic development incentives:

- Development Agreements. The city works with property owners and developers to provide development agreements.
- Revolving Loan Fund. The city has an amount of money allocated for community and economic development activities. As of early 2019, this money is being transferred to the state and will be transferred back per Community Development Block Grant - CLOSE program.

Economic Development Organizations

New Holstein has multiple economic development organizations. The City operates a Community Development Authority, Revolving Loan Fund, and Plan Commission to support and oversee economic development activities. Economic Development support is also provided externally by the New Holstein Chamber of Commerce, New Holstein Economic Development Corporation and Calumet County.

ECONOMIC DEVELOPMENT STRATEGY AND ASSESSMENT

A variety of factors influence the economic climate of the City of New Holstein, learning what the City’s strengths and weaknesses are will help the City build upon its assets and develop

strategies to overcome its challenges. A strengths and weaknesses tool was given to the Plan Commission and others to complete and the identified the following:

Strengths	Weaknesses
<ul style="list-style-type: none"> • Workforce • Utilities • Rail access • Airport • Relationships between city and business community (everyone knows each other) • Vision for “Marketplatz” • Park system and aquatic center • Clean neighborhoods • Strong school system • Highway 57 • City incentives and revolving loans • City departments • Traffic counts on Wisconsin Ave • Low unemployment • City acquisition of Tecumseh property • Historic assets 	<ul style="list-style-type: none"> • Tecumseh site • Location between Kiel and Chilton • Single state highway • Lack of medical care • Lack of Historic District • Difficulty in engaging property owners • Limited services • Lack of affordable building lots • Limited shovel ready sites • Communications with public and city officials • Lack of retention visits • Workforce lives outside of city • Lack of strategic plan for city • Loss of major employers (Tecumseh and Amerequip, etc.) • Aging population • Downtown needs revitalization

FUTURE SITES FOR BUSINESS AND INDUSTRY

Brownfield Redevelopment. Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped. The Wisconsin Department of Natural Resources Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The RR Sites Map includes, but is not limited to the following environmental data:

- Completed and ongoing investigations and cleanups of contaminated soil and/or groundwater;
- Public registry of sites with residual soil or groundwater contamination, or where continuing obligations have been put in place;
- Cleanup of sites under the federal Superfund (CERCLA) statute;
- Liability exemptions and clarifications at contaminated properties (i.e. brownfields); and
- DNR funding assistance.

The status of cleanup actions for sites in the RR Sites Map is tracked via the Bureau of Remediation and Redevelopment Tracking System (BRRTS).

The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website was accessed on February 15, 2019 and lists four open entries for the City of New

Holstein. They are classified as Environmental Repair (ERP). ERPs are defined by the WDNR as “sites other than Leaking Underground Storage tanks (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 cause contamination.”

The City could complete and maintain an inventory of existing vacant buildings and land identified as “Brownfields”. This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, the City could utilize state and federal programs to further study, clean, and redevelop these Brownfields.

POLICIES AND PROGRAMS

Policies and programs related to the Economic Development element can be found in Appendix D.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

GOALS AND OBJECTIVES

Type	Reference	Content
Goal	ED1	Support the organizational growth of economic development programs in the community and region.
Objective	ED1.1	Increase cooperation between communities regarding comprehensive planning and economic development issues.
Objective	ED1.2	Promote dialogue and continue to strengthen relationships between city government and local businesses.
Objective	ED1.3	Support the efforts of the Economic Development Committee, local chamber of commerce, and area economic development groups.

Type	Reference	Content
Goal	ED2	Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.
Objective	ED2.1	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.
Objective	ED2.2	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.

Objective	ED2.3	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.
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Type	Reference	Content
Goal	ED3	Promote the retention and expansion of existing businesses.
Objective	ED3.1	Promote business retention, expansion, and recruitment efforts that are consistent with the community's comprehensive plan.
Objective	ED3.2	Monitor opportunities to support existing businesses by establishing cooperative public-private efforts.

Type	Reference	Content
Goal	ED4	Promote entrepreneurial development and new business attraction efforts.
Objective	ED4.1	Support the pursuit of local, state, and federal funding and assistance that will help entrepreneurs start new businesses.
Objective	ED4.2	Distinguish and promote features unique to the community in order to create a unique identity within the county.
Objective	ED4.3	Consider the potential impacts of proposed business development on the city and its existing economic base.

Type	Reference	Content
Goal	ED5	Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.
Objective	ED5.1	Support local employment of area citizens.
Objective	ED5.2	Encourage area technical colleges, universities, and workforce development agencies in their efforts.

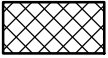


Type	Reference	Content
Goal	ED6	Support opportunities to increase and diversify the community's tax base.
Objective	ED6.1	Consider the benefits of community growth in relation to the cost of providing public services.
Objective	ED6.2	Ensure that there are available commercial and industrial lands to accommodate desired economic growth in the community.
Objective	ED6.3	Support business development that will add to the long-term economic stability of the community.
Objective	ED6.4	Support development in the city's existing TIF districts that are consistent with the comprehensive plan.
Objective	ED6.5	Support activities which further develop the city's commercial areas.
Objective	ED6.6	Support activities which further develop the city's industrial areas.

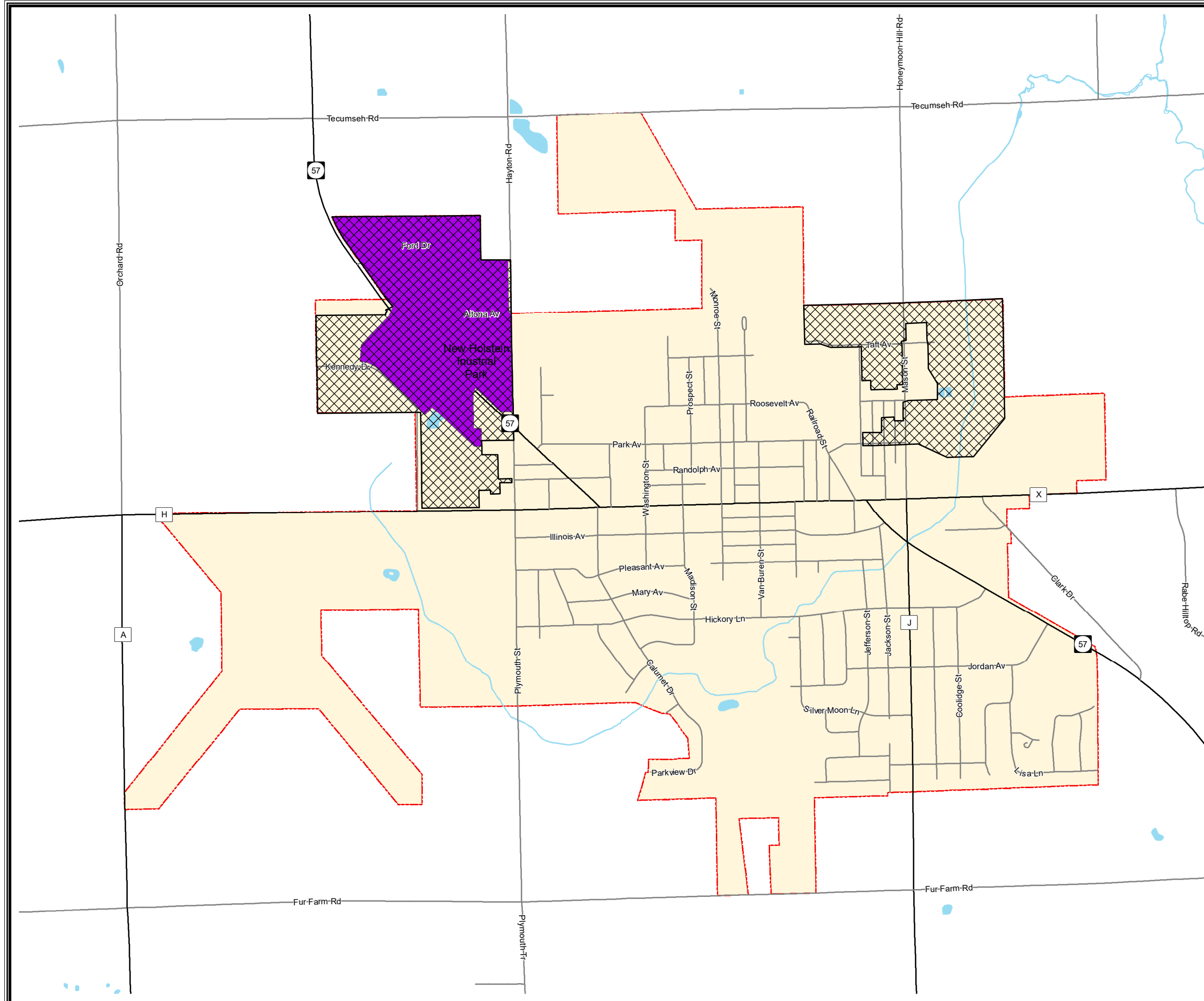
Type	Reference	Content
Policy	1	Commercial development shall be steered to Commercial designated areas consistent with the Future Land Use Plan Map and associated recommendations.

Policy	2	Future commercial development should be concentrated within and adjacent to the Commercial designated areas and expand outwards.
Policy	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.
Policy	4	Highway corridor development shall be directed to designated, planned commercial areas and address building signage, lighting, service, and land use standards.
Policy	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.
Policy	6	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.
Policy	7	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.
Policy	8	Require annual evaluation of goals and re-assessment of its purpose if necessary.
Policy	9	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.
Policy	10	Encourage the adequate supply of serviceable commercial and industrial land located close to adequate transportation services.
Policy	11	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.
Policy	12	Large, bulky, box-like commercial structures should be avoided.
Policy	13	Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.
Policy	14	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.
Policy	15	The development of economic area plans (i.e., downtown redevelopment plans, highway commercial corridor plans, etc.) will be pursued within the planning period.

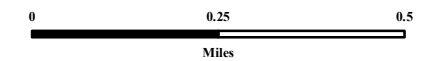
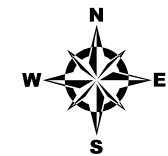
Policy	16	Create a downtown steering committee made up of merchants, bankers, public officials, chamber of commerce, and civic groups, whose purpose is to develop a shared vision for the downtown and provide leadership in the downtown revitalization effort.
Policy	17	Complete a strategic planning process aimed at determining a shared vision for the downtown.
Policy	18	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.
Policy	19	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.

Map 7-1 City of New Holstein Economic Development

-  Tax Improvement Districts
-  Business/Industrial Parks
-  City of New Holstein



Source:
TIF Data provided by WI DOR 2017
Base data provided by Calumet County 2017.



This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

PREPARED NOVEMBER 2019 BY:



CHAPTER 8: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Governmental Units and Relationships to the City

- (a) The City shares its borders with the Town of New Holstein.
- (b) The City is served by the New Holstein School District.
- (c) The City is served by the Moraine Park Technical College.
- (d) The Calumet County Health Department provides public health services for the city.
- (e) Library service to City residents is provided through the New Holstein Public Library.
- (f) The Library receives the majority of its revenue from local municipalities and the county.
- (g) The City works with county departments regarding public health, elections and administration of a dog licensing program.
- (h) East Central Wisconsin Regional Planning Commission (ECWRPC) provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.
- (i) The WDNR works with the city in the planning and development of shoreland areas.

INVENTORY AND ANALYSIS

Governmental Units and Relationships to the City

Adjacent Communities

The City shares its borders with the Town of New Holstein. As a result, the land use planning; road system planning and maintenance; trail planning, construction, and maintenance; other planning issues should be coordinated between municipalities. The City has certain statutory powers and authorities including the power to annex lands and exercise extraterritorial plat review and zoning in the neighboring towns. The City utilizes annexation upon request but does not have boundary agreements or extraterritorial review of surrounding areas.

School Districts

The City is served by the New Holstein School District. The district operates an elementary school, a middle school and one high school. Over 1,000 students are enrolled in the district. The city and the district communicate and collaborate as needed.

The City is served by the Moraine Park Technical College. Campuses are located in Beaver Dam, Fond du Lac and West Bend. Regional centers are located in Jackson and Ripon. Opportunities may exist to partner with the Technical College on projects that would benefit the residents in the City. Fox Valley Technical College is also located near the city with a Regional Center in Chilton.

Community Facilities

The Calumet County Health Department provides public health services for the city. The health department provides a number of programs and services to promote health and prevent illness and injury. It also maintains a Community Health Improvement Plan (CHIP) that provides an assessment of health in the county along with goals for improving health.

Library service to City residents is provided through the New Holstein Public Library. The library is part of the Manitowoc-Calumet Library System. The Manitowoc-Calumet Library System is one of 17 library systems in the state and operates public libraries in Brillion, Chilton, Kiel, Lester, Manitowoc and New Holstein. Residents of the system may use any of the public libraries. Library systems are designed to provide expanded library services to more people without making additional large expenditures. **The Library receives the majority of its revenue from local municipalities and the county.**

Communication and coordination between the City and providers of utility infrastructure (electric, natural gas, telecommunication, etc.), WisDOT and the Calumet County Highway Department ensures that road construction and utility upgrades will run smoothly and that all work is done before restoration is completed. This lessens the chance that new road surfaces and restored terraces will need to be excavated shortly after construction is complete. Likewise, local governments, school districts and businesses working together on technological upgrades, ensure that these upgrades are made in concert without duplication of efforts so that a common goal can be achieved.

Calumet County

The City is located in Calumet County. **The City works with county departments regarding public health, elections and administration of a dog licensing program.** City residents have access to county departments and services including senior citizen and other social services, recreational resources, property information, birth and death certificates, and others. The City and the county continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

Regional

East Central Wisconsin Regional Planning Commission. Calumet County, and thus the City, is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). **ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.** These services include environmental management, housing, demographics, economic development, transportation (including Metropolitan Planning Organization (MPO) work), community facilities (including Sewer Service Area (SSA) planning responsibilities), land use, contract planning, and others.

ECWRPC has worked with the City on several projects over the years including transportation and sewer service area work and the current comprehensive plan update.

State

Wisconsin Department of Natural Resources (WDNR). The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. ***The WDNR works with the city in the planning and development of shoreland areas.***

Wisconsin Department of Transportation (WisDOT). WisDOT deals with issues related to all transportation uses in the planning area.

POLICIES AND PROGRAMS

Policies and programs related to the Intergovernmental Cooperation element are found in Appendix D.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

GOALS AND OBJECTIVES

Type	#	Text
Goal	IC1	Establish mutually beneficial intergovernmental relations with other units of government.
Objective	IC1.1	Improve cooperation and coordination with adjacent municipalities regarding long-range planning and land use controls.
Objective	IC1.2	Continue to develop the cooperative working relationships the city has established with neighboring communities and the county.
Objective	IC1.3	Increase cooperation with neighboring communities and Calumet County to provide efficient and effective emergency services, street maintenance, and other services when appropriate.
Objective	IC1.4	Continue communication to the public regarding the announcement of meetings, activities, development projects, programs, and issues.
Objective	IC1.5	Pursue cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.

POLICIES AND RECOMMENDATIONS

Type	#	Text
Policy	1	Continue cooperative planning efforts with surrounding towns, districts, associations, service providers and the county.
Policy	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.
Policy	3	An advisory body should be appointed to establish clear goals, objectives, and expectations for the purpose of negotiating any intergovernmental agreement.
Policy	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.
Policy	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.
Policy	6	If a neighboring jurisdiction is creating or amending a comprehensive plan, community representatives may attend or accept invitations to intergovernmental discussions.
Policy	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.
Policy	8	Any educational efforts regarding planning, land use regulation, implementation or resource management will be discussed as being a joint effort with neighboring communities.
Policy	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.
Policy	10	A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.
Policy	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.
Policy	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.
Policy	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.
Policy	14	Opportunities for sharing community staff or contracting out existing staff availability will be pursued should the opportunity arise.

Policy	15	All community facilities which have available capacity should be considered for joint use with a neighboring community or group.
Policy	16	Any and all intergovernmental agreements or arrangements shall be in writing and the statutory authority for such agreements will be identified.
Policy	17	A Legislative Action Committee may be established to maintain regular contact with federal and state legislators.

CHAPTER 9: LAND USE

INTRODUCTION

Land use directly influences, or is influenced by, all elements presented in the other chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors. This chapter describes existing land use patterns and analyzes development trends.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

Existing Land Use

- a) The City encompasses 1,605 acres. About 73% (1,169.89 Acres) of the land within the City is developed.

Annexation and Boundary Agreements

- a) Between 2009 and 2018 the city did not annex any additional acres.

Market Trends

- a) The City’s land value peaked in 2018 at \$23,172,500.

Land Use Density and Zoning

- a) Between 2000 (597.9 units/sq. mi.) and 2010 (607.8 units/sq. mi.), residential densities increased slightly in the City.

INVENTORY AND ANALYSIS

The following section provides a thorough analysis of land use trends and projections for the City.

EXISTING LAND USE

Existing land use was interpreted utilizing 2015 aerial photography. In order to analyze land use trends, historic land use data was derived from 2000 aerials and updated to 2015 so as to be used as a comparison. Land use information was compiled into general land use categories (Table 9-1).

Land Use Categories

Residential. Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

Commercial. Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

Industrial. Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

Recreational. Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); City, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

Institutional Facilities. Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (City, County, town halls, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire

stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

Transportation. Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

Utilities/Communications. Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

Agricultural. Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

Woodlands. Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

Open Other Land. This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

Water Features. Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

Current Land Use Inventory

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family residential and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

The City encompasses 1,605 acres. About 73% (1,169.89 Acres) of the land within the City is developed (Table 9-1 and Map 9-1). Highest developed uses in the City are transportation (377.0 acres) and single-family residential (342.5 acres). Highest undeveloped uses in the City are non-irrigated cropland (275.8 acres) and other open land (98.5 acres).

Table 9-1: Existing Land Use, 2015

Land Use	New Holstein		
	Acres	Percent of Developed Land	Percent of Total Acres
Single Family	342.5	29.3%	21.3%
Farmsteads	4.5	0.4%	0.3%
Multi-Family	26.2	2.2%	1.6%
Commercial	66.5	5.7%	4.1%
Industrial	106.6	9.1%	6.6%
Recreational	85.2	7.3%	5.3%
Institutional Facilities	99.0	8.5%	6.2%
Transportation	377.0	32.2%	23.5%
Utilities/Communication	62.3	5.3%	3.9%
Total Developed	1,169.8	100%	72.9%
Non-Irrigated Cropland	275.8		17.2%
General Woodlands	47.4		3.0%
Planted Woodlands	6.2		0.4%
Other Open Land	98.5		6.1%
Water	7.4		0.5%
Total Undeveloped	435.3		-
Total Acres	1,605.0		100%

Source: East Central Wisconsin Regional Planning Commission, 2015

LAND MARKET AND DEVELOPMENT

Development Trends

The amount of land available for development is finite. By analyzing the patterns in land use and understanding what the current development trends are, the City is better able to plan for future development in a sustainable manner.

Table 9-2 displays building permits for the years 2014 through 2018. The largest period of growth was in 2014. During this year, 22 units and one building were added.

Table 9-2: Building Permits (Residential Construction), 2014–2018 City of New Holstein

Type	Measure	2014	2015	2016	2017	2018	2014-2018 Totals	Average Units Per Year
Single Family	UNITS	1	0	0	1	2	4	0.8
Two-Family	UNITS	0	0	0	0	0	0	0
Multi-Family	UNITS	0	0	0	0	0	0	0
Building Conversions (units)	SFR	0	0	0	0	0	0	0
	DUPLEX	0	0	0	0	0	0	0
	MULTI	0	0	0	0	0	0	0
Mobile Homes	BLDG	0	0	0	0	0	0	0
	UNITS	0	0	0	0	0	0	0
Community Based Residential Facilities	BLDG	1	0	0	0	0	1	0.2
	UNITS	20	0	0	0	0	20	4
Hotels/Motels	BLDG	0	0	0	0	0	0	0
	ROOMS	0	0	0	0	0	0	0
Totals	-	22	0	0	1	2	25	5

Source: City of New Holstein, August, 2019

Annexation and Boundary Agreements

Between 2009 and 2018 the city did not annex any additional acres (Table 9-3).

Table 9-3: Annexations, 2008 – 2017

Year	Number of Annexations	Acres Annexed
2018	0	0
2017	0	0
2016	0	0
2015	0	0
2014	0	0
2013	0	0
2012	0	0
2011	0	0
2010	0	0
2009	0	0

Source: City of New Holstein, August 2019

Market Trends

The price of developable land value varies depending on the surrounding land uses, location, access, services and other subjective factors. Natural features such as water frontage, forests and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependent

on land prices. Equalized value is the best proxy for determining land market trends. Table 9-4 shows the equalized values of all classes of land in the City and Calumet County between 2009 and 2018. **The City's land value peaked in 2018 at \$23,172,500.** In comparison, the equalized land value in Calumet County also peaked in 2018.

Table 9-4: Equalized Values (Land Only), 2009-2018

Year	City of New Holstein	Percent Change	Calumet County	Percent Change
2009	\$21,561,000	-	\$696,746,900	-
2010	\$21,118,600	-2.1%	\$735,804,300	5.6%
2011	\$22,021,400	4.3%	\$773,302,300	5.1%
2012	\$21,445,000	-2.6%	\$760,180,600	-1.7%
2013	\$21,322,300	-0.6%	\$752,393,300	-1.0%
2014	\$21,860,900	2.5%	\$766,021,700	1.8%
2015	\$21,925,000	0.3%	\$785,592,200	2.6%
2016	\$21,770,200	-0.7%	\$801,369,200	2.0%
2017	\$22,511,300	3.4%	\$824,319,200	2.9%
2018	\$23,172,500	2.9%	\$855,525,300	3.8%

Source: Wisconsin Department of Revenue, 2009-2018, Statement of Equalized Values

LAND USE DENSITY AND ZONING

Density

Density is broadly defined as a “number of units in a given area¹”. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. **Between 2000 (597.9 units/sq. mi.) and 2010 (607.8 units/sq. mi.), residential densities increased slightly in the City** (Table 9-5). Residential densities also increased in Calumet County.

Table 9-5: Residential Density, 2000 and 2010

MCD	2000			2010		
	Land Area in Sq. Miles	Total Units	Units/Sq. Mile	Land Area in Sq. Miles	Total Units	Units/Sq. Mile
C. New Holstein	2.33	1,394	597.9	2.50	1,520	607.8
Calumet County	319.8	15,758	49.3	318.2	19,695	61.9

Source: U.S. Census, 2000 and 2010 SF1, Table GCT-PH1

Zoning

Zoning divides the city in zones and districts and provides requirements for development with the goal of limiting incompatible land uses and nuisances. Part of zoning is the establishment of

¹ Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

minimum lot sizes for land uses. These minimums have a significant role in the consumption of land in the city. Table 9-6 provides a listing of minimum lot sizes for uses within the city.

Table 9-6: New Holstein Minimum Lot Sizes

Zoning Classification	Minimum Lot Size
R-A Residential-Agricultural District	5 acres
R-1 Single-Family Residential District	8,000 square feet
R-2 Multiple-Family Residential District Low Density	8,000 square feet; single family 12,000 square feet; two-family
R-3 Multiple-Family Residential District High Density	10,000 square feet
C-1 General Commercial District	7,500 square feet, Downtown 10,000 square feet, Highway
I-1 Light Industrial District	No minimum lot size
I-2 Heavy Industrial District	No minimum lot size

Source: City of New Holstein, Municipal Code, Chapter 12, October 2019

LAND USE ISSUES AND CONFLICTS

The City is situated in southeastern Calumet County. It is a mixture of residential, commercial, industrial, institutional, recreation and other land uses. Commercial and industrial uses are primarily in the downtown and along major transportation corridors. As a result, residential, commercial and industrial development can come in direct contact with one another.

In order for the City to grow, it must either increase its overall density on existing land or it must annex new lands from bordering towns in the area. The City should continue to keep a method of communication open between itself and its neighbors so that future land use proposals can be discussed prior to approval. It should also ensure that a method of communication exists between the City and others such as the New Holstein School District, local economic development corporations, Calumet County, East Central Wisconsin Regional Planning Commission and state and federal agencies.

Natural resource preservation and development could be in conflict with each other. Creeks, wetlands, floodplains and other features comprise the natural resource base. Increased development near these resources could lead to displacement of wildlife, degradation of surface and groundwater, open lands and other resources.

Incompatibilities may arise between adjacent land uses as development continues. To lessen these conflicts, land use controls such as setbacks, screening, and buffering should be utilized.

FUTURE LAND USE

Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for land uses over the length of the plan.² The projections for the City can be seen in Table 9-7.

² Wisconsin State Statutes 66.1001.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 1,471 housing units or about 65 additional housing units in the City. Currently, housing is split between single-family households (71.9%) and multifamily (28.1%) Table 9-7 indicates the projected acreage needed for the additional housing units expected and utilizes the current split in housing types.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2015, the population of the City was 3,190 people. WDOA estimates that there will be a slight reduction in population in the 2040 with the loss of 45 people. In discussions with the Plan Commission, it was determined that there is still expected growth and calculations account for slight growth during the period. Table 9-7 indicates projected land use needs for commercial and industrial land use based on additional 10 acres need for both land uses.

Table 9-6: Future Land Use Acreage Projections

Measure	2015 acres	2020 acres	2025 acres	2030 acres	2035 acres	2040 acres	Acres change between 2015-2040	% Change between 2015-2040
Single Family share (71.9%)	342.5	393.1	402.7	410.0	406.2	394.2	51.7	13.1%
Multi Family share (28.1%)	262.0	300.7	308.1	313.6	310.7	301.5	39.5	13.1%
Commercial (acres)	66.5	68.5	70.5	72.5	74.5	76.5	10.0	13.1%
Industrial (acres)	106.6	108.6	110.6	112.6	114.6	116.6	10.0	8.6%

Source: WDOA, Vintage 2013

POLICIES AND PROGRAMS

Policies and programs related to the land use element can be found in Appendix D.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

GOALS AND OBJECTIVES

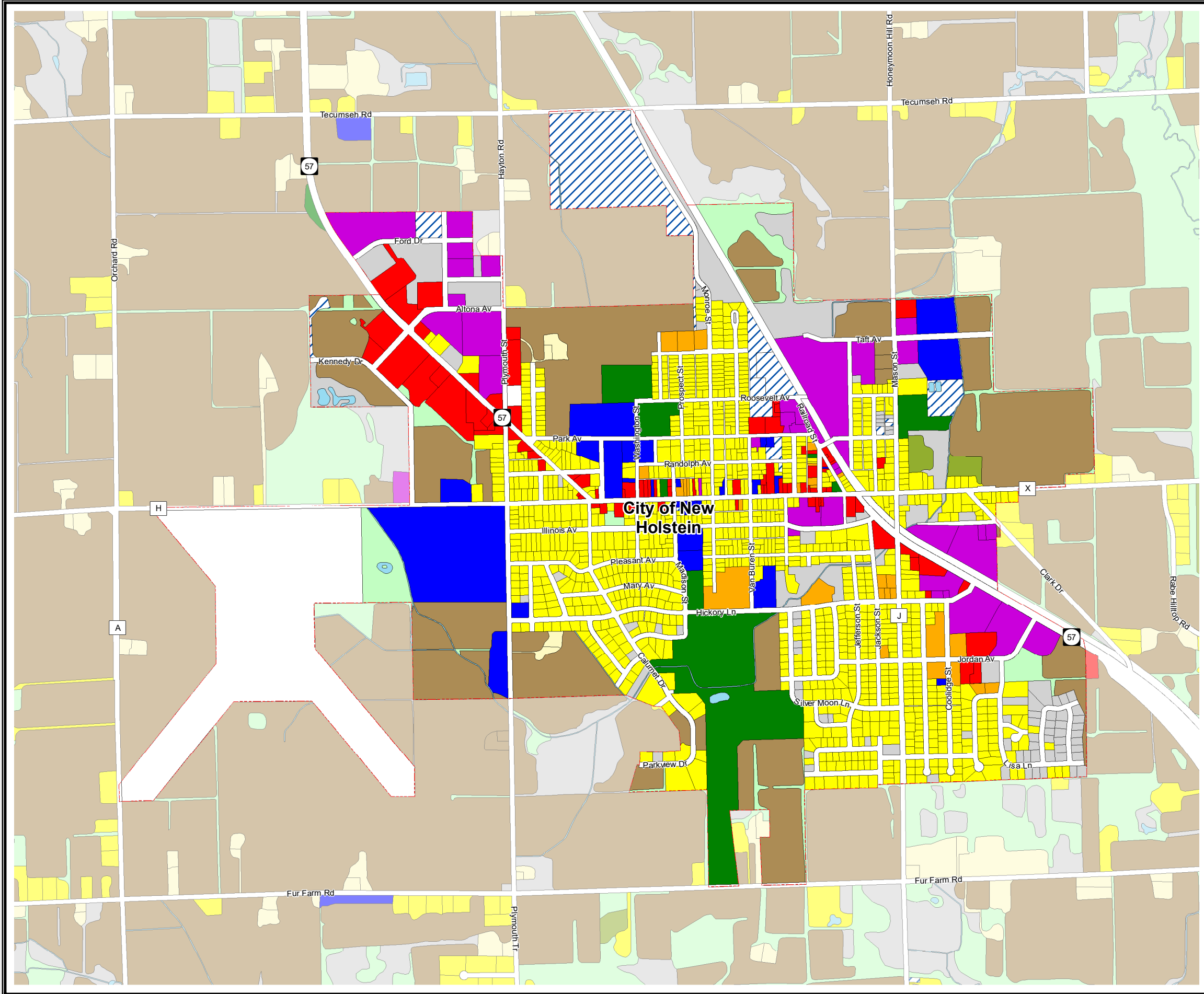
Type	#	Text
Goal	LU1	Provide for a compatible mix of land uses within the city.
Objective	LU1.1	Focus areas of new growth where public utilities and services can be provided most efficiently.
Objective	LU1.2	Identify future land use areas that will increase compatibility between existing land uses and work to avoid future land use conflicts.
Objective	LU1.3	Maintain basic design standards for commercial and industrial development to protect property values and encourage quality design in the community.
Objective	LU1.4	Encourage urban in-fill, which is future development in areas where urban services are already in place.
Objective	LU1.5	Identify future growth areas and begin planning for incremental development which maximizes efficiency and cost-effectiveness.

POLICIES AND RECOMMENDATIONS

Type	#	Text
Policy	1	All development proposals shall meet the intent of the Future Land Use Plan classifications as described within the Land Use element.
Policy	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.
Policy	3	The plan commission has the assigned responsibility to develop and

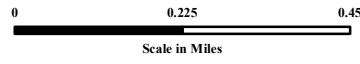
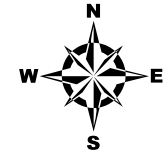
		administer a land division ordinance which furthers the goals, objectives, and policies of the land use plan, and is consistent with state statutes governing local adoption of such controls.
Policy	4	The State of Wisconsin's model conservation subdivision design ordinance and other similar existing models may be utilized in the development of the local land division controls to protect environmental corridors, agricultural lands, and open spaces.
Policy	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.
Policy	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.

Map 9-1 City of New Holstein Existing Land Use



- Single Family Residential
- Farmsteads
- Multi-Family
- Commercial
- Industrial
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

Source:
Base data provided by Calumet County 2018.
Land Use provided by ECWRPC 2018.

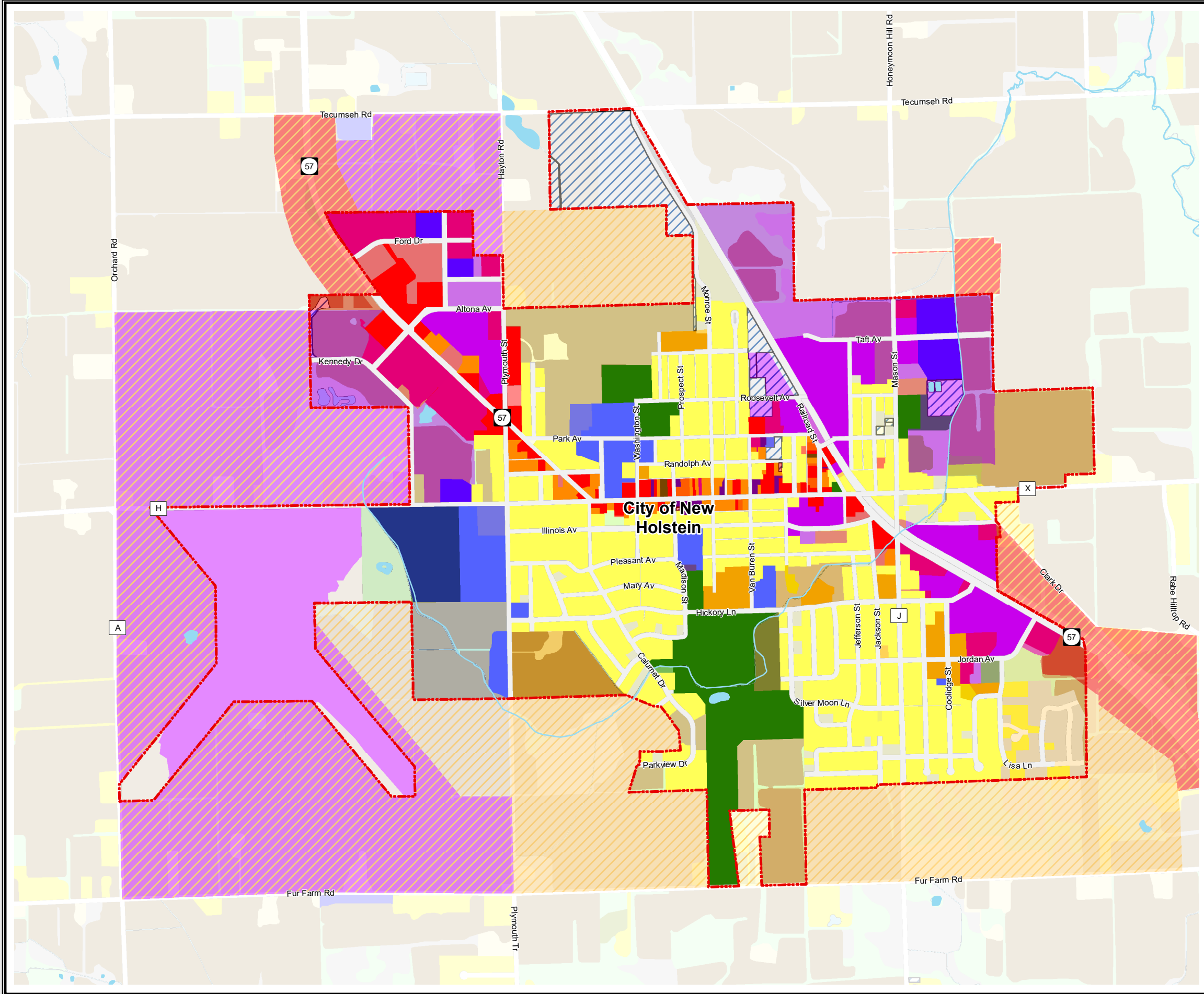


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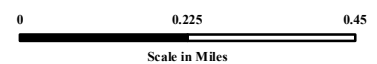


Map 9-2 City of New Holstein Future Land Use



- Single Family Residential
- Single Family Residential-Extra Territorial
- General Residential
- General Residential-Extra Territorial
- Multiple Family Residential
- Multiple Family Residential-Extra Territorial
- General Commercial
- General Commercial District-Extra Territorial
- Industrial District
- Industrial District-Extra Territorial
- Institutional
- Parks & Recreation
- Agricultural
- Agricultural - Extra Territorial
- Utilities

Source:
Base data provided by Calumet County 2018.
Future Land Use provided by Calumet County 2006.



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CHAPTER 10: IMPLEMENTATION

INTRODUCTION

A smart growth comprehensive plan serves a community by establishing priorities for the future, evaluating available resources, and providing a means for dealing with change. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan as described in the preceding chapters, it is necessary to implement the goals, as outlined on a continual basis. If a plan is to be successful it must be implemented meaningfully and aggressively. This chapter prescribes a specific series of ongoing efforts and actions to be completed by the City.

ROLE OF THE PLAN

All land controls governing the City must be consistent with the adopted comprehensive plan¹. The City's Plan Commission is responsible for ensuring this plan is used as a guide to update and/or replace ordinances to reflect the goals of this plan. When the Plan Commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, objectives, actions and proposed land use patterns within this plan. If the Plan Commission must ultimately make a decision that is inconsistent with the plan, the plan should be amended to reflect the change in policy.

RESPONSIBILITY

Elected Officials

Elected officials must make their decisions on criteria regarding how development will affect the entire community, as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. Elected officials must familiarize themselves with the contents and overall goals of the plan in order to ensure the plan remains viable.

Plan Commission

The powers and duties of planning commissions have been established by Wisconsin Statutes². The City Plan Commission is the primary entity responsible for implementing and updating this comprehensive plan. As such, the Plan Commission must promote good planning practices within the City. Commission members should be knowledgeable about the contents, visions, goals, objectives and actions of the comprehensive plan. Moreover, the Plan Commission must promote active citizen participation in future planning efforts, and should strive to keep the citizens and elected officials informed of any technical issues and proceedings regarding current planning issues. The Plan Commission is responsible for periodic amendments to the comprehensive plan so that regulations and ordinances are in compliance with the plan. Likewise, the Plan Commission must review all new ordinances to verify they are compliant with

¹ Wisconsin State Statutes 66.1001.

² Wisconsin State Statutes 62.23 and 60.62.

the goals, objectives and actions of the comprehensive plan. The following principles should be used in making decisions

CONSISTENCY

Internal Consistencies

The comprehensive plan was developed sequentially with supportive goals, objectives and actions. Utilizing the City's public participation process and information contained in the background chapters as a basis, key issues were identified for each of the nine elements of the plan. Using these issues, along with factual information regarding natural features, historical population and housing data, population and housing projections, and an analysis of existing infrastructure, goals, objectives and actions for each comprehensive planning element were developed. The identified goals, objective and actions expressed in this plan were used to prepare the Future Land Use Map (Map 9-1). To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives and recommendations.

Beginning on January 1, 2010³, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan⁴:

- Official mapping ordinances enacted or amended under Wisconsin State Statutes 62.23 (6).
- Local subdivision ordinances enacted or amended under Wisconsin State Statutes 236.45 or 236.46.
- County zoning ordinances enacted or amended under Wisconsin State Statutes 59.69.
- City or village zoning ordinances enacted or amended under Wisconsin State Statutes 62.23 (7).
- City zoning ordinances enacted or amended under Wisconsin State Statutes 60.61 or 60.62.
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under Wisconsin State Statutes 59.692, 61.351 or 62.231.

External Consistencies

Not only is it important to maintain internal consistencies, but the City should also be aware of other planning documents and their relevance to the City's comprehensive plan. An attempt should be made to maintain consistency with these plans if possible. Some examples of these plans can be found in Appendix D.

³ *Wisconsin Act 372* delays the consistency requirement until January 1, 2012 for local governments who applied for but not received a comprehensive planning grant from the WDOA. It also gives WDOA discretionary authority to grant consistency extensions to grant local governments who have received a comprehensive planning grant.

⁴ *Wisconsin State Statutes 66.1001(3)*.

MONITORING PROGRESS

It is the responsibility of the Plan Commission to monitor the progress of implementation utilizing the Action Implementation Tables that are found at the end of this chapter. The progress of plan implementation should periodically be reported to the City Council. Additionally, the Plan Commission should annually review the goals, objectives and actions and address any conflicts which may arise between the elements of the plan. While it is the responsibility of the Plan Commission to monitor progress, others may also check progress including community members, City staff and citizen groups.

In order to assist the Plan Commission with the monitoring of the plan, it may be necessary to develop and implement a variety of informal tools and techniques. Items for consideration may include:

- creation of development review 'checklists' to assist with determining a proposal's consistency with the comprehensive plan;
- integration of plan actions into a 'performance-based budgeting' initiative;
- development of an annual 'work plan' for the Plan Commission;
- placing the comprehensive plan as an item on every Plan Commission meeting agenda so that either the public and/or Plan Commission members can discuss items related to the plan, or to use the time to evaluate implementation progress;
- developing articles for the City newsletter which focus on certain recommendations or strategies within the plan and calling for public input or volunteers to work on an item; and
- designation of an official "Comprehensive Planning Day" within the City and have activities or workshops related to this subject so as to build awareness (perhaps associated with the month of October which is the American Planning Association's formal "Community Planning Month."

UPDATING THE PLAN

A comprehensive plan must be updated at least once every ten years⁵. However, it is strongly recommended that the Plan Commission annually review both the implementation schedule and current planning decisions to ensure compliance with the overall goals of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a "major" plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the City may experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, objectives and actions may no longer be relevant. The update to a plan should take less time than the full comprehensive planning process, but should include public participation.

⁵ Wisconsin State Statutes 66.1001(2)(i).

ADOPTING THE PLAN OR UPDATE

As directed by Wisconsin State Statutes 66.1001(4), any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, adopt a resolution by a majority vote of the entire commission or governmental unit. The vote shall be recorded in the official minutes of the plan commission; the resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

The City Council and Plan Commission may spend time reviewing, revising and requesting revisions to the recommended plan. The City Council shall draft an ordinance adopting the plan and publish a class 1 public notice 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended plan”. The City Council must provide an opportunity for written comments to be submitted by the public and there must be a response to those comments. In addition, a public hearing must be held on the ordinance. By majority vote, the City Council must approve the ordinance. One copy of the adopted comprehensive plan, or an amendment to the plan, shall be sent to the following:

- Every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts).
- The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended.
- The Wisconsin Department of Administration (email notification required only).
- East Central Wisconsin Regional Planning Commission.
- The public library that serves the area in which the local government unit is located.

LAND USE PLANNING CONTROLS

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several key tools which can be utilized to ensure that new development occurs in an organized and desired fashion. The City may wish to modify existing or establish new ordinances which regulate new development.

Zoning

Comprehensive plans and zoning ordinances perform differently. A comprehensive plan is a “guide to the physical, social, and economic development of a local government unit” and that “the enactment of a comprehensive plan by ordinance does not make the comprehensive plan by itself a regulation.”⁶ Comprehensive plans provide a vision for 20 years while zoning ordinances have an immediate impact on land use decisions. In order to rectify this difference, re-zoning is completed on an ongoing basis in a manner that is consistent with the overall vision of the plan. The timing of rezoning is dependent on market forces, political climate, and the accuracy of the plan’s predictions.

The Plan Commission and City Council must continually ensure that any future zoning changes are consistent with the comprehensive plan. Several actions can be taken to ensure that zoning

⁶ 2009 Wisconsin Act 379.

decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map (Map 10-1).

- Compare intended future land uses with existing zoning. Amend current zoning to reflect the intended future uses for all areas within the City.
- Encourage local citizens and elected officials to actively participate in ongoing City meetings regarding all zoning and planning issues.
- Amend existing ordinances and develop new ordinances which are reflective of the goals, objectives and actions of all elements in the City's comprehensive plan.

Official Maps

Cities, villages, and towns which have adopted village powers have the authority to develop an official map⁷. An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Furthermore the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

- Future costs for land acquisitions for city/village/town streets and other delineated features are lowered or minimized because the land will remain vacant.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential by-pass for a major state highway can be delineated. Local governments can preserve sensitive environmental features (i.e. trout streams) while establishing a preferred corridor for a by-pass.

The City should ensure that its official map is current and consistent with the comprehensive plan.

Erosion and Stormwater Control Ordinances

Local communities may adopt a construction site erosion control and stormwater management ordinance. The purpose of these ordinances is to protect surface water quality and minimize the amount of sediment and other pollutants in stormwater runoff from construction sites to lakes, streams, and wetlands.

Historic Preservation Ordinance⁸

As development continues to modernize the appearance of an area, the use of an historic preservation ordinance can help a community protect and enhance key cultural and historical features. A historic preservation ordinance can designate local landmarks and protect these

⁷ *Wisconsin Statutes 62.23(6)*.

⁸ Historic Preservation Ordinances are regulated under *Wisconsin Statutes 62.23 (em)*.

properties by regulating new construction, alterations or demolitions that affect them. More information is available on the Wisconsin Historical Society's webpage at <http://www.wisconsinhistory.org/>.

Building/Housing Codes

The Uniform Dwelling Code promotes health, safety, and general welfare; protects property values; and provides for orderly, appropriate development and growth in the communities. The enforcement of the uniform dwelling code along with enforcement of other local codes can help ensure properties are adequately maintained and that property values are protected.

Floodplain Ordinance

The City regulates all areas within the City that would be covered by the regional flood or base flood. In some instances, it may be important to readjust the floodplain boundaries in specific areas. In order to do so, local communities must follow these steps:

- 1) Contract with an engineering firm to conduct hydrologic and hydraulic engineering studies and modeling to calculate the floodplain for the specified area. It is recommended that 2 foot contour intervals be utilized.
- 2) Submit the recalculated floodplain boundaries to the WDNR and FEMA for review.
- 3) If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

Subdivision Ordinances

Wisconsin State Statutes regulate the division of raw land into lots for the purpose of sale for building development. A subdivision ordinance is related to the zoning ordinance in that it regulates the platting, or mapping, or newly created lots, streets, easements, and open areas. A subdivision ordinance can help implement the comprehensive plan and must be consistent with and conform to the local comprehensive plan goals. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter systems.

Lighting Controls/Ordinances

As development pressures occur, communities discover that not only are the natural features being altered, but also the scenic views of the night sky are being diminished. Both yard lighting and signage can change the character of a community as significantly as new development. This is especially true in areas where new lighting has become over-excessive in new commercial or industrial districts. Direct lighting or glare can and should be regulated in order to maintain community character.

Currently, lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation. Many light manufactures have responded positively to complaints about the increased amounts of light pollution. There are many examples of development and lighting structures which have reduced scatter light through new non-glare technologies. Many light manufactures have light cutoff shields that will remove glare, thus increasing the light's effectiveness and reducing its overall energy consumption. Other lights may direct light at ground height only. Since non-glare lighting and other similar technologies

are similarly priced to current lighting practices, communities should consider developing lighting ordinances which not only reduce light pollution, but also improve energy consumption and costs.

CONSISTENCY WITH OTHER PLANS

Communities undertake multiple planning efforts and implementation. It is not the intent of this plan to replicate those documents within the framework of this update but those that have been adopted are incorporated by reference into this comprehensive plan update. Plans being incorporated by reference into the comprehensive plan will be reviewed for consistency and have the same force as the comprehensive plan. Should there be any conflict between any of the listed plans below and the comprehensive plan language will take precedence unless amended.

Comprehensive Outdoor Recreation Plan (CORP)

The Comprehensive Outdoor Recreation Plan was adopted by the Common Council in 2017. The plan is a formal document designed to assist the City in the development of park and open space amenities to provide for the need of residents. The plan provides a means for identifying, analyzing, promoting, and responding to changes in society, both present and future. As the CORP has planning and development implications, development proposals, official mapping, subdivisions, and zone changes will be reviewed for consistency with this plan.

IMPLEMENTATION SCHEDULE

The goals established in the implementation schedule should be applied over the planning period which begins in 2020 with the adoption of the comprehensive plan and runs through the planning period. They represent priorities for the City. Supporting objectives and actions developed with the goals provide more detailed and readily measurable steps toward reaching each goal, while actions used to ensure plan implementation.

Due to the nature of comprehensive planning, goals, objectives and actions of each particular element are interrelated. To ensure that implementation of the plan is achieved in a timely fashion, the city's Plan Commission has decided to set time at each January's Plan Commission meeting and review the implementation schedule included in this element. Plan Commission members will review and set priorities, timeframes, and task leads for each goal. The Plan Commission feels that this is a way to take ownership of the plan, make modifications on existing conditions, and to set a strategy to implement activities. This activity will have public input as it will be listed as an agenda item on a public and open meeting.

The goals found below are a summary of the items found in chapters 2 through 9.

Priority/Timeline

The plan should be implemented over a period of 20 years. The following is a listing of the priorities ranging from high priority (1) to low priority (4).

Population and Housing

Type	Reference	Text	Priority	Timeframe	Lead	Secondary
Goal	PH1	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	PH2	Provide for housing development that maintains the attractiveness and characteristics of the community.				
Goal	PH3	Support the maintenance and rehabilitation of the city's existing housing stock.				

Transportation

Type	Reference	Text	Priority	Timeframe	Lead	Secondary
Goal	T1	Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.				
Goal	T2	Support the development and use of multiple modes of transportation.				

Utilities and Community Facilities

Type	Reference	Text	Priority	Timeframe	Lead	Secondary
Goal	UCF1	Provide high quality and cost effective community facilities and services that meet existing and projected future needs.				
Goal	UCF2	Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.				
Goal	UCF3	Promote stormwater management practices in order to reduce personal and public property damage and to protect water quality.				
Goal	UCF4	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	UCF5	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	UCF6	Maintain and enhance recreational opportunities in the community.				
Goal	UCF7	Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.				
Goal	UCF8	Encourage improved access to health care facilities and child care.				
Goal	UCF9	Provide a level of police, fire, and emergency services that meets present and future needs.				
Goal	UCF10	Promote quality schools and access to educational opportunities.				

Agricultural, Natural, and Cultural Resources

Type	Reference	Text	Priority	Timeframe	Lead	Secondary
Goal	ANC1	Support the agricultural resources of the county and the region.				
Goal	ANC2	Maintain, preserve, and enhance the city's natural resources.				
Goal	ANC3	Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.				
Goal	ANC4	Maintain and restore the environmental integrity of surface waters.				
Goal	ANC5	Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.				
Goal	ANC6	Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.				

Economic Development

Type	Reference	Text	Priority	Timeframe	Lead	Secondary
Goal	ED1	Support the organizational growth of economic development programs in the community and region.				
Goal	ED2	Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.				
Goal	ED3	Promote the retention and expansion of existing businesses.				
Goal	ED4	Promote entrepreneurial development and new business attraction efforts.				
Goal	ED5	Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.				
Goal	ED6	Support opportunities to increase and diversify the community's tax base.				

Intergovernmental Cooperation

Type	Reference	Text	Priority	Timeframe	Lead	Secondary
Goal	IC1	Establish mutually beneficial intergovernmental relations with other units of government.				

Land Use

Type	Reference	Text	Priority	Timeframe	Lead	Secondary
Goal	LU1	Provide for a compatible mix of land uses within the city.				