

# **VILLAGE OF OOSTBURG**

***Sheboygan County, Wisconsin  
20-Year Comprehensive Plan***



**August 2009**

***Final***

**VILLAGE OF OOSTBURG  
20 YEAR COMPREHENSIVE PLAN**

Prepared by:  
UW-Extension Sheboygan County  
5 University Drive  
Sheboygan, WI 53081  
(920) 459-5900

The preparation of this document was financed through a  
Sheboygan County Stewardship Fund grant.

**VILLAGE OF OOSTBURG  
SHEBOYGAN COUNTY, WISCONSIN**

<b>PRESIDENT:</b>	Jack Hoffmann
<b>CLERK/TREASURER:</b>	Jill Ludens
<b>TRUSTEES:</b>	Roger Buyze
	James Davies
	Steve Eggebeen
	Terry Katsma
	Carl Roethel
	Allen Wrubbel

<b>VILLAGE PLAN COMMISSION:</b>	Tom DeBruine
	Steve Eggebeen
	Jon Grosshuesch
	Jack Hoffmann
	Ronald Joosse
	David Nyenhuis
	Neil Vander Ploeg

<b>SMART GROWTH COMMITTEE:</b>	Steve Eggebeen
	Rose Gray
	Terry Katsma
	Travis Krell
	Scott Mentink
	Carl Roethel
	Allen Wrubbel

# TABLE OF CONTENTS

<b>Chapter 1</b>	<b>-Introduction: Issues and Opportunities</b>	1-1
	State Planning Enabling Legislation	1-1
	History and Description of Planning Area	1-1
	Community Comprehensive Planning Process	1-5
	Public Participation	1-5
	Visioning Process	1-5
	Issue Identification	1-5
	Citizen Opinion Survey	1-6
	Draft Vision & Goal Statements	1-6
	Key Stakeholder Input	1-6
	Survey to Confirm Vision and Goals	1-6
	Final Vision Statement	1-6
	Final Goals, Objectives, Policies, and Programs	1-7
	Background Information-Summary	1-7
	Existing Conditions	1-7
	Demographic Trends	1-7
	Gender	1-7
	Age Distribution	1-7
	Education Levels	1-10
	Income Levels	1-11
	Employment Characteristics	1-11
	Forecasts	1-13
	Population	1-13
	Households	1-13
	Employment	1-13
<b>Chapter 2</b>	<b>-Agricultural, Natural and Cultural Resources</b>	2-1
	Introduction To This Element	2-1
	Chapter Summary	2-1
	Inventory	2-2
	Climate	2-2
	Geology	2-3
	Bedrock Geology	2-3
	Quaternary (Glacial) Geology	2-3
	Soils	2-4
	General Soils Description	2-4
	Prime Agricultural Lands	2-7
	Suitability for Dwellings with Basements	2-7
	Suitability for Septic Systems	2-7
	Topography	2-10
	Agriculture	2-10
	General Agricultural Soil Associations	2-10
	Agricultural Preservation	2-10
	Water Resources	2-12
	Watersheds and Sub-Watersheds	2-12
	Priority Watersheds	2-12
	Groundwater	2-12

Lakes	2-14
Rivers and Streams	2-14
Shoreland Corridors	2-14
Floodplains	2-14
Wetlands	2-15
Woodlands	2-17
Metallic and Non-Metallic Mining Resources	2-17
Environmental Corridors	2-19
Air Quality Issues	2-21
Wildlife Habitat	2-21
Threatened and Endangered Resources	2-21
Parks and Open Spaces	2-22
Scientific and Natural Areas	2-22
Historic and Archeological Resources	2-22
Cultural Resources	2-24
Community Design	2-25
Signage	2-25
Public Landscaping	2-25
Landmarks	2-25
Highway Entryways	2-25
Districts	2-26
Resources Strategy and Recommendations	2-26
<b>Chapter 3 -Housing and Population</b>	<b>3-1</b>
Introduction	3-1
Chapter Summary	3-1
Population Characteristics	3-2
Historical Population Levels	3-2
Population Trends	3-2
Seasonal Population	3-2
Decade Population Pyramids	3-3
School Age, Working Age, and Retirement Age Groups	3-5
Median Age	3-5
Housing Inventory	3-5
Total Housing Unit Levels by Decade	3-5
Housing Permits	3-6
Historic and Projected Household Size	3-6
Housing Types – Units in Structure	3-7
Housing Occupancy and Tenure	3-8
Age of Housing	3-8
Condition of Housing Stock	3-9
Household Relationship	3-10
Housing Values	3-10
Housing Costs – Rent and Mortgage	3-11
Rent and Income Comparison	3-11
Owner Costs and Income Comparison	3-11
Current Housing Supply & Occupancy – Owner Occupied	3-12
Existing Housing Supply & Occupancy – Rental	3-12
Projected Housing Units	3-12
Subsidized and Special Needs Housing	3-13
Housing Development Environment	3-14

Analysis and Development Of Community Policies and Programs -----	3-14
Housing Programs-----	3-14
Housing Plans-----	3-15
Housing Strategy and Recommendations-----	3-15
<b>Chapter 4     -Economic Development-----</b>	<b>4-1</b>
Introduction-----	4-1
Chapter Summary-----	4-2
Labor Force Characteristics-----	4-2
Place of Work-----	4-2
Occupation-----	4-3
Median Household Income-----	4-4
Unemployment Rate-----	4-4
Employment Forecast-----	4-4
Economic Base Analysis-----	4-5
Economic Sectors-----	4-5
Threshold Analysis-----	4-5
Export Base (Basic Employment)-----	4-5
Non-Basic Employment Industry-----	4-5
Top Five Employers within Oostburg-----	4-5
County Agricultural Economy-----	4-6
Strengths and Weaknesses Analysis-----	4-6
Strengths-----	4-6
Weaknesses-----	4-7
Sites for Business and Industrial Development-----	4-7
Types of Business Desired by the Village-----	4-7
Existing Site Inventory and Analysis-----	4-7
Evaluation of Environmentally Contaminated Sites-----	4-7
Designation of Business and Industrial Development-----	4-7
Commercial Uses-----	4-7
Industrial Uses-----	4-8
Community Finances-----	4-8
Economic Development Programs-----	4-10
Local-----	4-10
County-----	4-10
Regional-----	4-10
State-----	4-11
Federal-----	4-11
USDA Wisconsin Rural Development Programs-----	4-11
US Department of Commerce, Economic Development Administration Programs-----	4-12
Economic Development Strategy and Recommendations-----	4-12
<b>Chapter 5     -Transportation-----</b>	<b>5-1</b>
Introduction-----	5-1
Chapter Summary-----	5-1
Inventory of Transportation Facilities-----	5-2
Highways-----	5-2
Streets-----	5-2
Inter-County Bus Service (WETAP) & Transit-----	5-2
Electric Personal Assistive Mobility Devices (EPAMD)-----	5-4
Air Service-----	5-4

Regional -----	5-4
Local -----	5-4
Private -----	5-5
Waterborne Transportation -----	5-5
Rail Transportation -----	5-5
Trucking -----	5-6
Bike & Pedestrian -----	5-6
Bicycle Facilities -----	5-6
Pedestrian -----	5-6
Evaluation of Current Internal Traffic Circulation System -----	5-6
Functional Class -----	5-6
Arterial Roads -----	5-6
Collector Roads -----	5-6
Local Roads -----	5-7
Traffic Counts -----	5-7
Traffic Crashes -----	5-7
Road Pavement Condition -----	5-8
Access Controls -----	5-8
Speed Limit Controls -----	5-9
Integration of this Plan with Transportation Plans of Others -----	5-9
State Highway Plan -----	5-9
Regional Transportation System Plan -----	5-10
Transportation Corridor Plans -----	5-10
County Functional and Jurisdictional Studies -----	5-10
Rural Transportation Plans -----	5-10
State Airport Plans -----	5-10
State Railroad Plans -----	5-11
State, Regional and Local Bicycle Plans -----	5-11
State Bicycle Plan -----	5-11
Regional Bicycle Plan -----	5-11
Sheboygan County Pedestrian/Bicycle Plan -----	5-11
Transportation Funding Programs -----	5-11
General Transportation Aid (GTA) -----	5-12
Local Mileage Certification -----	5-12
Local Roads Improvement Program (LRIP) -----	5-12
Local Bridge Program -----	5-12
Traffic Signing and Marking Enhancement Program -----	5-13
Rural and Small Urban Area Public Transportation Assistance Program – Section 5311 -----	5-13
Local Transportation Enhancement Program (TE) -----	5-13
Surface Transportation Program – Discretionary (STP-D) -----	5-14
Transportation Demand Management Programs -----	5-14
TDM Grant Program -----	5-14
Wisconsin Employment Transportation Assistance Program (WETAP) -----	5-14
Transportation Economic Assistance (TEA Grant) Program -----	5-14
Six-Year Highway Improvement Program: 2008-2013 -----	5-14
Congestion Mitigation Air Quality (CMAQ) Program -----	5-15
Non-Motorized Transportation Pilot Program (NMTTPP) -----	5-15
Federal Highway Administration Programs -----	5-15
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU) -----	5-15
Transportation Strategy and Recommendations -----	5-16

<b>Chapter 6</b>	<b>-Utilities and Community Facilities</b>	6-1
Introduction		6-1
Chapter Summary		6-1
Public Facilities Inventory and Analysis		6-2
Electric Service		6-2
Natural Gas		6-2
Public Water System		6-2
Sanitary Sewer Service		6-2
Sanitary Sewage Collection System		6-3
Existing Sanitary Sewer System		6-3
Investigation/Design Data		6-3
Deficiencies in the Existing System		6-3
Storm Sewer System		6-3
Solid Waste and Recycling Facilities		6-3
Telecommunications Facilities		6-4
Telephone		6-4
Internet		6-4
Television		6-4
Community Facilities Inventory and Assessment		6-4
Village Hall		6-4
Road and Other Maintenance		6-4
Community Center		6-5
Postal Services		6-5
Cemeteries		6-5
Law Enforcement		6-5
Fire Station		6-6
Insurance Service Office (ISO) Rating		6-7
Emergency Ambulance Services		6-7
Library		6-7
Schools		6-7
Child Care Facilities		6-8
Elder Care Facilities		6-9
Health Care Facilities		6-11
Outdoor Recreation Inventory		6-12
Community Facilities		6-12
National, State and County Facilities		6-12
Other Recreation Facilities		6-12
Utilities and Community Facilities Strategy and Recommendations		6-13
<b>Chapter 7</b>	<b>-Intergovernmental Cooperation</b>	7-1
Introduction		7-1
Chapter Summary		7-1
Existing Activities		7-2
Adjacent Governmental Units		7-2
Relationships		7-2
Siting Public Facilities		7-2
Sharing Public Services		7-2
School District		7-2
Siting School Facilities		7-2
Sharing School Facilities		7-3
County		7-3

Region	7-3
State	7-3
Inventory of Plans and Agreements	7-3
Cooperative Boundary Plan	7-3
Annexation	7-3
Extraterritorial Platting Jurisdiction (ETP)	7-4
Extraterritorial Zoning Jurisdiction (ETZ)	7-4
Existing or Potential Conflicts	7-4
Existing or Potential Conflicts	7-4
Proposed Conflict Resolution Process	7-4
Intergovernmental Strategy and Recommendations	7-5
<b>Chapter 8 -Land Use</b>	<b>8-1</b>
Introduction	8-1
Chapter Summary	8-2
Inventory of Existing Land Use Controls	8-2
Existing Comprehensive Plan or Land Use Plan	8-2
Village Zoning Ordinance	8-2
Village Subdivision Ordinances	8-3
Official Map	8-4
Extraterritorial Jurisdiction	8-4
Highway Access	8-4
Shoreland, Floodplain, and Wetland Regulations	8-5
Floodplains	8-5
Wetlands	8-5
Historic Preservation	8-5
Current Land Use Inventory	8-6
Analysis of Current Land Use	8-9
Land Supply	8-9
Amount	8-9
Within Village Limits	8-9
Adjacent to Village Limits	8-9
Price	8-9
Demand	8-9
Redevelopment Opportunities and Smart Growth Areas	8-10
Land Use Issues and Conflicts	8-10
Anticipated Land Use Trends	8-10
Development Consideration and Constraints	8-10
Environmental, Financial, Transportation, and Public Utility Considerations and Constraints	8-10
Five-Year Incremental Land Use Projections	8-13
Residential Projections	8-13
Commercial Projections	8-13
Industrial Projections	8-13
Agricultural Projections	8-13
20-Year Potential Land Use Map	8-14
20-Year Map Comments	8-14
Land Use Intensity Scale	8-14
Coordination Between 20-Year Land Use Map and Zoning Map	8-16
Development / Design Standards	8-16
Land Use Strategy and Recommendations	8-17

<b>Chapter 9 -Implementation</b>	9-1
Introduction	9-1
Role of the Comprehensive Plan	9-1
Role of Local Officials	9-1
Elected Officials	9-1
Plan Commission	9-2
Board of Appeals	9-2
Role of Land Use Planning Controls	9-2
Zoning	9-2
Other Controls	9-3
Impact of Economic Development	9-3
Government Economic Development Initiatives	9-3
Non-Government Economic Development Activities	9-3
Role of Public Investment	9-4
Capital Improvements Program (CIP)	9-4
Impact Fees and Land Dedications	9-4
Special Assessments	9-4
Development Review Cost-Recovery	9-5
Role of Intergovernmental Cooperation	9-5
Boundary Agreements	9-5
Official Maps	9-5
Comprehensive Plan Internal Consistency	9-5
Implementation Schedule	9-6
Plan Review Timeline	9-18
Process for Adopting or Amending The Plan	9-18
Additional Plan Amendment Considerations	9-20

## LIST OF FIGURES

Figure 1.1: Location Map, Village of Oostburg	1-2
Figure 1.2: Project Area Map, Village of Oostburg	1-3
Figure 1.3: 2008 Orthophotograph, Village of Oostburg	1-4
Figure 1.4: Gender, Village of Oostburg	1-7
Figure 1.5: Age by Sex – 1990, Village of Oostburg	1-8
Figure 1.6: Age by Sex – 2000, Village of Oostburg	1-9
Figure 1.7: Educational Attainment (residents 25 years and over), Village of Oostburg	1-10
Figure 1.8: Educational Attainment (residents 25 years and over), Sheboygan County	1-10
Figure 1.9: Household Income Levels, 1999	1-11
Figure 1.10: Industry of Employed Persons 16 Years & Over, 1990, 2000, Village of Oostburg	1-12
Figure 1.11: Population Forecast, Village of Oostburg	1-13
Figure 1.12: Population Forecast, Sheboygan County	1-13
Figure 1.13: Household Projections for Village of Oostburg	1-13
Figure 1.14: Industry Projections for Bay Area Workforce Development Area, 2002-2012	1-14
Figure 2.1: Weather Data, Village of Oostburg	2-2
Figure 2.2: Weather Data, Village of Oostburg	2-3
Figure 2.3: Pleistocene Geology, Village of Oostburg	2-5
Figure 2.4: General Soil Types, Village of Oostburg	2-6
Figure 2.5: Prime Agricultural Soils, Village of Oostburg	2-8
Figure 2.6: Soil Limitations for Dwelling with Basements, Village of Oostburg	2-9

Figure 2.7:	Steep Slope, Village of Oostburg-----	2-11
Figure 2.8:	Watersheds, Village of Oostburg-----	2-13
Figure 2.9:	Wetland & Floodplain, Village of Oostburg-----	2-16
Figure 2.10:	Woodlands, Village of Oostburg-----	2-18
Figure 2.11:	Environmental Corridors, Village of Oostburg-----	2-20
Figure 2.12:	Publicly Owned Lands, Village of Oostburg-----	2-23
Figure 2.13:	Historic Sites-----	2-24
Figure 2.14:	Archaeological Sites-----	2-24
Figure 3.1:	Historical Population Levels, Oostburg & Selected Areas-----	3-2
Figure 3.2:	Distribution of Age and Gender, 1990, Village of Oostburg-----	3-4
Figure 3.3:	Distribution of Age and Gender, 2000, Village of Oostburg-----	3-4
Figure 3.4:	Population by Age Groups and Gender, 2000, Village of Oostburg-----	3-5
Figure 3.5:	Median Age, 1980-2000, Oostburg & Selected Areas-----	3-5
Figure 3.6:	Total Housing Units, 1980-2000, Oostburg & Selected Areas-----	3-6
Figure 3.7:	Total Housing Permits Issued, 1997-2007, Village of Oostburg-----	3-6
Figure 3.8:	Historic and WisDOA Projected Persons Per Household-----	3-7
Figure 3.9:	Total Units in Structure, 1990 & 2000-----	3-7
Figure 3.10:	Housing Occupancy and Tenure, 1990 & 2000-----	3-8
Figure 3.11:	Year Structure Build, Oostburg and All Villages in Sheboygan County-----	3-9
Figure 3.12:	Neighborhoods in the Village of Oostburg and Average Estimated Fair Market Values-----	3-9
Figure 3.13:	Household Relationship, 2000, Village of Oostburg and Sheboygan County-----	3-10
Figure 3.14:	Median Home Values for Villages in Sheboygan County-----	3-10
Figure 3.15:	Owner-Occupied Housing Value in 2000-----	3-11
Figure 3.16:	WisDOA Household Projections for Oostburg-----	3-13
Figure 4.1:	Place of Work, 1990 & 2000, Oostburg and Nearby Villages-----	4-3
Figure 4.2:	Percentage of Employed Persons by Occupation, 2000, Oostburg & Nearby Villages-----	4-3
Figure 4.3:	Median Household Income, 1989 & 1999, Oostburg and Nearby Villages-----	4-4
Figure 4.4:	Average Unemployment Rates, 2000-2008, Sheboygan County and Wisconsin-----	4-4
Figure 4.5:	Top Five Employers within Village of Oostburg, 2008-----	4-5
Figure 4.6:	Recent History of Property Taxes Levied, Village of Oostburg-----	4-8
Figure 4.7:	Partial Breakdown of Full Value, 2002 & 2006, Village of Oostburg-----	4-8
Figure 4.8:	Recent History of Full Value and Public Indebtedness, Village of Oostburg-----	4-9
Figure 5.1:	Transportation Element, Village of Oostburg-----	5-3
Figure 5.2:	Vehicle Crashes, Village of Oostburg, 2004-2006-----	5-7
Figure 5.3:	Local Road Pavement Conditions in Selected Villages & Towns, 2007-----	5-8
Figure 6.1:	Child Care Facilities in Sheboygan County-----	6-8
Figure 8.1:	Village of Oostburg Zoning Districts-----	8-3
Figure 8.2:	Village of Oostburg Land Use Amount and Intensity, March 2002-----	8-6
Figure 8.3:	2002 Land Use, Village of Oostburg-----	8-8
Figure 8.4:	Development Constraints, Village of Oostburg-----	8-12
Figure 8.5:	Land Use Projections for Village of Oostburg in Five-Year Increments-----	8-13
Figure 8.6:	20-Year Potential Land Use – Village of Oostburg 2029-----	8-15
Figure 9.1:	Village of Oostburg Implementation Steps-----	9-6

**Appendix 1A** – Public Participation Plan

**Appendix 1B** – Citizen Input Survey

**Appendix 1C** – Draft Vision and Goals Statements Survey

## **CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES**

### **STATE PLANNING ENABLING LEGISLATION**

This Comprehensive Plan is the initial plan for the Village of Oostburg, Sheboygan County, Wisconsin. This Plan meets the requirements of Wisconsin’s comprehensive planning law (1999 Wisconsin Act 9) and was adopted on August 10, 2009 under the authority granted by Section 66.1001 of the Wisconsin Statutes, which states in part that “Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit’s comprehensive plan.”

This Comprehensive Plan is a policy document that contains guidance and specific recommendations as to how and where future conservation, growth, and development should occur within the Village, and what level of services should be provided. This Plan should be consulted when the Village makes decisions regarding land use and other issues impacting the development and quality of life in the Village. Specifically, beginning on January 1, 2010, decisions regarding the following must be consistent with the principles and guidelines established in this Comprehensive Plan:

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Village zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

### **HISTORY AND DESCRIPTION OF PLANNING AREA**

Settlement in the Village of Oostburg began in 1840. The village was initially located to the east along Sauk Trail Road. In 1870, the first three houses were built in what would become the present community of Oostburg, west of the initial location. During 1872, the “East” prefix was added to the initial location when the present community of Oostburg began growing around the railroad depot.

The Village was incorporated in 1909. At that time the Village population was 380. Population grew to 671 in 1930 and reached 1,647 residents in 1980. Some of the early businesses in downtown were the Oostburg State Bank, Oostburg Canning Company, and Oostburg Steel Foundry.

Currently, the Village of Oostburg has a population of 2,889 and encompasses an area of approximately 1,251 acres. Located in southeastern Sheboygan County on Interstate Highway 43, the Village is surrounded by the rural Towns of Holland, Lima, and Wilson. There are no major waterways within or adjacent to the Village, although Lake Michigan lies just under one mile to the east. Figures 1.1, 1.2, and 1.3 illustrate the location of Oostburg, the project area, and an orthophotograph of the Village, respectively.



*Photo by K.S.*

**[Map: Figure 1.1 Location Map, Village of Oostburg]**

**[Map: Figure 1.2 Project Area Map, Village of Oostburg]**

**[Figure 1.3 2008 Orthophotograph, Village of Oostburg]**

## **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

On April 2, 2007, Sheboygan County UW-Extension facilitated an organizational meeting of the Oostburg Smart Growth committee. The unpaid volunteer committee was appointed by the Village Board to play a primary role in developing the Village's comprehensive plan. (See the front of this Plan for a list of Smart Growth committee members.)

Funding for the Oostburg comprehensive plan was provided in large part by the Sheboygan County Stewardship Fund. The Village received a \$5,000 grant for doing a plan. These dollars were kept in a separate local fund and used solely for planning-related activities.

Oostburg is a small community with 6 full-time employee and several part-time employees and annual general operations budget of 1,219,191.71 dollars. As such, its resources are limited. Early on in the planning process, UW-Extension recommended, and Oostburg accepted, an "issues driven" planning approach to best fit Oostburg's situation. Rather than create a thick document with several dozen goals and objectives, the Smart Growth committee agreed to focus primarily on the most critical issues identified during the public participation process for each of the nine elements outlined in Chapter 66.1001 of the state statutes. It was felt that this kind of focused approach would be easier for residents and local officials to comprehend, fund, and implement. This does not mean other items were overlooked or not addressed. They simply were not deemed urgent or critical at the time the plan was being developed. The official policy of Oostburg is to regularly update or amend this comprehensive plan to more thoroughly address these items if changing circumstances warrant.

## **PUBLIC PARTICIPATION**

Public participation has been a priority from the beginning when UW-Extension met with the Oostburg Smart Growth Committee. Oostburg has worked extensively with Sheboygan County UW-Extension, encouraging public participation in a variety of ways to ensure the Village's comprehensive plan will address as much as possible the needs of local residents. In accordance with state requirements, the Village adopted a Public Participation Plan by resolution on June 11, 2007. See the Public Participation Plan for specific details regarding public and key stakeholder involvement in the Village's comprehensive planning process (Appendix 1A).

### **Visioning Process**

Sheboygan County UW-Extension coordinated a thorough visioning process that included 1) a nominal group process with Village officials and citizens to identify community issues, 2) a community-wide citizen opinion survey to obtain citizen input, 3) creation of vision and goal statements, 4) key stakeholder input to obtain feedback, and 5) a second survey of residents to confirm the "final" vision and goal statements.

### **Issue Identification**

UW-Extension staff met with Village officials and citizens on June 18, 2007 to identify present and future issues facing the Village of Oostburg. A nominal group exercise was used to generate, prioritize, and categorize a number of issues that came forth. These issues were then turned into survey questions by UW-Extension staff and brought back in the subsequent months for fine-tuning.

### **Citizen Opinion Survey**

The Village partnered with Sheboygan County UW-Extension during the summer of 2007 to create a citizen opinion survey in order to learn more about the preferences of Village residents. About 32 percent of the surveys, which were mailed to every household, business, and property owner during the last week of September 2007, were returned. Key findings included:

- Reasons people choose to live in Oostburg include small community atmosphere, safety/feeling of security, family/local ties, quietness, and churches.
- Residential growth preferences include single-family and housing for senior citizens.
- People are mostly satisfied to very satisfied with village services.
- Small retail businesses and light industry/manufacturing are desirable as an economic development strategy.

There were also literally hundreds of written comments submitted along with the regular checked responses. These comments touched on numerous items, including small town atmosphere, keeping village/properties neat and clean, downtown parking, and more retail/small businesses. See Appendix 1B for detailed survey results.

### **Draft Vision & Goal Statements**

Based directly on all of the previously described input, “draft” vision and goal statements were created and reviewed by UW-Extension and the Oostburg Smart Growth Committee for the most urgent and critical issues affecting the Village.

### **Key Stakeholder Input**

Following the development of the draft vision and goal statements, the members of the Oostburg Smart Growth Committee solicited input from a variety of key stakeholders including business people, Village Board members, educators, realtors, etc. The input from these local key stakeholders was used to “fine tune” the draft vision and goal statements.

### **Survey to Confirm Vision and Goals**

In the first week of May 2008, the draft vision and goal statements for the nine elements to be included in the Oostburg Comprehensive Plan were mailed to every household, business, and property owner within the Village. Check boxes beneath each statement were provided for survey participants to indicate whether he or she agreed with the statement, disagreed, or had no opinion. With a response rate of 20% (253 surveys completed), 92.9% of the respondents agreed with the vision statement, and agreement overall with all of the goal statements averaged 82.3%. See Appendix 1C for detailed survey results.

### **Final Vision Statement**

The vision statement for Oostburg is as follows:

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

**Final Goals, Objectives, Policies, and Programs**

**Goals** are broad statements that reflect the vision of a community (where do we want to be 10-20 years from now?). **Objectives** define goals with practical, concrete and specific terms (what will it look like when we get there?). **Policies** focus the intent of the governing body on moving forward (we’re committing to getting there). **Programs** describe specific actions that should take place (here’s how we get there)..

Final goals for Oostburg, as well as objectives, policies, and programs for “Housing,” “Transportation,” “Utilities & Community Facilities,” “Agriculture, Natural & Cultural Resources,” “Economic Development,” “Land Use,” and “Intergovernmental Cooperation” can be found in the respective chapters dedicated to each of these elements.

**BACKGROUND INFORMATION-SUMMARY**

**Existing Conditions**

**Demographic Trends**

The next few pages contain data and brief analyses of basic demographic data for the Village of Oostburg. This type of data is helpful in understanding the makeup of the local population, which is important in the planning process. Factors such as age, education levels, income levels, employment characteristics, and housing stock may influence what a community has to consider when it looks at meeting the needs of its residents.

**Gender**

From 1990-2000, Oostburg experienced a slight increase in percentage of males and a slight decrease in percentage of females (see Figure 1.4). Nevertheless, the total numbers of males and females in 2000 differ by less than 10. Because this data is within normal ranges, it is not expected to impact the planning process.

<b>Figure 1.4 – Gender, Village of Oostburg</b>				
	<b>1990</b>		<b>2000</b>	
	Number	Percent	Number	Percent
Male	953	49.4%	1,330	50.0%
Female (number, percentage)	978	50.6%	1,330	50.0%

*Source: U.S. Census Bureau*

**Age Distribution**

The age distribution tables in Figures 1.5 and 1.6 show a greater percentage of population between the ages of 35 to 64 in 2000 than was seen in 1990. This could be for several reasons including aging baby boomers and an influx of median age couples. Compared to 1990, a higher percentage of residents over 80 in 2000 were continuing to live within the Village.

These changes in age distribution present a set of variables for the Village to consider when drafting new policies or amending older policies. The needs and desires of residents change as they age and as income decreases. A larger distribution of elderly, whose income tends to be limited, can change the demands placed on public services and policies due to changes in needs and desires. The demand on public services can also increase due to a rise in younger populations, such as school age and median age populations living in newer suburban settings. These increases can place higher demands on educational and other residential services such as water, sewer, and trash disposal.

<b>Figure 1.5– Age by Sex – 1990, Village of Oostburg</b>						
<b>AGE</b>	<b>MALE</b>	<b>FEMALE</b>	<b>TOTAL</b>	<b>PERCENT</b>	<b>SHEBOYGAN CO PERCENT</b>	<b>WISCONSIN PERCENT</b>
0-4 yrs.	76	87	163	8.4%	7.1%	7.4%
5-9 yrs.	103	87	190	9.8%	7.8%	7.7%
10-14 yrs.	75	65	140	7.3%	7.5%	7.2%
15-19 yrs.	72	69	141	7.4%	6.8%	7.1%
20-24 yrs.	56	72	128	6.6%	6.3%	7.4%
25-29 yrs.	77	77	154	8.0%	7.9%	8.2%
30-34 yrs.	69	71	140	7.3%	8.7%	8.6%
35-39 yrs.	65	63	128	6.6%	8.1%	8.0%
40-44 yrs.	60	51	111	5.7%	6.7%	6.8%
45-49 yrs.	57	55	112	5.8%	5.4%	5.3%
50-54 yrs.	41	35	76	3.9%	4.5%	4.5%
55-59 yrs.	35	34	69	3.6%	4.2%	4.2%
60-64 yrs.	40	42	82	4.2%	4.4%	4.3%
65-69 yrs.	34	41	75	3.9%	4.2%	4.0%
70-74 yrs.	40	57	97	5.0%	3.7%	3.3%
75-79 yrs.	31	49	80	4.1%	3.0%	2.7%
80-84 yrs.	18	16	34	1.8%	2.0%	1.8%
85 + yrs.	4	7	11	0.6%	1.7%	1.5%
<b>TOTAL</b>	<b>953</b>	<b>978</b>	<b>1,931</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: U.S. Census Bureau

<b>Figure 1.6 – Age by Sex – 2000, Village of Oostburg</b>						
<b>AGE</b>	<b>MALE</b>	<b>FEMALE</b>	<b>TOTAL</b>	<b>PERCENT</b>	<b>SHEBOYGAN CO PERCENT</b>	<b>WISCONSIN PERCENT</b>
0-4 yrs.	118	85	203	7.6%	6.4%	6.4%
5-9 yrs.	114	98	212	8.0%	7.0%	7.1%
10-14 yrs.	103	110	213	8.1%	7.5%	7.5%
15-19 yrs.	121	105	226	8.5%	7.4%	7.6%
20-24 yrs.	58	68	126	4.7%	5.7%	6.7%
25-29 yrs.	94	80	174	6.5%	6.0%	6.2%
30-34 yrs.	99	101	200	7.5%	7.0%	7.0%
35-39 yrs.	99	104	203	7.6%	8.3%	8.1%
40-44 yrs.	102	117	219	8.2%	8.5%	8.2%
45-49 yrs.	81	78	159	6.0%	7.5%	7.4%
50-54 yrs.	72	59	131	4.9%	6.2%	6.2%
55-59 yrs.	53	51	104	3.9%	4.7%	4.7%
60-64 yrs.	42	45	87	3.3%	3.8%	3.8%
65-69 yrs.	46	57	103	3.9%	3.4%	3.4%
70-74 yrs.	48	53	101	3.8%	3.4%	3.2%
75-79 yrs.	39	54	93	3.5%	3.0%	2.7%
80-84 yrs.	26	42	68	2.6%	2.2%	2.0%
85 + yrs.	15	23	38	1.4%	2.0%	1.8%
<b>TOTAL</b>	<b>1,330</b>	<b>1,330</b>	<b>2,660</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: U.S. Census Bureau

**Education Levels**

A review of the available information on educational attainment in Oostburg shows a marked decline in the percentage of residents with less than ninth grade education, from 11.7% in 1990 to 5.5% in 2000 (see Figure 1.7). While a higher percentage of residents are now continuing past ninth grade, the percentage of residents with less than twelfth grade education has likewise decreased from 9.5% in 1990 to 6.4% in 2000.

The percentage of residents with high school diplomas has declined slightly in Oostburg from 43.1% in 1990 to 39.0% in 2000, however, this decline is likely due to an increase in the percentage of residents pursuing higher education. The percentage of Oostburg residents with some college increased significantly from 14.6% in 1990 to 21.2% in 2000, similar to an increase from 15 % in 1990 to 19.7% in 2000 for Sheboygan County (see Figure 1.8). Another significant increase was the percentage of residents with bachelor’s degrees, almost doubling from 9.4% in 1990 to 17.9% in 2000. Some of the increase in residents with higher degrees might be explained by an influx of professional residents who commute to larger cities to work but wish to live in the small town atmosphere provided by the Village of Oostburg.

Educational attainment is generally tied to income earnings potential and therefore trends which show an increase in educational attainment, such as that in the Village of Oostburg, often indicate an increase in earnings income potential for Village residents.

**Figure 1.7 – Educational Attainment (residents 25 years and over), Village of Oostburg**

<b>Attainment Level</b>	<b>1990</b>	<b>2000</b>
Less than 9 <sup>th</sup> grade:	11.7%	5.5%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma:	9.5%	6.4%
High school graduate (includes equivalency):	43.1%	39.0%
Some college, no degree:	14.6%	21.2%
Associate degree:	7.8%	6.0%
Bachelor’s degree:	9.4%	17.9%
Graduate or professional degree:	3.9%	4.0%

Source: U.S. Census Bureau

**Figure 1.8 - Educational Attainment (residents 25 years and over), Sheboygan County**

<b>Attainment Level</b>	<b>1990</b>	<b>2000</b>
Less than 9 <sup>th</sup> grade:	10.8%	5.8%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma:	11.8%	9.8%
High school graduate (includes equivalency):	41.6%	39.9%
Some college, no degree:	15.0%	19.7%
Associate degree:	7.1%	6.9%
Bachelor’s degree:	9.9%	12.8%
Graduate or professional degree:	3.8%	5.1%

Source: U.S. Census Bureau

### Income Levels

Annual income levels for Oostburg households are compared to those of other villages within the County in Figure 1.9. In 1999, 33.9% of Oostburg households were in the lower income brackets (less than \$35,000), compared to 28.3% of households in all villages. Middle income brackets were nearly identical – 59.6% in Oostburg and 60.3% in all villages. The percentage totals for high income households were 6.5% in Oostburg and 11.4% in all villages.

<b>Figure 1.9 – Household Income Levels, 1999</b>			
<b>Annual Income</b>	<b>Oostburg</b>	<b>Village Average</b>	<b>Sheboygan County</b>
Less than \$10,000:	1.0%	2.8%	4.9%
\$10,000 to \$14,999:	6.6%	4.3%	5.2%
\$15,000 to \$24,999:	12.1%	9.5%	12.1%
\$25,000 to \$34,999:	14.2%	11.7%	13.2%
\$35,000 to \$49,999:	17.3%	18.6%	19.5%
\$50,000 to \$74,999:	29.6%	27.9%	26.2%
\$75,000 to \$99,999:	12.7%	13.8%	11.2%
\$100,000 to \$149,999:	4.2%	7.9%	5.2%
\$150,000 to \$199,999:	1.6%	1.7%	1.2%
\$200,000 or more:	0.7%	1.8%	1.3%

Source: U.S. Census Bureau

### Employment Characteristics

For the period 1990 to 2004, the civilian labor force in Sheboygan County increased 17.8%, from 55,935 to 65,906; the number of unemployed increased 18%, from 2,298 to 2,711; and the number of employed increased by 17.8%, from 53,637 to 63,195. The unemployment rate experienced a high of 5.7% in 1991 and low of 2.0% in 1999.

In 2000, the majority (35.6%) of the people in the workforce in Oostburg were employed in the manufacturing industry, (see Figure 1.10). This was down slightly from 1990 (37.8%). Educational, health, and social services was the second highest employment sector at 17.9% in 2000. In third place, the construction sector also showed a significant increase from 9.6% in 1990 to 12.1% in 2000.

**Figure 1.10 – Industry of Employed Persons 16 Years & Over, 1990, 2000, Village of Oostburg**

INDUSTRY	1990		2000	
	COUNT	PERCENT	COUNT	PERCENT
Agriculture, forestry, fisheries and mining	17	1.9%	4	0.3%
Construction	87	9.6%	162	12.1%
Manufacturing	341	37.8%	477	35.6%
Transportation, warehousing utilities	17	1.9%	28	2.1%
Information	~	~	23	1.7%
Communications and other public facilities	7	0.8%	~	~
Wholesale trade	31	3.4%	31	2.3%
Retail trade	107	11.9%	140	10.5%
Finance, insurance, & real estate	65	7.2%	58	4.3%
Professional, management, administrative	~	~	55	4.1%
Business and repair service	17	1.9%	~	~
Personal services	20	2.2%	~	~
Arts, entertainment, recreational services	0	0.0%	44	3.3%
Educational, health, social services	142	15.7%	240	17.9%
Other services	39	4.3%	39	2.9%
Public administration	12	1.3%	38	2.8%
<b>TOTAL</b>	<b>902</b>	<b>99.9%</b>	<b>1,339</b>	<b>99.9%</b>

Sources: U.S. Census Bureau and Wisconsin Department of Workforce Development

**Forecasts**

**Population**

Using a linear projection method, which uses historical population trends to indicate population changes in future time periods, future population levels have been projected for the Village of Oostburg and Sheboygan County. As shown in Figure 1.11, projections for the Village of Oostburg indicate a continuing increase over the next twenty years. Forecasts for Sheboygan County also indicate an increase in population overall through the year 2025 (see Figure 1.12).

Population forecasts, as stated above, are based on historical trends and are subject to revision. Many factors, such as changes in municipal boundaries, policies, housing availability, and economic development can have a substantial affect on population trends. Currently, the population forecast would appear to be in harmony with the citizen opinion survey results showing a preference for moderate growth in Oostburg.

<b>Figure 1.11 – Population Forecast, Village of Oostburg</b>				
				<b>Percent change</b>
<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2010-2025</b>
3,117	3,351	3,588	3,823	22.6%

<b>Figure 1.12 - Population Forecast, Sheboygan County</b>				
				<b>Percent change</b>
<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2010-2025</b>
119,411	122,921	126,540	130,018	8.9%

*Source: Wisconsin Department of Administration, 2005*

**Households**

As shown in Figure 1.13, the number of households in the Village of Oostburg is projected to increase substantially from 2010 to 2025, at a rate of 25.8%.

<b>Figure 1.13 – Household Projections for Village of Oostburg</b>		
<b>Year</b>	<b>Total Households Projected by WisDOA</b>	<b>Households Projected Since 2000 Census</b>
2010	1,171	191
2015	1,271	291
2020	1,371	391
2025	1,473	493

*Source: Wisconsin Department of Administration*

**Employment**

The Wisconsin Department of Workforce Development created the *Bay Area Workforce Development Area Profile, 2002-2012*, a projection for industries, occupations, and the labor force. These projections are for the total number of nonfarm jobs in the ten county Bay Area, which

includes Sheboygan County (see Figure 1.14). Although specific data for the Village of Oostburg is unavailable, these projections for the Bay Area are indicative of the trends that could be anticipated in Oostburg. According to the profile, overall employment is projected to grow almost 12% between 2002 and 2012. The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs, over one-third of the total growth. Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector in 2012, however, other industry sectors will continue to close the gap over the period. Occupations remaining in manufacturing are expected to continue to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and availability of new technologies.

**Figure 1.14 – Industry Projections for Bay Area Workforce Development Area, 2002-2012**

Industry Title	Employment		Ten-year change	
	2002 Estimate	2012 Projected	Numeric	Percent
Total Non-farm Employment	302,080	338,060	35,980	11.9%
Construction/Mining/Natural Resources	15,820	19,170	3,350	21.2%
Manufacturing	77,690	78,180	490	0.6%
Paper Mfg	9,900	8,520	-1,380	-13.9%
Plastics and Rubber Products Mfg	5,450	6,640	1,190	21.8%
Transportation Equipment Mfg	5,470	5,860	390	7.1%
Trade	42,270	46,840	4,570	10.8%
Building Material and Garden Equipment and Supplies Dealers	3,000	3,550	550	18.3%
Transportation and Utilities (Including US Postal)	15,760	17,900	2,140	13.6%
Financial Activities	15,120	16,990	1,870	12.4%
Education and Health Services (Inclgd state & local govt. ed. & hosp.)	50,170	62,790	12,620	25.2%
Ambulatory Health Care Services	9,890	13,860	3,970	40.1%
Hospitals (Including state & local govt.)	11,150	13,590	2,440	21.9%
Leisure and Hospitality	27,360	30,950	3,590	13.1%
Information/Prof Services/Other Services	38,510	45,150	6,640	17.2%
Government (Excluding USPS, state & local govt. ed. and hosp.)	19,390	20,100	710	3.7%

Source: WI DWD, Office of Economic Advisors, September 2004

## **CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### **INTRODUCTION TO THIS ELEMENT**

Farming and farm-related businesses provide important contributions to many local economies.

**Agriculture** is also significant because farmland and working farms dominate the rural landscape and help define local community identity and culture. Unfortunately, the state’s most productive soils are located in the southeastern third of the state where most population growth is occurring. These issues make planning for agriculture essential.

**Natural resources** provide a clean and abundant supply of groundwater and surface water; assure safe air to breathe; and to provide a natural landscape of terrestrial and aquatic habitats, such as forests, prairies and wetlands that are fundamental to a healthy and diverse biological community. Natural resources include the parks, trails, scenic areas, and other outdoor places we rely on for recreation. Also, natural resources are essential to a vibrant economy—measured in tourism revenues, enhanced property values, sustainable agriculture, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc. Since these resources are limited, it is important to care for them, use them wisely, and avoid unplanned or poorly planned development patterns, which unnecessarily increase demand for water, land, and raw materials.

**Cultural resources** include historic buildings and structures as well as ancient and historic archeological sites. A preservation ethic provides the historical context for future planning and land use policies, because older neighborhoods and historic buildings can determine the style and scale of future development. In addition, preserving the unique history of a community helps build a “sense of place” and brings a long-term perspective that promotes stability and more careful decision making.

66.1001(2)(e)

*Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under 295.20(2)s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

### **CHAPTER SUMMARY**

**Agriculture** is not a major land use within Oostburg. However, it is the primary land use in the adjacent Town of Holland and Town of Lima. Oostburg can help encourage the continued health of agriculture in Holland and Lima by 1) reducing development pressure in the Towns of Holland and Lima by making it possible for growth to occur within or adjacent to Oostburg, and 2) making it possible for businesses and infrastructure that support agriculture to flourish in Oostburg as appropriate.

While **natural resources** are limited in Oostburg due to its small size, there are still significant resources worthy of attention. There are nine acres of recreation space (Veteran’s Park) in the center of the Village and five acres of beach front (Amsterdam Beach) on Lake Michigan. The Citizen Input Survey results show the community supports recreational activities and preservation of natural resources in the Village. Benefits include natural open areas to help control stormwater and promote groundwater recharge, as well as adding to a community’s overall health, character, stability, beauty and quality of life.

Again, due to its small size, **cultural resources** are limited in Oostburg. Nevertheless, although the number of historically significant sites within the Village are few, they should not be overlooked or neglected. Without the preservation and/or enhancement of these sites, the Village may lose some of the historic character that makes it unique.

**INVENTORY**

**Climate**

Sheboygan County typically experiences continental weather with some modification by Lake Michigan. The cool waters of the lake delay spring, while relatively warm water in fall retards early frost. Summers, on average, are mild due to the region’s proximity to water that moderates daily extremes (see Figure 2.1).

About two-thirds of the annual precipitation falls during the growing season. It is normally adequate for vegetation, although drought is occasionally reported. The climate is most favorable for dairy farming; the primary crops are corn, small grains, hay, and vegetables.

The growing season averages 126 to 165 days. The average date of the last spring freeze varies from the first week to the last week of May, with a median date of last frost of May 11. The first autumn freezes occur in early to mid-October, with a median date of first frost of October 6. The mean date of first snowfall of consequence, an inch or more, occurs in early November. The snow cover acts as protective insulation for grasses, autumn seeded grains, and other vegetation (see Figure 2.2).

**Figure 2.1 – Weather Data, Village of Oostburg**

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Average temp. (°F)	18.0	22.3	32.2	43.9	55.7	65.4	70.7	68.9	60.7	49.4	36.2	23.9
High temperature (°F)	26.0	30.5	40.5	53.1	66.0	75.9	80.7	78.4	70.5	58.4	43.5	30.9
Low temperature (°F)	9.9	14.1	23.9	34.8	45.3	54.8	60.6	59.4	50.8	40.4	28.8	16.8
Precipitation (in)	1.4	1.3	2.3	3.4	3.5	3.8	3.8	4.5	3.9	2.8	2.7	1.9

*Based on data from the weather station at Plymouth, Wis., latitude 43°45' N, longitude 87°59' W, elevation 865 ft.*

**Figure 2.2 – Weather Data, Village of Oostburg**

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Days with precip.	11	9	12	12	12	11	10	10	9	9	10	11
Wind speed (mph)	11.9	11.6	12.0	12.2	11.0	9.9	9.1	8.9	9.8	10.8	11.8	11.5
Morning humidity (%)	77	78	79	78	78	80	83	87	87	82	81	80
Afternoon humidity (%)	71	68	66	62	60	62	63	66	66	64	69	73
Sunshine (%)	46	49	51	53	60	65	68	65	58	52	39	39
Days clear of clouds	7	6	6	6	7	8	9	9	9	9	5	6
Partly cloudy days	6	6	8	8	10	10	11	11	9	8	6	6
Cloudy days	18	15	17	16	14	12	10	11	12	14	18	19
Snowfall (in)	13.1	8.9	8.4	2.2	0.1	0.0	0.0	0.0	0.0	0.2	3.5	10.7

*Based on data from the weather station at Plymouth, Wis., latitude 43°45' N, longitude 87°59' W, elevation 865 ft.*

**Geology**

Two different types of geologic settings, Quaternary geology and bedrock geology, characterize Sheboygan County. Quaternary geology refers primarily to the effects that continental glaciations have had on the region within the last 20,000 years, and to a lesser extent, the surface effects of more recent erosion and deposition. Bedrock geology refers to the much older, solid rock layers that lie beneath Quaternary sediments.

**Bedrock Geology**

The bedrock units underlying Sheboygan County range in age from Precambrian at depth, to Silurian at the surface. The oldest are impermeable crystalline rock of Precambrian age at depths that average more than 1,500 feet below the land surface.

Silurian dolomite, often referred to as Niagara, is the uppermost bedrock in Sheboygan County and reaches thicknesses up to 580 feet. Rocks underlying the Niagara dolomite are not visible in the County. Below the Niagara dolomite is a shale formation known as Maquoketa. It reaches a maximum thickness of 450 feet. The Maquoketa Shale overlies a dolomite formation, termed Platteville-Galena, which is approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones, which are 450 feet thick. All of these sedimentary rock formations overlie Precambrian igneous rocks.

**Quaternary (Glacial) Geology**

The last glacial ice of Quaternary glaciation, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing material in lowlands created by pre-glacial erosion. Four types of Quaternary deposits are recognized within the region, including till, glaciofluvial sediments, shoreline deposits and organic deposits.

Till or unstratified drift is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders. Tills are ice-contact deposits originating directly from glacial ice.

Unlike till, glaciofluvial sediments are sorted by particle size that delineates the stratification. Glaciofluvial sediments were deposited in a fluvio-glacial environment involving glacial meltwater flow. Each individual layer of glaciofluvial sediments are characterized by a given grain size, ranging from pebbles and cobbles to sand or finer.

Ground and end moraines are two types of topographic landforms found in the region that consist primarily of till. A ground moraine is an irregular surface of till deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced. An end moraine is an accumulation of earth, stones, and other debris deposited at a glacier's end stage.

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning area. This type of topographic feature is an outwash plain, which is an apron of well sorted, stratified sand and gravel deposited by glacial meltwater. Glaciofluvial deposits, which contained large ice blocks that eventually melted, were pitted with depressions known as kettles. Glaciofluvial deposits of sand and gravel surround many drumlins; but these are often covered with a thin silt cap. Figure 2.3 shows the Pleistocene Geology of the Village of Oostburg.

## **Soils**

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development.

### **General Soils Description**

Soils, in part, determine how much rainfall or snowmelt directly flows into the rivers, lakes, and wetlands, and how much infiltrates the ground. Water that infiltrates the ground replenishes soil moisture and recharges the groundwater system. Soils are grouped into general soil associations that have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. The general soil types can be divided into three broad categories: areas dominated by soils formed in glacial till; areas dominated by soils formed in glacial outwash and till; and areas dominated by organic soils.

The soils in Sheboygan County are diverse (see Figure 2.4), ranging from sandy loam to loam or shallow silt loam, and from poorly drained to well drained. In some areas, lacustrine sands are found overlying clays or bedrock within only a few feet of the surface. Important soils in the County include clays, loams, sands, and gravels.

The soils within the Village of Oostburg are part of the Kewaunee-Waymor-Manawa Association. The predominant soil type found in the Village is Kewaunee. This soil is moderately well drained and has moderate limitations associated with development in an urban setting. This soil consists of an upper layer of mainly silt loam, underlain by silty clay and silty clay loam. Areas of stratified sand and gravel deposits are encountered at a depth of approximately two feet. Small areas of poorly drained soils, primarily Poygan, are found in low lying areas in the south and west portions of the Village. Soils classified as poorly drained are often problematic and prone to flooding, high groundwater, and poor drainage.

**[Map: Figure 2.3 Pleistocene Geology, Village of Oostburg]**

**[Map: Figure 2.4 General Soil Types, Village of Oostburg]**

### **Prime Agricultural Lands**

The USDA, Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Prime farmland includes land that is being used currently to produce livestock and timber. It does not include land already committed to urban development or water storage.

Prime farmland has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed, including water management, according to acceptable farming methods.

In general, prime farmland in Wisconsin:

- Has an adequate and dependable water supply from precipitation or irrigation
- Has a favorable temperature and growing season
- Has acceptable acidity or alkalinity
- Has few or no rocks
- Is permeable to air and water
- Is not excessively erodible
- Is not saturated with water for long periods of time
- Does not flood frequently, or is protected from flooding

Figure 2.5 provides a representation of areas with prime agricultural soils in and around Oostburg.

### **Suitability for Dwellings with Basements**

Within the *Soil Survey of Sheboygan County*, the Natural Resources Conservation Service (NRCS) provides information on the suitability and limitations of soils for a variety of natural resources and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development, including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single-family dwelling no higher than three stories. The ratings are based on soil properties, site features, and observed performance of the soils.

According to the NRCS, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Soil Survey* for additional information regarding soil limitations for building site development. Figure 2.6 shows soil suitability for dwellings with basements in the Village of Oostburg. This map is based on generalized data and is not a substitute for on-site soil testing.

### **Suitability for Septic Systems**

Since Oostburg is served by public sewer, soil suitability for septic systems is not applicable in sewer service areas.

**[Map: Figure 2.5 Prime Agricultural Soils, Village of Oostburg]**

**[Map: Figure 2.6 Soil Limitations for Dwellings with Basements, Village of Oostburg]**

### **Topography**

The majority of Oostburg is relatively flat, with elevations ranging from 600 to 699 feet above sea level along Center Avenue (see Figure 2.7).

### **Agriculture**

Agriculture creates jobs, provides a product for sale, and pays taxes. Farmland can also provide other substantial benefits to the environment, including floodplain protection, groundwater recharge areas, and wildlife habitat. There are also social benefits, including scenic views and open space.

As of 2002, there was approximately 610 acres of land categorized as agriculture within the village limits of Oostburg, which is about 49% of the Village's total area.

### **General Agricultural Soil Associations**

Much of the Oostburg area and the adjacent Towns of Holland and Lima is covered by soils in the Kewaunee-Waymor-Manawa series. These are generally well-drained to moderately well-drained soils that have a sub-soil of mainly silty clay or silty clay loam. The predominate Kewaunee soil classes in the area have 2-6% slopes and are moderately well suited to all crops commonly grown in the County, as well as pasture and woodland, exceptions are the Poygan soils to the west and south of the Village, which though nearly level, are wet and would only be suited for agriculture if drained.

Land capability subclasses place soils into groups with similar suitability and limitations for agricultural use. The risks of soil damage or limitations in use become progressively greater from class 1 to class 8. Class 1 and 2 soils have the best capability for agricultural production and the capability diminishes as the classes advance. Figure 2.5 shows soil classes in and around Oostburg.

### **Agricultural Preservation**

The changes in the structure of Wisconsin's property taxation, implementing a use-value assessment, have been generally favorable to agricultural preservation. Agricultural lands are now assessed for their value in agriculture and not other potential uses. Although this assessment policy may benefit farmland owners, and may be effective in rural towns, in a village or city where land often has a high development potential, land used and assessed as agricultural may be seen as under-utilizing the land, especially from a tax revenue perspective. In Oostburg, for example, 49% of all parcels in 2002 were providing very little, if any, property tax revenue to the Village. On the other hand, such farmland requires hardly any public services or expenses. Farm fields do not send ears of corn to school, require an extensive transportation network, request utilities like public water and sewer, or demand services like police and fire protection.

The preservation of farmland is a controversial issue. Many rural, non-farm residents want to preserve farmland while many farmers also want to preserve the land while retaining the option to sell. However, as development increases and agricultural commodity prices decline, the challenges to preserving farmland resources, especially those close to cities and villages, become greater.

The effect of residential development expanding outward from cities and villages into productive agricultural areas creates many issues. New development can make daily farming activities difficult and sometimes dangerous. New residents in farming areas may not understand basic farming

**[Map: Figure 2.7 Steep Slopes, Village of Oostburg, ]**

practices, such as manure handling or harvesting. As a result, farmers are forced to contend with conflicts such as; increased traffic and nuisance complaints by new neighbors related to slow moving vehicles on roadways, noise, dust, odors, and late hours of operation. As development pressures increase, so will conflicts with agricultural practices.

## **Water Resources**

### **Watersheds and Sub-Watersheds**

A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways contribute drainage to one watershed or another. Each watershed is comprised of one main-stem of a river. A river basin is made up of a number of watersheds that drain into one larger river. The majority of Sheboygan County lies within the Sheboygan or Milwaukee River Basins. Oostburg, specifically, is contained within the Black River watershed, which is part of the Sheboygan River Basin.

Sheboygan County encompasses some of the most scenic and critical watersheds within Wisconsin. All the watersheds in Sheboygan County drain into the Lake Michigan Watershed either through major rivers or direct drainage to the lake. These watersheds have been classified as either Priority or Non-Priority watersheds for water quality purposes by the Wisconsin Department of Natural Resources. Figure 2.8 shows the watersheds in and around Oostburg.

### **Priority Watersheds**

The Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program) was created in 1978 by the state legislature. This program selected priority watersheds based on numerous factors including, but not limited to: unique species, potential to respond positively to nonpoint source controls and sensitivity to phosphorus loading. The program has provided financial and technical assistance to landowners and local governments to reduce nonpoint source pollution. Four watersheds within Sheboygan County have been designated as Priority Watersheds through this program, including the North, East and West Branch Milwaukee River Priority Watershed (designated in 1984). The Milwaukee River North Watershed is located in portions of Sheboygan, Ozaukee and Washington counties and has a drainage area of 150 square miles. Land cover is primarily rural with agriculture dominant. Sources of nonpoint pollutants included runoff from animal waste, sedimentation from crop fields, urban construction sites, stream bank erosion, and manure.

### **Groundwater**

Sheboygan County's groundwater reserves are held in two principal aquifers: the eastern dolomite aquifer, and the sandstone and dolomite aquifer.

The Eastern Dolomite Aquifer occurs from Door County to the Wisconsin Illinois border. It consists of Niagara dolomite underlain by Maquoketa shale. In areas where fractured dolomite bedrock occurs at or near the land surface, the groundwater in shallow portions of the western dolomite aquifer can easily become contaminated.

The Sandstone and Dolomite Aquifer consists of layers of sandstone and dolomite bedrock that vary greatly in their water-yielding properties. In eastern Wisconsin, this aquifer lies below the eastern

**[Map: Figure 2.8 Watersheds, Village of Oostburg ]**

dolomite aquifer and the Maquoketa shale layer. In eastern Wisconsin, most users of substantial quantities of groundwater tap this deep aquifer to obtain a sufficient amount of water.

Individual wells are recharged by local rain and snow seeping into the ground and migrating through the soil to groundwater, which then flows toward the well. This recharge area typically extends one-quarter to one-half mile from the well itself. Since contaminants from agricultural activities (typically nitrate-nitrogen from fertilizers and animal waste from storage sites and feedlots), municipal landfills, leaky underground storage tanks, leaking septic systems, abandoned hazardous waste sites, and hazardous/toxic spills can also seep into the groundwater in this recharge area, many communities have voluntarily established wellhead protection programs to manage what occurs within 1,500 feet of a well. Currently, the Village has a wellhead protection district in its general zoning ordinance. Oostburg draws its water from 3 high capacity wells at depths of 275 feet, 360 feet, and 353 feet. The most recent Consumer Confidence Report, filed with the DNR in 2007, revealed 0 violations for the contaminants required to be tested.

### **Lakes**

There are no lakes within or adjacent to the Village of Oostburg, although Lake Michigan is less than one mile to the east.

### **Rivers and Streams**

The Black River originates within the Village of Oostburg and flows to the northeast towards the City of Sheboygan.

### **Shoreland Corridors**

Shorelands are often viewed as valuable recreational and environmental resources both in urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreline/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered.

The authority to enact and enforce shoreland/floodplain and other zoning provisions is vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes. Oostburg's shoreland-wetland zoning is established in the Village's zoning code, Section 6.01. The code governs any lands within 1,000 feet of the ordinary high-water mark on lakes, ponds and flowages. Lands within 300 feet of a navigable stream are also included in this code.

### **Floodplains**

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

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water-related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the State of Wisconsin requires that counties, cities and villages adopt floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in floodplain areas is strictly regulated and in some instances is not permitted. The Village of Oostburg has a floodplain ordinance making it compliant with Wisconsin statutes. Oostburg's Floodplain Ordinance has three defined districts including a floodway district, a flood fringe district, and a general floodplain district.

The Floodway District limits development to non-habitable structures and uses intended for recreation and the preservation of the area. The Floodfringe District has less stringent regulations on development. Residential, commercial, industrial and utilities may be within the Floodfringe District upon complying with the standards written in Section 10.02. The General Floodplain District encompasses both floodway and flood fringe areas.

Figure 2.9 shows the floodplain areas as mapped by the Federal Emergency Management Agency (FEMA). An on-site review of the floodplain elevation is necessary to determine the most accurate location of the floodplain boundary.

### **Wetlands**

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas. Figure 2.9 shows wetlands in the Oostburg area as mapped on the Wisconsin Wetland Inventory.

Wetlands also act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Finally they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

The shoreland-wetland ordinance for the Village of Oostburg (section 6.01) has regulations for all wetlands in the municipality which are 5 acres or more and shown on the final Wetland Inventory Map of the ordinance. Those areas include anything within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowage and/or anything within 300 feet of the ordinary high water mark of navigable rivers or streams.

**[Map: Figure 2.9 Wetland & Floodplain, Village of Oostburg]**

### **Woodlands**

Woodlands throughout Sheboygan County are comprised primarily of sugar maple, yellow birch, American beach, basswood, red oak, red pine, hemlock, silver maple, paper birch, aspen, white cedar, and small stands of the northern hardwood species. Also seen in the County are balsam firs, white spruce, black spruce, and tamarack. These woodlands provide an aesthetic and natural purpose, providing habitat to many animals. Significant tracts of woodlands in the Village are located between I-43 and South Business Drive and north of Minnesota Avenue along the railroad tracks (see Figure 2.10).

The health of trees within the Village should be monitored and steps taken to limit the spread of disease to nearby trees. In drought years, trees that are especially susceptible include elm trees, which have been weakened by decades of fighting off Dutch elm disease.

### **Metallic and Non-Metallic Mining Resources**

Mining has economic value to multi-regional areas, but also has the ability to degrade natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. Wisconsin State Administrative Code NR135 gave this authority to the counties. Sheboygan County has enacted a non-metallic mining program; however, any town or municipality may develop and administer their own non-metallic mining reclamation program within the guidelines of Chapter NR 135. Nevertheless, this program will not improve sites that have discontinued mining operations prior to December 1, 2000.

The reclamation plan is a detailed technical document designed to meet the goals that will lead to successful reclamation and will help reduce the negative effects to the environment once the mine is abandoned. The plan has minimum standards that must be met before acceptance. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors.” Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use.” Currently there is no metallic mining occurring in Sheboygan County. However, sand, gravel, and crushed stone (non-metallic resources) are nonrenewable resources mined in the region. There are no active or inactive mining sites in or adjacent to the Village.

Sand, gravel, and crushed stone are needed for sub-base materials for road construction as well as a major component in concrete for foundations, basement walls, sidewalks, etc. As the region undergoes further growth and development, there will be greater demands for sand, gravel, and crushed stone. Even though sand, gravel, and crushed stone are ubiquitous, some deposits are of far better quality than other deposits. Gravel and crushed stone deposits with low chert content are best suited for concrete. Gravel deposits with low percentages of foliated metamorphic rock, gabbro, and basalt fragments are best suited for sub-base material and concrete. Outwash plains, kames, eskers, dunes, point bars, and stream channels are the best sources for better quality sand and gravel.

Sand, gravel, and crushed stone have low “intrinsic value”, but high “place value”. Intrinsic value refers to cash value of a given unit (weight or volume) of the product, while place value refers to the cost of transporting a given unit of the product. Construction costs increase significantly as the

**[Map: Figure 2.10 Woodlands, Village of Oostburg ]**

distance from the source of sand, gravel, and crushed stone increases, to the point that transportation costs may exceed production costs.

### **Environmental Corridors**

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community. The environmental corridor process is also used as part of the planning process for making planning and zoning decisions at the local level.

Environmental corridors receive some measure of protection in the Special Regulations section of the Village's zoning, Section 1.07. The purpose is to: "...preserve shore covers and natural beauty."

The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water-related resources. The Bay-Lake Regional Planning Commission has defined environmental corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; Federal Emergency Management Agency's 100-year floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of wetlands. Many of the Commission's planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.).

Other features that are considered as part of the environmental corridor definition on an area-by-area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. The Commission has defined environmental corridors for Sheboygan County to help in identifying areas that have the greatest need for protection. These corridors were delineated using the Commission's Geographic Information System (GIS) to overlay a variety of features. Figure 2.11 shows these environmental corridors.

**[Map: Figure 2.11 Environmental Corridors, Village of Oostburg ]**

### **Air Quality Issues**

The U.S. Environment Protection Agency (EPA) uses six “criteria pollutants” as indicators of air quality: ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, particulate matter and lead. For each of these, the EPA has established “primary” standards to protect public health, and “secondary” standards to protect other aspects of public welfare, such as preventing materials damage, preventing crop and vegetation damage, or assuring visibility. These standards are called the National Ambient Air Quality Standards (NAAQS). Areas of the country where air pollution levels persistently exceed these standards may be designated “non-attainment.”

Sheboygan County is considered a non-attainment area for the “8 hour” ozone standard (NAAQS). Sheboygan County was in attainment of the “1 hour” ozone standard, but the new standard has gone into effect. The Governor of the State of Wisconsin recommended non-attainment designation for Sheboygan County under the 8 hour standard in 2003 and the US Environmental Protection Agency designated Sheboygan County as non-attainment on April 15, 2004, with an effective date of June 15, 2004.

Specific air quality problems within the Village of Oostburg have not been an issue.

### **Wildlife Habitat**

Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. Major wildlife species using local habitats either within the Village of Oostburg or in the immediately surrounding area may include songbirds, white-tailed deer, squirrels, and small mammals. Some of the agricultural land and wetlands provide habitat for pheasants, raccoon, skunk, muskrats, red fox, and mink.

Sheboygan County lies within an important migratory corridor for songbirds, shorebirds, waterfowl, and raptors. These birds, possibly including some threatened or endangered species, use wooded and wetland areas for food and shelter during migration.

### **Threatened and Endangered Resources**

Many rare, threatened, and endangered species are found within Sheboygan County. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Page 40 of the *Sheboygan County Natural Areas and Critical Resources Plan (2004)* lists the known rare species and natural communities within the County as recorded in the Wisconsin Natural Heritage Inventory.

### **Parks and Open Spaces**

Parks are discussed in Chapter 6 - Utilities & Community Facilities. Approximately 61% of the area (about 755 acres) within the current Village limits could be described as undeveloped “open space,” characterized primarily by a mixture of farm fields, woodlands, and wetlands. The majority of land surrounding Oostburg is also “open,” characterized by this same mix. According to data from Bay-Lake Regional Planning Commission in 2002, the Town of Holland, which is adjacent to the Village, was approximately 96% “open space.” For comparison’s sake, in 2002 the rural villages of Cascade and Waldo, to the northwest of Oostburg, were approximately 70% and 77% “open space” respectively, while Cedar Grove to the south of Oostburg was 71% “open space.”



*Photo by K.S.*

See Figure 2.12 for locations of Village parks and publicly owned lands outside the Village.

### **Scientific and Natural Areas**

As of the date of this planning process, areas within or abutting Oostburg have not been designated as State scientific or natural areas. The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology, and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin.

The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology, and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin.

### **Historic and Archeological Resources**

When the first European settlers came to the area, there were approximately 1,000 Native Americans living in the county, composed mainly of the Pottawatomi, Chippewa, Ottawa, Winnebago and Menominee tribes. Their villages and camps were clustered on the bank or shore of practically every lake or stream, with the largest villages situated along the shore of Lake Michigan. Figure 2.13 lists historic sites and Figure 2.14 lists archeological sites in Oostburg and the adjacent portion of the Towns of Holland and Lima.

**[Map: Figure 2.12 Publicly Owned Lands, Village of Oostburg]**

<b>Figure 2.13 – Historic Sites</b>							
<b>Record #</b>	<b>Location</b>	<b>Wall Material</b>	<b>Survey Date</b>	<b>Style or Form</b>	<b>Resource Type</b>	<b>Construction Date</b>	<b>Designer Name</b>
82194	SW Corner of Center and 8th Sts	Stone	1975	Bungalow	House		
82196	811 Center St	Clapboard	1975	Bungalow	House		
82197	823 Center St	Clapboard	1982	Bungalow	House		
82198	916-918 Center St	Clapboard	1982	Italianate	House		
82200	220 S 10 <sup>th</sup> Storage	Brick	1975	Astylistic Utilitarian Building	Warehouse	1874	
82201	408 S 10 <sup>th</sup> Ave	Clapboard	1975	Stick Style	House	1905	
82202	1176 Wisconsin St		1982	Other Vernacular	Windmill		
82203	Wisconsin St. S side, 100 feet E of 12 <sup>th</sup> St		1982	Italianate	Bandstand		
82343	927 Superior	Clapboard	1975	Georgian Revival	Church	1917	

<b>Figure 2.14 – Archaeological Sites</b>			
<b>Site # / Burial Code</b>	<b>Site Name / Type</b>	<b>Cultural Study Unit</b>	<b>Section #</b>
SB-0102	JOHNSTON 1. Campsite Village	1. Unknown Prehistoric	4
SB-0103	KOEPPE COLLECTION 1. Unknown	1. Unknown	5
SB-0193	BRUSSE 1. Campsite/village	1. Archaic	5

Source: Sheboygan County Natural Areas and Critical Resources Plan

**Cultural Resources**

- Heritage House

Libraries

- Oostburg Public Library, 213 N. 8th Street, Oostburg.

Community Organizations

- Oostburg Area Chamber of Commerce
- Oostburg Kiwanis Club

- Hartman Lammers American Legion Post 286
- Oostburg Historical Society
- Oostburg Optimist Club

Events

- Heritage Day

**Community Design**

Community design addresses the “look” and “feel” of a community. A variety of features contribute to community design, and these are identified on the next page.

**Signage**

This includes signs that identify businesses; billboards and similar advertising signs; municipal signs; and yard signs. Section 1.03 of Oostburg’s Zoning Ordinance contains all of the regulations for signs, canopies and awnings. The purpose of this section is to establish minimum standards to safeguard life and property and promote public welfare and community aesthetics by regulating the appearance, construction, location and maintenance of all signs, awnings, canopies and billboards.

**Public Landscaping**

Parks, medians, and areas around public buildings often contain landscaping that can set a particular tone for a community. Oostburg has a Property Maintenance Code that addresses the upkeep and appearance of property and structures within the Village.



**Landmarks**

Landmarks are well-known reference points, prominent features, or meaningful locations within an area. Care should be taken to preserve landmarks, or enhance them, as necessary, if public opinion is supportive and funds are available. The prominent landmarks in Oostburg are:

- Daane’s Hardware
- Knotty Pine Restaurant

*Photo by K.S.*

**Highway Entryways**

Also known as “front doors” to a community, these are often the first view visitors and residents have of a community upon arrival. Many communities dress up these entryways with special signage, lighting, and landscaping in order to create a favorable impression. The primary entryways are:

1. CTH A from the west and north
2. I-43 from the east

Currently, there are standard signs used statewide containing the village name and population as well as enhanced community welcome signs at the Village entries at CTH A and from I-43.



*Photo by K.S.*

## **Districts**

Districts encompass easily delineated areas within a community, such as a historic district or a central business district. Special regulations may apply in such districts. Oostburg currently has a Business Park District on the east side of the community for light industrial, warehousing, distribution, or professional, medical, and corporate office facilities.

## **RESOURCES STRATEGY AND RECOMMENDATIONS**

The Village of Oostburg will seek direction for this element from the vision and goals identified through the public participation process:

### Vision

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

### Goals, Objectives, Policies, Programs

#### **1) The Village of Oostburg will continue to maintain and provide for current park and recreation facilities/activities and future park and recreation facilities/activities will be explored.**

Because Oostburg residents value park and recreation facilities/activities (almost 90% of participants in the Citizen Input Survey agreed with the above goal), the Village will support the sound management of park lands and recreational resources and explore opportunities to cost-effectively enhance them.

- a) *Policy/program:* Work with Sheboygan County in submitting appropriate materials for the County’s five-year updates to its *Outdoor Recreation and Open Space Plan*.
- b) *Policy/program:* Apply for WDNR Stewardship, Sheboygan County Stewardship, and federal Land & Water Conservation Fund (LAWCON) grants as needed.
- c) *Policy/program:* Make park and trail needs known to private benefactors.

#### **2) The Village of Oostburg supports the preservation of important cultural, historic, and archaeological sites and resources, both past and present.**

Maintaining sites and structures within Oostburg promotes a sense of tradition and stability to the residents. Viewers of Oostburg’s historic resources can gain an appreciation and education of its past and gain a sense of community.

- a) *Policy/program:* The Village will nominate appropriate sites, structures, and artifacts of community significance to national, state, and local registers as needed.

- b) Policy/program:* Consider establishing and maintaining a system for periodic assessment and reevaluation of designated cultural resources to determine current status and to identify changing preservation requirements and potential.

**3) The Village of Oostburg supports the protection of significant natural areas, including wetlands, wildlife habitats, lakes, stream corridors, woodlands, open spaces, and groundwater resources.** (This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

- a) Policy/program:* The Village of Oostburg will carefully consider its current shoreland, wetlands, floodplain, and well head protection ordinances with respect to future development proposals.

**4) The Village of Oostburg supports the conservation of productive agricultural areas.** (This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

Strong agricultural economies in the surrounding towns of Holland, Lima, and Wilson also benefit the Village of Oostburg’s economy and ensures the area around the Village will remain rural in character.

- a) Policy/program:* The Village will work with agricultural-related businesses seeking to locate or expand in Oostburg.

## **CHAPTER 3 - HOUSING AND POPULATION**

---

### **INTRODUCTION**

Housing is sometimes taken for granted by community planners. This is unfortunate, because quality housing is not only a basic human need, it attracts and retains workers, drives population growth, forms a major part of a community's image, and provides stability in a community. On an individual level, a home is usually the largest expenditure most residents make in their lifetimes. This chapter will discuss the status of housing in Oostburg, identify priority issues, and recommend possible ways to address those issues.



*Photo by K.S.*

#### 66.1001(2)(b)

*Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

### **CHAPTER SUMMARY**

Population growth in the Village of Oostburg has steadily increased during the last 25 years. This has been primarily attributable to availability of developable land and interest from developers. Over 422 new homes have been built in the same time period. The number of persons per household is shrinking, which is a nationwide trend.

Overall, the housing in the Village is generally newer than in other villages in the County. A handful of properties are in need of rehabilitation, but most homes have been kept up or remodeled. There is a slightly higher percentage of rentals in Oostburg than elsewhere. These properties have provided inexpensive housing options.

Oostburg appears to be attractive to a wide range of ages including young families and elderly residents. The Village also is retaining its residents.

Due to the presence of I-43 and the annexation of developable land to the east, the Village continues to grow. While this development is largely welcomed, Village officials will remain mindful of the small town atmosphere favored by residents.

**POPULATION CHARACTERISTICS**

**Historical Population Levels**

Figure 3.1 displays the steady increase in population the Village of Oostburg has experienced in the past 75 years. Oostburg has followed countywide trends in population growth with large increases from 1990 to 2000. While other surrounding communities continued to grow, the Village of Oostburg showed a 296.4 % increase in population between 1930 and 2000. Each decade since 1930, Oostburg has experienced an average population increase of about 285 persons.

<b>Figure 3.1 – Historical Population Levels, Oostburg &amp; Selected Areas</b>					
<b>Year</b>	<b>Village of Oostburg</b>	<b>Town of Holland</b>	<b>Town of Lima</b>	<b>Town of Wilson</b>	<b>Sheboygan County</b>
1930	671	1,879	1,629	1,062	71,235
1940	742	2,010	1,784	1,263	76,221
1950	895	2,000	2,257	1,839	80,631
1960	1,065	2,074	2,333	2,387	86,494
1970	1,309	2,287	2,590	3,323	96,660
1980	1,647	2,504	2,809	3,604	100,935
1990	1,931	2,567	2,715	2,931	103,877
2000	2,660	2,360	2,948	3,227	112,656
<b>Increase 1980-2000</b>	<b>61.5%</b>	<b>-5.7%</b>	<b>4.9%</b>	<b>-10.5%</b>	<b>11.6%</b>
<b>Increase 1930-2000</b>	<b>296.4%</b>	<b>25.5%</b>	<b>81.0%</b>	<b>203.9%</b>	<b>58.1%</b>

Source: U.S. Census Bureau

**Population Trends**

Based on historical trends, the Wisconsin Department of Administration (WisDOA) projects the population of the Village of Oostburg to increase by 22.6% during the period from 2010 to 2025 (Figure 1.11, Chapter 1). Projections by WisDOA, however, are based on past growth numbers and are seldom able to anticipate highway expansions, annexations, and economic factors. In Oostburg’s case, the projections from WisDOA should be fairly realistic, as historical population increases per decade have averaged 22%.

**Seasonal Population**

The estimated seasonal population was found by multiplying the number of seasonal housing units in Oostburg according to the U.S. Census by the average number of persons per household in Oostburg (2.7). In 2000, Oostburg had 1 seasonal housing unit, creating an estimated seasonal population of 3 persons, or approximately 0.1% of the Village’s population. For comparison’s sake, the seasonal population for Cascade was 0; for Random Lake it was 51; and for Waldo it was 0.

### **Decade Population Pyramids**

Figures 3.2 and 3.3 represent the distribution of age and gender in 1990 and 2000 for the Village of Oostburg. When comparing the 1990 chart to the 2000 chart, it is helpful to remember that a particular age group in the 1990 chart shows up 10 years later in the 2000 chart.

Figure 3.2 shows that the number of males (76) and females (87) under age 5 in 1990 totaled 163. In 2000, they had become 10 to 14 year-olds and totaled 213, indicating that more families with children in that age bracket had moved to the community (assuming that families with children under 5 in 1990 also remained in Oostburg).

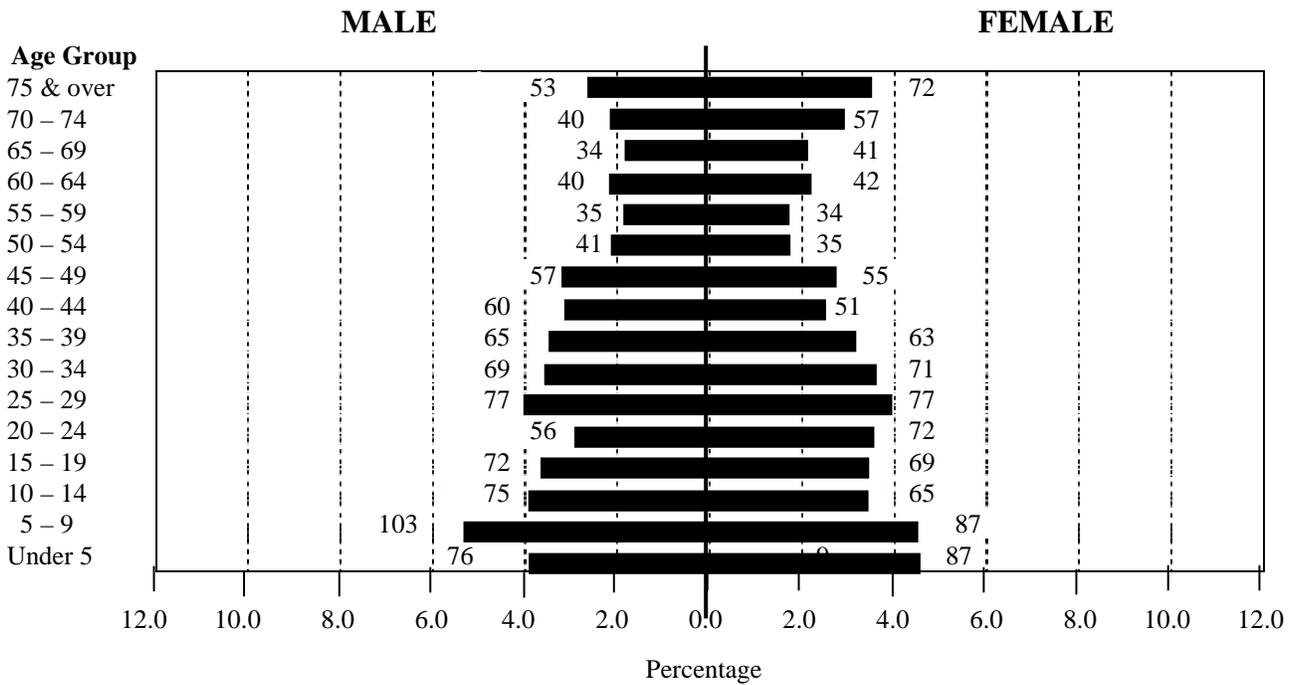
The 10 to 14 year olds in 1990 totaled 140. In 2000, they had become 20 to 24 year-olds and numbered only 126, implying that some had left the Village for further schooling or occupations. However, the 25 to 29 age group totaled 174 in 2000 after having only 141 in the corresponding age group in 1990, indicating they may have returned to Oostburg following completion of school.

The age brackets 30 to 34, 35 to 39, and 40 to 44 in 1990 all showed corresponding increases to the 40 to 44, 45 to 49, and 50 to 54 age brackets in 2000. There was a slight drop in the 55-59 age bracket in 2000 (104) compared to the 45-49 age bracket in 1990 (112). This may be attributable to some early retirees moving out of the community, but that trend did not continue. All age brackets after 55 to 59 in 2000 showed increases from their corresponding age brackets in 1990.

In summary the Village of Oostburg appears to be retaining existing residents as well as attracting new residents, including young and older age groups.

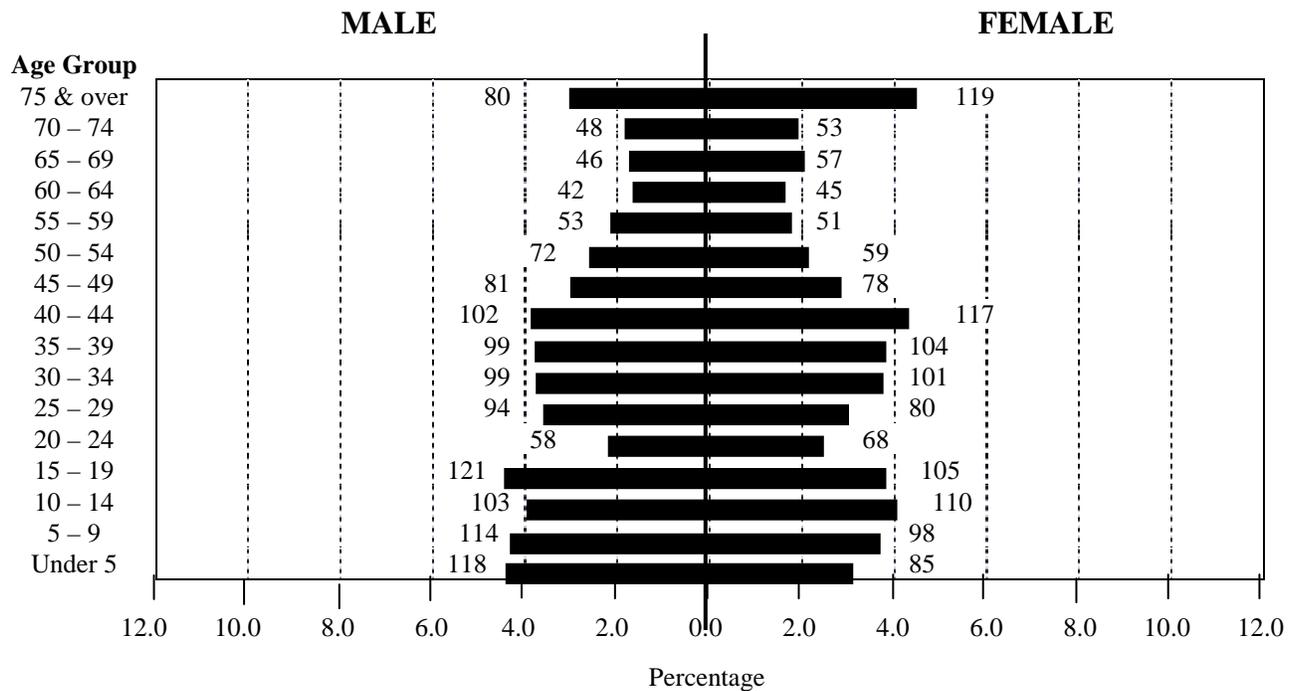
The baby boom births between the years 1946 and 1964, combined with increased life expectancies, is producing a population with a larger percentage of residents over age 65. Will such residents want to remain in Oostburg? (The data implies they may.) Does Oostburg want to keep them? If either question is answered yes, the Village must realize that as people age, their incomes decline, eventually becoming limited to social security and retirement incomes. The working age residents will comprise a smaller percentage of the population. Therefore the services demanded of the Village may rise at a time when the ability to raise revenue supporting those services diminishes.

**Figure 3.2 – Distribution of Age and Gender 1990, Village of Oostburg**



Source: U.S. Census Bureau

**Figure 3.3 – Distribution of Age and Gender, 2000, Village of Oostburg**



Source: U.S. Census Bureau

**School Age, Working Age, and Retirement Age Groups**

Figure 3.4 shows Oostburg has slightly higher percentages of school age children and retirement age persons compared to Sheboygan County. However, the Village has a slightly lower percentage (59.3%) of working age persons than Sheboygan County (63.7%.)

<b>Figure 3.4 – Population by Age Groups and Gender, 2000, Village of Oostburg</b>					
<b>Age Groups</b>	<b>Oostburg Total</b>	<b>Oostburg Male</b>	<b>Oostburg Female</b>	<b>Oostburg Percent</b>	<b>Sheboygan County Percent</b>
<u>School Age</u>					
5-11	279	154	125	10.8%	10.0%
12-14	124	50	74	4.8%	4.5%
15-17	134	69	65	5.2%	4.7%
<u>Working Age</u>					
16-64	1,533	773	760	59.3%	63.7%
<u>Retirement Age</u>					
65+	406	173	233	15.7%	14.0%

Source: U.S. Census Bureau

**Median Age**

As seen in Figure 3.5, the median age for Oostburg has risen from 29.2 in 1980 to 34.5 in 2000, following trends in the County. This indicates an aging population with longer life expectancies and an increasing percentage of elderly residents. Despite the increase, Oostburg had the lowest median age of the communities shown below in 2000, indicating a slightly higher percentage of younger residents than in the other communities or the County as a whole. A greater increase in children under age 10 from 1990 to 2000 prevented the median age from rising higher than it otherwise would have.

<b>Figure 3.5 – Median Age, 1980-2000, Oostburg &amp; Selected Areas</b>			
<b>Geographic Area</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Oostburg	29.2	31.8	34.5
Holland	28.1	32.4	40.1
Lima	28.3	35.1	39.1
Wilson	31.5	37.4	41.5
Sheboygan County	30.3	33.8	36.8

Source: U.S. Census Bureau

**HOUSING INVENTORY**

**Total Housing Unit Levels by Decade**

Figure 3.6 illustrates the total number of housing units which increased by 73.5% from 1980 to 2000 in the Village of Oostburg. The increase in housing units was significantly higher than the Towns of

Holland, Lima, and Wilson, and the County as a whole. This was most likely due to the availability of developable land within the Village and interest from developers.

<b>Figure 3.6 – Total Housing Units, 1980-2000, Oostburg &amp; Selected Areas</b>				
<b>Area</b>	<b>Year</b>			<b>Percent Increase</b>
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>1980-2000</b>
Village of Oostburg	574	704	996	73.5%
Town of Holland	827	1,022	1,019	23.2%
Town of Lima	815	881	1,029	26.3%
Town of Wilson	1,210	1,086	1,323	9.3%
Sheboygan County	36,716	40,695	45,947	25.1%

Source: U.S. Census Bureau

**Housing Permits**

New construction in the Village has proceeded at a moderate pace during the period from 1997 to 2007 (see Figure 3.7). During that period, new homes have averaged 20 per year within the Village.

<b>Figure 3.7 – Total Housing Permits Issued 1997-2007, Village of Oostburg</b>	
<b>Year</b>	<b>New Construction</b>
1997	24
1998	12
1999	17
2000	17
2001	12
2002	8
2003	38
2004	19
2005	39
2006	15
2007	19
Total	220
Average	20

Source: Village of Oostburg

**Historic and Projected Household Size**

As shown in Figure 3.8, the average household size in Oostburg, like other communities, has been decreasing and is projected by WisDOA to continue a steady decline. One would expect the square footage of new homes to decrease along with household size, but this is not necessarily the case, as was seen in the 1990s when new homes were built larger despite the drop in household size. If these projections hold true, the number of housing units needed to adequately supply the estimated Oostburg population of 3,823 in 2025 would be 1,470, which is about 474 more than the housing units in 2000. This would seem to indicate need for new housing in Oostburg, but the accuracy of

WisDOA projections are subject to fluctuations in the economy, municipal policies, road construction, and migration.

The Village should use these projections as a starting point but then make adjustments based on local conditions. With proper planning, policies can be implemented that guide development and spur or limit growth to help reach a desired outcome. Directing growth along desired courses will result in a strong, healthy community with adequate services and facilities.

Area	2000	2005	2010	2015	2020	2025
Oostburg	2.71	2.69	2.66	2.64	2.62	2.60
Holland	2.85	2.83	2.80	2.77	2.75	2.73
Lima	2.92	2.90	2.87	2.84	2.82	2.80
Wilson	2.61	2.60	2.56	2.54	2.52	2.50
Sheboygan County	2.51	2.48	2.46	2.44	2.42	2.40

Source: Wisconsin Department of Administration

**Housing Types - Units in Structure**

Figure 3.9 shows the percentage of single-family detached units in Oostburg (65.2%) is comparable to those in Sheboygan County (65.0%). With the exception of larger multi-family units in the 20+ range, which most communities the size of Oostburg would not be expected to have, the community has a fairly good mix of housing types.

The Citizen Input Survey for Oostburg indicated that only 9.1% of respondents wanted to see more duplexes and only 1.7% were in favor of multi-family apartments. Such a response is typical. Nevertheless, multi-family housing is a good way of providing affordable housing to retain young residents with entry-level incomes and to serve elderly residents with changing needs and limited income levels. Multi-family housing can also provide a buffer between commercial/industrial uses and single-family residential developments.

Structure	Village of Oostburg 1990		Village of Oostburg 2000		Sheboygan County 1990	Sheboygan County 2000
	Units	Percent	Units	Percent	Percent	Percent
1 unit, detached	522	74.7%	650	65.2%	66.0%	65.0%
1 unit, attached	19	2.7%	79	7.9%	1.7%	2.8%
2 unit	76	10.9%	116	11.6%	17.0%	14.1%
3 or 4 unit	54	7.7%	51	5.1%	3.9%	3.8%
5 to 9 unit	15	2.1%	38	3.8%	1.9%	3.2%
10 to 19 unit	13	1.9%	59	5.9%	2.7%	2.5%
20 or more unit	0	0.0%	4	0.4%	3.1%	4.1%
Mobile home	0	0.0%	0	0.0%	2.4%	2.9%

Source: U.S. Census Bureau

(Figure 3.9 is based on Census data compiled from the long form, which was sent to a random sample of residents. Because of this, the number of units for each structure type are estimates.)

**Housing Occupancy and Tenure**

As shown in Figure 3.10, the percentage of owner-occupied housing in 2000 is about 5% higher than in most other villages in Sheboygan County. This likely indicates a more settled population in Oostburg than a typical village and in the long run a possibility of more attention paid to maintenance and landscaping in a larger segment of the housing stock than normal. However, the lower rental occupancy also might indicate Oostburg is less affordable than other villages to move into, at least initially.

The vacancy rate, which indicates the availability of homes on the market, is almost 5% lower in Oostburg in 2000 than in villages overall in Sheboygan County. Vacancy rates are usually comprised of homes that are in transition from one owner to another.

<b>Figure 3.10 – Housing Occupancy and Tenure, 1990 &amp; 2000</b>						
	<b>Village of Oostburg 1990</b>		<b>Village of Oostburg 2000</b>		<b>All Villages in the County 1990</b>	<b>All Villages in the County 2000</b>
<b>Units</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
Occupied	686	97.4%	980	98.4%	94.5%	93.7%
Owner	556	81.0%	751	76.6%	79.8%	79.2%
Renter	130	19.0%	229	23.4%	20.2%	20.8%
Vacant	18	2.6%	16	1.6%	5.5%	6.3%
Seas., Recr., Occas. Use Other	3	0.4%	1	0.1%	3.3%	3.6%

*Source: U.S. Census Bureau*

**Age of Housing**

Figure 3.11 shows that Oostburg has 366 housing units built before 1960, which is about 37% of its total dwellings. Compared to the average for all villages in Sheboygan County (45%) this figure is substantially lower. Depending on cultural factors and architectural styles, a high percentage of older houses can hint at the historical character and charm of a community. This may be something a community wishes to preserve. On the other hand, coupled with a higher than normal percentage of rental occupancy, as is not the case in Oostburg, this may signal a housing stock in possible danger of deterioration.

Older homes are one source of affordable and first time housing for young couples. As residents age they tend to seek smaller homes which require less maintenance, thereby vacating older homes for younger families. Programs which help to maintain a healthy stock of older homes through rehabilitation and maintenance improve opportunities for housing availability.

<b>Year Structure Built</b>	<b>Number of Units in Oostburg</b>	<b>Percentage of Oostburg Housing Stock</b>	<b>Percentage of Housing Stock in all Villages</b>
1990 to 2000	282	28.3%	19.7%
1980 to 1989	163	16.3%	12.1%
1970 to 1979	118	11.8%	15.2%
1960 to 1969	68	6.8%	8.5%
1940 to 1959	140	14.0%	14.8%
1939 or earlier	226	22.7%	29.7%

Source: U.S. Census Bureau

Looking at the age of the housing supply by decade, the highest growth period occurred in the 1980s and the lowest in the 1960s. In the early 1970s, mortgage rates reached unprecedented lows while property values skyrocketed. During the 1980s, values dropped dramatically while mortgage rates rose. Coupled with lower mortgage rates throughout the 1990s, housing starts began to rise again.

**Condition of Housing Stock**

Age is often an indicator of the overall condition of the housing stock. Though there are exceptions, it is generally true that older houses are not in as good of a condition as newer ones. The portion of household income set aside for repairs and maintenance may become a burden for some local homeowners. At the same time, an older housing stock could signal a business opportunity for remodeling and repair contractors. Revitalizing older homes or rehabilitating them for multi-family use can help sustain the necessary levels of housing units to support local populations. Homeowners may need help in the form of special financing or programs to rehabilitate or refurbish older homes. Businesses and communities can work together to create new programs or take advantage of existing ones which provide free or subsidized financing to support homeowners in maintaining older homes.

The Village of Oostburg does have a few residential “neighborhoods.” (These are not official neighborhoods; these designations have been made solely for planning purposes.) These neighborhoods and their average estimated fair market values are identified in Figure 3.12. Based on the values, the neighborhoods would seem to be in relatively good condition.

<b>“Neighborhood”</b>	<b>Number of Home Sites</b>	<b>Location</b>	<b>Average Lot Size</b>	<b>Average Estimated Fair Market Value</b>
Mid-town Subd.	47	SE quadrant	9,600 sq. ft.	\$141,100
Lake Breeze Subd.	94	SE quadrant	12,000 sq. ft.	\$313,140
Field Tree Acres, Subd.	70	NE quadrant	7,300 sq. ft.	\$244,317
East Field Subd.	41	NW quadrant	7,300 sq. ft.	\$157,361

Source: Village of Oostburg

**Household Relationship**

Figure 3.13 displays the varying household types and relationships that were found in Oostburg and Sheboygan County in 2000. All persons living in Oostburg in 2000 lived in households with a few in group quarters. The trends found for Oostburg were similar to those found in the County overall.

**Figure 3.13 – Household Relationship, 2000, Village of Oostburg and Sheboygan County**

Units	Village of Oostburg 2000		Sheboygan County 2000	
	Number	Percent	Number	Percent
Total Persons	2,660		112,646	
In Households	2,651	99.7%	109,080	96.8%
Householder	980	36.8%	43,545	38.7%
Spouse	700	26.3%	25,273	22.4%
Child	903	33.9%	33,625	29.9%
Other Relative	23	0.9%	2,428	2.2%
Non Relative	45	1.7%	4,209	3.7%
In Group Quarters	9	0.3%	3,566	3.2%
Institutionalized	0	0.0%	2,714	2.4%
Non-institutionalized	9	0.3%	852	0.8%

Source: U.S. Census Bureau

**Housing Values**

Besides the *age* and *condition* of the housing stock, *supply* (covered later in this chapter) and *cost* (covered here) determine the overall availability of local housing. According to the 2000 U.S. Census, the median value of an owner-occupied home in Oostburg was \$113,200, compared to an average value for area villages of \$115,150 (Figure 3.14). Oostburg values are about the same as housing values in comparable communities.

**Figure 3.14 – Median Home Values for Villages in Sheboygan County**

Village	1990 Median Home Value	2000 Median Home Value	Percent Change
Adell	\$55,900	\$113,400	103%
Cascade	\$54,500	\$99,100	82%
Cedar Grove	\$58,800	\$117,400	100%
Elkhart Lake	\$71,200	\$118,400	66%
Glenbeulah	\$42,300	\$84,500	100%
Howards Grove	\$71,400	\$127,000	78%
Kohler	\$73,700	\$144,400	96%
Oostburg	\$57,300	\$113,200	98%
Random Lake	\$68,200	\$133,200	95%
Waldo	\$51,600	\$100,900	96%
<b>Village Average</b>	<b>\$60,490</b>	<b>\$115,150</b>	<b>90%</b>
<b>County Average</b>	<b>\$59,400</b>	<b>\$106,800</b>	<b>80%</b>

Source: U.S. Census Bureau

Figure 3.15 breaks down the value of owner-occupied housing units in Oostburg and compares the Village with other villages and Sheboygan County as a whole. This table can give a community an indication of whether it has the right “mix” of housing for different income levels. When compared to Sheboygan County, which includes the much larger cities of Sheboygan and Plymouth, Oostburg seems to lack affordable housing in the lower ranges. However, when compared to other villages, which is a more reasonable comparison, Oostburg fares well in affordability.

<b>Figure 3.15– Owner-Occupied Housing Value in 2000</b>			
<b>Cost Range</b>	<b>Oostburg Percent of All Housing</b>	<b>County Villages Percent of All Housing</b>	<b>Sheboygan County Percent of All Housing</b>
Less than \$50,000	0.0%	0.8%	2.2%
\$50,000 to \$99,999	38.0%	27.1%	42.2%
\$100,000 to \$149,999	37.9%	45.8%	34.7%
\$150,000 to \$199,999	19.8%	16.5%	12.9%
\$200,000 or more	4.3%	9.8%	8.0%

Source: U.S. Census Bureau

**Housing Costs - Rent and Mortgage**

Nearly every community suffers from a shortage of affordable housing. Affordable housing, however, is *not* the same as low-income housing. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30% of household income for housing (including utilities). The 2000 Census shows the median household income in Oostburg was \$51,000. Assuming a household earned the median income in 2000, the maximum monthly mortgage or rent, plus utilities, an average household could afford for housing was approximately \$1,275.

**Rent and Income Comparison**

According to the 2000 Census, there were 229 renter-occupied units in Oostburg. The median gross rent for renter-occupied housing units was \$452 within Oostburg, which was the third *lowest* in the County among the 10 villages, and significantly below the Sheboygan County median of \$496. Nevertheless, 43 Oostburg households or 19% of renter-occupied housing units in the Village paid more than 30% of their income in rent.

**Owner Costs and Income Comparison**

According to the 2000 Census, the median gross mortgage for owner-occupied housing units was \$1,044 within Oostburg. This was the sixth highest in the County among the 10 villages. The 2000 Census indicates that only 88 or 11% of owner-occupied housing units paid more than 30% of their income for monthly owner costs. Even though newer homes are not especially inexpensive in Oostburg, buyers seem to have been conservative and not stretched themselves financially in their housing purchases.

### **Current Housing Supply & Occupancy – Owner Occupied**

The supply of housing in Sheboygan County as a whole increased by 13% between 1990 and 2000 (U.S. Census). During the same period, the housing supply in Oostburg increased 42%, from 704 units to 996.

To meet the needs of residents, the local housing market must have an adequate supply of available housing units for sale or rent. The housing supply should be able to provide for brand new households, newcomers moving into the area, and changes in existing households brought about by growth, aging, and so forth. If it cannot, existing residents and potential residents will look elsewhere to live.

The overall vacancy rate for Oostburg was 1.6% for owner occupants (U.S. Census, 2000). This vacancy rate is probably inadequate to support housing availability. A 5% vacancy rate, the result of housing units in the process of changing ownership and/or occupancy, is suggested. (“A vacancy rate of 5% or more is generally adequate to meet a short-term increase in housing demand,” p. 99, *The Small Town Planning Handbook, Second Edition*, Daniels, Thomas L., et al.). The Village’s rate of 1.6%, which is lower than the ideal, indicates there is an inadequate supply of housing within Oostburg to satisfy demand. The lower than recommended vacancy rate indicates a higher demand for housing than the market in Oostburg can easily satisfy. A shortage of available housing typically leads to fewer choices and higher costs for consumers; however, it also makes selling a home easier.

### **Existing Housing Supply & Occupancy – Rental**

According to the 2000 census, 23.4% of Oostburg’s housing supply was classified as rental-occupied housing. This percentage falls just short of suggested levels of 25% to 33% of a community’s housing supply that should be available as rental housing to ensure affordability and choice. The Village of Oostburg should continue policies and programs which help maintain this level or a slightly higher level of rental housing within the village.

According to the U.S. Department of Housing and Urban Development, an overall available vacancy rate of 5.0% for rental housing is required to allow for an adequate choice among potential renters. The overall rental vacancy rate in 2000 for Oostburg was 3.0% (U.S. Census). This vacancy rate, which is lower than the ideal indicates there is slightly less of a supply of rentals in Oostburg than necessary to meet current rental demand. If the shortage continues, rental rates may rise, decreasing affordable options within Oostburg. However, a shortage is sometimes better than a surplus of rental housing, which leads to lower monthly rates and units remaining unrented for long periods of time. This combination can mean thin profits for landlords, who then find it more difficult financially to maintain and improve their properties.

### **Projected Housing Units**

Demographics, migration trends, and population forecasts indicate that change appears to be inevitable. Estimating the *amount* of growth, however, is difficult if not impossible. Demographic trends are influenced by “free will” factors, such as whether to marry or remain single, whether to have children and how many, and so forth. Migration trends can change dramatically if federal policies are altered. Population forecasts for a particular community are subject to a large variety of factors, including highway expansions, plant relocations, and the attractiveness of surrounding communities, which Oostburg has little or no control over.



There is no guarantee that recent development trends will continue – and even if there were, there is no reason that a community necessarily has to allow past trends to continue if they are not desired. To address these factors, many plans present separate *high growth*, *moderate growth*, and *low growth* scenarios – and the community can choose which scenario it wants to encourage.

About 50% of respondents to the 2007 Citizen Input Survey indicated that residential growth in the Village was the “right amount.” While substantial growth will probably not be pursued by the Village, annual growth will almost certainly surpass the extremely conservative projections made by WisDOA (see Figure 3.16).

<b>Figure 3.16 – WisDOA Household Projections for Oostburg</b>		
<b>Year</b>	<b>Total Households Projected by WDOA</b>	<b>Households Added</b>
2010	1,171	99
2015	1,271	100
2020	1,371	100
2025	1,473	102

*Source: Wisconsin Department of Administration*

**Subsidized and Special Needs Housing**

Due to the larger than ever numbers of aging citizens in the U.S. population, which is slated to continue until dropping off around 2040, many communities have begun to explore how they will meet the housing needs of this group. Options for relatively healthy older citizens currently include, 1) continued independent living in single-family homes, if transportation and other needs are met, 2) independent living in condos or apartments designed and designated for seniors, 3) Subsidized Rental Housing Projects, and 4) Independent Senior Living Units.

1. Many older citizens still live satisfactorily in the single-family homes they have lived in for the past several decades. Mortgages on these homes are often paid off. Seniors are typically comfortable in these homes and not eager to leave, even when health problems begin. These homes are generally well cared for, but in some cases, due to lack of mobility or the loss of a spouse, maintenance can become neglected. As long as property taxes do not become overly burdensome and sufficient transportation options and public services remain available, some senior citizens can live in their homes into their eighties and beyond.
2. Condominiums, townhouses, and apartments have become increasingly attractive options for older citizens. Typically, such housing is smaller and easier to maintain than a single-family house, and when properly sited near bus lines and other amenities, they are more convenient for older lifestyles.

3. Subsidized Rental Housing Projects include Zion Community Apartment in Adell, Hawthorne Woods Apartment and Quit Qui Oc Manor in Plymouth, Cascade Manor in Cascade, Country Harbor in Random Lake, DeGelder Huis in Cedar Grove, and several sites in Sheboygan.
4. Independent Senior Living Units are typically multi-unit apartment style settings that are designed for independent older adults. Room sizes range from studio/efficiency units to one and two bedroom apartments. Most facilities have a recreation room or common area for social gatherings. There is often a manager available to make referrals, organize events, or assist with independent living. Minimum age limits usually apply in these facilities. Some facilities may also require a resident's annual income to fall below certain guidelines. Examples include Briarwood Cottages in Plymouth, 40 units; Colonial Columns in Plymouth, 28 units; Mapledale Village Senior Apartments in Sheboygan, 123 units; Sheboygan Regency House in Sheboygan, 59 units; South Horizon Apartments in Plymouth, 32 units; Waterview Apartment Homes I & II in Sheboygan, 91 units; The Berkshire in Grafton; and Grafton Square in Grafton.

At this time, the Village has no plans for development of subsidized or special needs housing. The number of residents over the age of 75 in Oostburg in 2000 was 199. Population projections and demographic trends point to an increase of this age group by the year 2010. While the community values these residents, it is difficult for a small village to provide adequate facilities and services to meet the specialized needs of the elderly. The Oostburg citizen opinion survey indicated that only 14.3% of respondents expected the Village to create specialized residential housing for seniors. Consequently, it is likely that older residents may need to relocate to other nearby communities with more capacity for meeting specialized needs.

### **Housing Development Environment**

The Village of Oostburg has the desire to maintain its small town atmosphere while at the same time allowing a moderate amount of growth to maintain the tax base needed to finance an adequate level of public services. The presence of Interstate 43 makes Oostburg a more attractive community to families with one or two commuting wage earners. The presence of developable land within the Village will likely provide opportunities for future residential development, as has recently occurred with the West Field Meadows subdivision.

## **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

### **Housing Programs**

There are a variety of programs available to communities to help provide housing for residents of limited income or special needs. Resources for such programs include USDA Rural Development and the State of Wisconsin Website at [www.doa.state.wi.us/dhir](http://www.doa.state.wi.us/dhir). Such programs include, loans and grants, funding for waste/water systems, programs for home improvement, repair and development, and support for economic development. The Lakeshore Community Action Program has an assistance program available to residents in Sheboygan County. This program is the Section 8 Voucher Housing Assistance program, which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing. Each

community must decide which program or combination of programs will enable them to reach their housing goals and maintain the desired housing environment.

### **Housing Plans**

There are currently no stand-alone housing plans for the Village of Oostburg, Sheboygan County, or the Bay-Lake Regional Planning Commission. The housing chapter of the Bay-Lake RPC's comprehensive plan, however, does identify issues and make broad recommendations for housing in the region. Issues identified include 1) The need for more housing for all segments of population, 2) Affordable housing for young families, 3) Ensuring that municipal ordinances do not deter or prevent the development of affordable housing, and 4) Affordable living for the elderly.

## **HOUSING STRATEGY AND RECOMMENDATIONS**

The Village of Oostburg will seek direction for this element from the vision and goals identified through the public participation process:

### Vision

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

### Goals, Objectives, Policies, Programs

**1) Oostburg's housing stock should be predominantly single-family, with appropriate efforts to provide a range of housing options that meet the needs of all age groups, income brackets, and persons with special needs.**

In the 2007 Citizen Input Survey, 25% of respondents expressed a preference for predominantly single-family housing for the Village when asked to choose among a variety of possible housing choices. Given Oostburg's infrastructure and level of services it is able to provide, this preference seems reasonable. There was, however, some support for a variety of other types of housing.

*a) Policy/program:* The land use and zoning maps should provide adequate area for residential development. Zoning districts should allow for a variety of lot sizes and housing types.

**2) The Village of Oostburg should strive to maintain housing values and promote/encourage attractive housing.**

*a) Policy/program:* Relevant codes/ordinances should be reviewed regularly and enforced.

**3) The older housing within the Village is a good source of affordable housing, but it must be maintained and in some cases upgraded in order to remain an asset to the community.**

*a) Policy/program:* Require unsafe housing to be razed or rehabilitated within 1 year of notice.

- b) *Policy/program:* The HOME Rental Rehabilitation Program (RRP) assists existing residential rental property owners in obtaining low interest loans to help defray rehabilitation expenses. Loans may be for up to 75% of the cost of repairs. The loans are available through selected local non-profit and local government sponsors that compete annually for funds. Owners are required to lease HOME-assisted units at or below HUD determined Fair Market Rent (FMR) levels and keep them affordable for a specified time based on the amount of HOME assistance. At least 90% of the units assisted under this program must be occupied by households with incomes at or below 60% of the County's median household income. The average cost of repairs for a HOME-assisted project must be between \$1,000 and \$24,999 per unit. For more information, see:  
[http://www.doa.state.wi.us/pagesubtext\\_detail.asp?linksubcatid=345&linkcatid=174](http://www.doa.state.wi.us/pagesubtext_detail.asp?linksubcatid=345&linkcatid=174)
- c) *Policy/program:* Rural Development - United States Department of Agriculture (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. USDA-RD has district offices serving parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" for "Rural Development." Communities can also call the state office in Stevens Point at (715) 345-7600, or explore the Web site of the national office at:  
[www.rurdev.usda.gov/agency/rhs/rhs.html](http://www.rurdev.usda.gov/agency/rhs/rhs.html)
- d) *Policy/program:* Wisconsin's federally-funded CDBG Housing program assists towns and villages. These units can compete annually for CDBG funds that are used for housing and neighborhood improvement activities principally benefiting low- and moderate-income households. The maximum grant to an applicant is \$750,000. Approximately 15 state communities are awarded funds yearly. CDBG funds are used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information, see:  
[http://www.doa.state.wi.us/pagesubtext\\_detail.asp?linksubcatid=321&linkcatid=174](http://www.doa.state.wi.us/pagesubtext_detail.asp?linksubcatid=321&linkcatid=174)

## CHAPTER 4 - ECONOMIC DEVELOPMENT

---

### INTRODUCTION

Comprehensive planning recognizes the connection between economic development and quality of life. New growth and redevelopment can improve a community. The reason is quite simple: economic development helps pay the bills. Economic development is about working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. Even though the private sector is the primary source of economic activity, the public sector plays an important and, ideally, complementary role. Economic development expenditures are an investment in the community.

Influencing and investing in the process of economic development allows a community to determine its future direction and guide appropriate types of development according to its own values. Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community.



Even though the Village of Oostburg is a small community, it does have a central business district, a highway business corridor, several significant employers, and a business park. It is, therefore, important for local officials to review the economic factors listed in this chapter to understand the community's strengths and weaknesses (in economic terms) so that the Village can work towards promoting its identified goals.

#### 66.1001(2)(b)

*Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

## **CHAPTER SUMMARY**

The economic development inventory conducted for the Village of Oostburg has established that more residents than ever before work outside the Village and in many cases outside Sheboygan County. The unemployment rate has been relatively low, with about 35% of workers being employed in manufacturing related jobs. Manufacturing has continued to remain fairly strong despite competition from overseas – much of its continued success is attributable to niche products and high tech processes requiring advanced skill sets from workers. In fact, manufacturing is the primary sector exporting goods/services out of the County and thereby bringing wealth and investment into the area. Agriculture also plays a significant role in the County and local economy.

With excellent access I-43 and a rail line, Oostburg has at least a dozen strengths from an economic development perspective and few weaknesses. The Village has increasing percentages of property values of industrial and commercial compared to decreasing percentages for most villages in the state. Its debt is low and its debt service is reasonable. Oostburg's tax base has grown steadily in the recent and its full equalized value of property has increased at a much faster rate than other villages on average.

The Village seeks to continue improving its downtown commercial area and also continue to have light manufacturing as part of its economic development strategy. Development that is sensitive to the environment and the Village's small town atmosphere is preferred. There are a variety of county, regional, state, and federal programs that might suit Oostburg as the right opportunities arise.

## **LABOR FORCE CHARACTERISTICS**

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces or under age 16. Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and gender characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal factors. An understanding of the characteristics of the local and regional labor force is an important consideration when planning an economic development strategy, since businesses and industries require an adequate supply of qualified workers.

### **Place of Work**

The ability to retain valuable human resources within a county or community is a good indicator of overall economic health; therefore it may be of some concern that in the year 2000 only 19% of workers living in the Village of Oostburg worked within Oostburg, a significant drop from 32% in 1990 (see Figure 4.1). However, 64% of workers living in the Village of Oostburg in 2000 worked somewhere in Sheboygan County, compared to 59% in 1990. Those Oostburg residents traveling outside of Sheboygan County to their place of work increased from 9% in 1990 to 17% in 2000.

While the low percentage of Oostburg residents remaining near their homes to work is mirrored in other nearby villages and is therefore not a trend unique to Oostburg, local officials should

keep in mind that a higher percentage of residents commuting to work often means they are also probably doing their shopping at stores near where they work and will not be as likely to need/support local stores. Long commutes also leave less time for family, community, and entrepreneurial activities.

<b>Figure 4.1 – Place of Work, 1990 &amp; 2000, Oostburg and Nearby Villages</b>						
Village	Place of Work	1990		2000		Percentage Change 1990-2000
		Number	%	Number	%	
Oostburg residents	Within Village	286	32%	252	19%	-13%
	Outside Village but in County	533	59%	839	64%	+ 5%
	Outside County	78	9%	230	17%	+ 8%
Cedar Grove residents	Within Village	226	32%	223	22%	-10%
	Outside Village but in County	252	36%	397	40%	+ 4%
	Outside County	228	32%	382	38%	+ 6%
Random Lake residents	Within Village	252	37%	238	27%	-10%
	Outside Village but in County	113	16%	162	19%	+ 3%
	Outside County	322	47%	468	54%	+ 7%

Source: U.S. Census Bureau

**Occupation**

As shown in Figure 4.2, the majority of employed persons in the Village of Oostburg in 2000 were either in “Sales and office jobs” (27%), “Management, professional, and related occupations” (27%) or “Production, transportation, and material moving occupations” (25%). There were, however, significant numbers in two other categories, indicating a fairly balanced and diverse employment base.

<b>Figure 4.2 – Percentage of Employed Persons by Occupation, 2000 Oostburg &amp; Nearby Villages</b>			
Occupation	Oostburg	Cedar Grove	Random Lake
Management, professional, and related occupations	27% (358)	28.6% (289)	20% (175)
Service occupations	11% (149)	15.3% (154)	13% (116)
Sales and office jobs	27% (365)	21.7% (219)	23% (203)
Farming, fishing, and forestry occupations	0% (0)	1.0% (10)	0.5% (4)
Construction, extraction, and maintenance jobs	10% (135)	8.8% (89)	10% (83)
Production, transportation, and material moving jobs	25% (332)	24.6% (248)	33% (291)

Source: U.S. Census Bureau sampling data

### **Median Household Income**

The median household income in Oostburg has not varied significantly from neighboring villages in the last 20 years (see Figure 4.3). The amount of increase has also been comparable.

<b>Figure 4.3 – Median Household Income, 1989 &amp; 1999 Oostburg and Nearby Villages</b>			
<b>Town</b>	<b>1989</b>	<b>1999</b>	<b>Percentage Increase</b>
Oostburg	\$31,446	\$47,469	51.0%
Cedar Grove	\$31,451	\$49,674	57.9%
Random Lake	\$30,913	\$45,938	48.6%

Source: U.S. Census Bureau sampling data

### **Unemployment Rate**

For the period 1990 to 1999, the civilian labor force in the County increased 12% (compared to 14% for Wisconsin as a whole). As shown in Figure 4.4, the County has had a lower unemployment rate than the rest of the state.

<b>Figure 4.4 – Average Unemployment Rates, 2000-2008, Sheboygan County and Wisconsin</b>				
<b>Year</b>	<b>Sheboygan County Civilian Labor Force</b>	<b>Sheboygan County Unemployed</b>	<b>Sheboygan Co. Unemployment Rate</b>	<b>Wisconsin Unemployment Rate</b>
2000*	64,523	1,592	2.5%	3.4%
2001*	64,818	2,449	3.8%	4.4%
2002*	64,555	3,090	4.8%	5.3%
2003*	64,798	3,278	5.1%	5.6%
2004*	64,664	2,864	4.4%	4.9%
2005*	64,751	2,613	4.0%	4.8%
2006*	65,510	2,596	4.0%	4.7%
2007*	65,644	2,804	4.3%	4.9%
2008*	65,618	2,867	4.4%	4.7%

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited.

\*Not seasonally adjusted.

### **Employment Forecast**

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2006-2016*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. The total number of non-farm jobs are projected to increase by 246,370 (8.0%) during the period. Leading the way are the categories of “Education and Health Services, Including State and Local Government” with 92,560 new jobs projected and “Health Care and Social Assistance, Including State and Local Government in Hospitals” with 81,420 new jobs. With the aging of the population, the increased demand for such services is no surprise. Other categories with substantial growth include “Professional and Business Services” (47,760), “Leisure and Hospitality” (29,640), “Accommodation and Food

Services” (25,700), and “Administrative Support and Waste Management and Remediation Services” (25,200). The manufacturing industry is projected to lose approximately 1.5% of its jobs by 2016; one exception is non-metallic mining, which is projected to increase by 13.1%

## **ECONOMIC BASE ANALYSIS**

### **Economic Sectors**

The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that usually export their goods, and thus are more susceptible to market forces far outside of the local region. The non-basic sector, in contrast, is composed of those firms that depend largely upon local markets and conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector, because it brings in wealth from outside the community.

### **Threshold Analysis**

#### **Export Base (Basic Employment)**

According to the U.S. Dept of Commerce, Bureau of Economic Analysis, there were two areas within the 2000 Sheboygan County economy that could be considered basic employment areas: farm employment and manufacturing. These two areas produced more goods and services than the local economy could use. Having basic employment suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on non-local economies. Having strong basic sector employment and industry strengthens the local economy.

#### **Non-Basic Employment Industry**

There were eight areas that could be considered non-basic: agriculture services, forestry, fishing and other; mining; construction; transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

### **Top Five Employers within Oostburg**

Table 4.5 lists the top five employers in Oostburg.

<b>Figure 4.5 – Top Five Employers within Village of Oostburg, 2008</b>		
<b>Company</b>	<b>Product or Service</b>	<b>Size (employees)</b>
Dutchland Plastics Corp.	Molded plastic products	200-300
Oostburg Concrete	Concrete products	100-200
Oostburg School District	Primary/secondary education	100-200
Oostburg Lumber	Building design and products	25-50
Oostburg State Bank	Financial services	25-50

*Source: Village of Oostburg*

### **County Agricultural Economy**

Sheboygan County agriculture is a large contributor to the local economy. Agriculture accounts for \$1.67 billion in economic activity, almost 20% of the County's total economic activity. The agricultural portion of Sheboygan County's economy contributes \$478.2 million in take-home income annually, 12.2% of the total income for Sheboygan County. There are almost 9,179 jobs tied to agriculture, nearly 12% of the total County workforce.

### **STRENGTHS AND WEAKNESSES ANALYSIS**

Certain factors about a community, some of which are beyond its control, may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan. This will allow the residents to understand their community's continued economic viability and future drawing power for new businesses. This portion of the chapter gives a perspective from a business owner's point of view. It reflects concerns, issues, and questions that current and future business owners might ask about a community when formulating a plan or expanding their business.

#### **Strengths**

While this is not an exhaustive list, it contains the major strengths of the Village of Oostburg from an economic development perspective.

- A new business park has been established on the Village's eastern side.
- Four-lane I-43 runs along Village's eastern border.
- Rail line running through the community.
- Location with respect to Milwaukee and Green Bay.
- Availability of developable land within and adjacent to the Village.
- Inexpensive small office space is available downtown for entrepreneurs.
- Local fire department and emergency services.
- Public water and sewer utilities and other quality municipal services are provided.
- Responsive local government.
- Village is fiscally healthy.
- Village residents comprise a relatively skilled and educated workforce.
- Broadband Internet access available to homes and businesses.
- Low crime rate.
- Presence of a stable central business district.
- Proximity to Interurban Trail System.
- Quality educational options.
- Community pride and volunteerism.

## **Weaknesses**

The major weakness of the Village of Oostburg from an economic development perspective is as follows:

- Sheboygan County is a non-attainment area from an air quality standpoint.

## **SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT**

### **Types of Businesses Desired by the Village**

Input from the 2007 Citizen Input Survey and local officials indicated a desire for small retail businesses, light industrial manufacturing, and businesses that serve local needs.

### **Existing Site Inventory and Analysis**

The Village of Oostburg has a moderate amount of land, about 65 acres, along its eastern edge allocated to business and industrial uses. Approximately 31 acres of this allocation is available for development. These sites have excellent access to I-43. In addition, 52 acres is available for development to the north of the current business park.

Commercial uses are primarily near or along the main street known as Center Avenue. These are generally small sites, close together. The buildings occupying the sites are older and are typically one or two stories. Most are occupied. Businesses include a bank, hardware store, lumber/home improvement, restaurants, auto sales and repair shops, insurance agencies, accounting service, gas/mini mart, funeral home, real estate offices, beauty salon, post office, etc., which serve mostly local residents. An opportunity for corporate offices and light industrial uses exists on the eastern portion of the Village near I-43.



### **Evaluation of Environmentally Contaminated Sites**

Recently, WDNR and the EPA have been urging the clean up of contaminated commercial or industrial sites so they can be used more productively. According to the WDNR list of Leaking Underground Storage Tanks (LUST) sites and Environmental Repair Program (ERP) sites that have had contaminated soil and/or groundwater, the Village of Oostburg has ten sites, two of which are classified as “Open” and eight of which are classified as “Closed.”

There are no vacant or under-utilized development sites within the Village due to environmental contamination.

## **Designation of Business and Industrial Development**

### **Commercial Uses**

Village officials and residents would like to see economic development in the downtown area to serve local residents, but they recognize the local market may not be sufficient to support all of

the businesses desired. The Village of Oostburg has covenants to control businesses that would compete with downtown businesses.

**Industrial Uses**

There is currently adequate area for industrial expansion and/or new industrial development. The municipally owned 65 acre business park is zoned and fully improved for immediate construction. Approximately 31 acres are already built up. In addition, 52 acres of municipally owned land is available directly north of the current business park. Approximately 10 acres of this parcel has infrastructure installed.

**COMMUNITY FINANCES**

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Figure 4.6 provides a history of the taxes levied in the Village of Oostburg as officially reported to the Wisconsin Department of Revenue. Overall, the Village’s tax base has continued to grow.

<b>Figure 4.6 – Recent History of Property Taxes Levied, Village of Oostburg</b>			
<b>Year Levied</b>	<b>Total Property Tax</b>	<b>Village Share of Property Tax</b>	<b>State Tax Credit</b>
2005	\$3,317,150	\$913,657	\$154,495
2004	\$3,364,596	\$885,713	\$151,823
2003	\$3,081,210	\$838,000	\$150,479
2002	\$2,842,318	\$829,807	\$159,385
2001	\$2,749,161	\$808,757	\$164,175
2000	\$2,581,641	\$767,764	\$174,671

*Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, for years cited*

Figure 4.7 breaks down the total property value in the Village into proportions of residential, commercial, and industrial. This is important because many studies have shown industrial and commercial properties usually generate more in tax revenues than they require back in public expenditures, while residential properties are just the opposite. Therefore, a community that experiences an increase in residential value as a proportion of its full property value may actually be seeing a decline in its revenues-to-expenditures ratio, which is the opposite of what a community desires. Unlike the rest of the state’s villages, on average, Oostburg has seen a slight decrease in the percentage of property values that are residential. Changes in valuation are sometimes the result of state assessment practices or policies rather than land use and development; nevertheless, generally speaking, this is a trend that is encouraging over the long run.

<b>Figure 4.7 – Partial Breakdown of Full Value, 2002 &amp; 2006 Village of Oostburg and State Mean Averages for all Villages</b>				
	<b>Oostburg</b>		<b>State Mean for all Villages</b>	
	<b>2002</b>	<b>2006</b>	<b>2002</b>	<b>2006</b>
Percentage of Property Values that were Residential	85.9%	83.5%	74.4%	76.3%

Percentage of Property Values that were Commercial	12.6%	13.8%	19.9%	19.0%
Percentage of Property Values that were Industrial*	1.4%	2.7%	5.2%	4.1%

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, Statement of Equalized Values, and Statistical Report of Property Values. Note: Table does not include all possible property assessment classifications.

- Classified as “Manufacturing” by WisDOR

As shown in Figure 4.8, the full equalized value of property within the Village for the period 2000 to 2006, increased from \$105,613,500 to \$173,728,600, or 65% (about 9.3% per year). For comparison’s sake, the average increase over this same period for all villages in Wisconsin was 49%, and the average increase over the period for all villages in Sheboygan County was 37%. Property values increased faster in Oostburg than they did in other villages, on average, possibly due to new housing starts and new industrial development.

<b>Figure 4.8 – Recent History of Full Value and Public Indebtedness Village of Oostburg</b>				
<b>Year</b>	<b>Full Value</b>	<b>Debt Limit (5% of Full Value)</b>	<b>Existing Debt</b>	<b>Debt Margin</b>
2006	\$173,728,600	\$8,686,430	\$6,311,860	\$2,374,570
2005	\$153,501,600	\$7,925,080	\$3,547,400	\$4,377,680
2004	\$143,649,900	\$7,182,495	\$4,330,000	\$2,852,495
2003	\$133,741,900	\$6,687,095	\$3,165,480	\$3,521,615
2002	\$120,498,600	\$6,024,930	\$1,833,557	\$4,191,373
2001	\$113,955,300	\$5,697,765	\$2,100,659	\$3,597,106
2000	\$105,613,500	\$5,280,675	\$2,385,538	\$2,895,137

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes and County and Municipal Revenues and Expenditures, for years cited.

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by Figure 4.13, the Village of Oostburg’s total general obligation debt as of December 31, 2006 was \$6,311,860, which was 3.6% of its full value, and about 73% of the \$8,686,430 it could legally borrow. Since WisDOR statistics show that on average villages in the state borrow about 32% of their legally authorized maximum. Oostburg has more assertively invested in itself by taking advantage of its debt margin to upgrade local infrastructure, provide additional services, and create improvement programs.

Oostburg’s debt service in 2006 on its existing debt was \$6,000,152, which was approximately 71% of its total debt obligation. (The average village in Wisconsin incurred debt service that was approximately 15% of its total debt obligation.)

## **ECONOMIC DEVELOPMENT PROGRAMS**

This section contains a brief explanation of the agencies that could potentially help the Village's businesses with loans and grants.

### **Local**

The Village of Oostburg's Business Park is a municipal Tax Incremental District, and as such, pays for the infrastructure costs through the increased tax revenues brought about through development within the district.

Oostburg has available a revolving loan fund with attractive interest rates to encourage economic development. The fund can be used for business start-ups as well as expansions.

The Village can also assist local businesses by officially supporting the business within the Bay-Lake Regional Planning Commission's *Overall Economic Development Strategy* document, published annually and reported to the Department of Commerce — thus making the business eligible for state grant consideration.

### **County**

Sheboygan County, through its participation in the Wisconsin Community Development Grant Program, has retained funds for the establishment of a Business Revolving Loan Fund (RLF). This fund is designed to create employment opportunities, encourage private investment, and provide a financing alternative for small start-up or expanding businesses in the County. The RLF program includes interest rates and loan maturities that are designed to encourage business development, while providing for the recapitalization and growth of the RLF. Eligible activities include 1) acquisition of land, buildings, equipment, and fixed assets, 2) construction or reconstruction of buildings, 3) installation of fixed equipment, 4) working capital, and 5) buy-outs by purchase of assets. Eligible projects must also leverage private dollars, create jobs, provide collateral. Loans are generally for amounts greater than \$25,000. The RLF helped one business owner in Oostburg in 2005.

In addition, Sheboygan County is assisted by the Sheboygan County Chamber of Commerce and UW-Extension on economic development. The County has also been designated a Technology Zone by the Department of Commerce. This program is further described in the Regional portion below.

### **Regional**

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

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report that evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified within the CEDS report. All communities that are served by the Commissions, including the Village of Oostburg, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

Lakeshore Technical College in Cleveland formed the LTC Center for Entrepreneurship in 2005. The center helps prospective business owners launch new businesses, sustains existing companies, and collaborates with local agencies and governmental bodies to make sure business owners are provided with up-to-date information and resources. The Center's advisory committee is made up of area bankers, attorneys, accountants, businesspeople, and other officials from throughout Sheboygan and Manitowoc Counties. The advice offered is free of charge.

### **State**

The Wisconsin Department of Commerce has several grant programs that would be available to the Village of Oostburg. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

Tax incremental financing (TIF) is an economic development tool available to cities and villages (and to a much lesser extent towns) in Wisconsin. TIF provides the means for a developer to work together with a community to finance the clean up of a blighted area or to spur job-creating industrial and/or commercial development. For a time period up to 27 years, tax revenues generated by the new development can be allocated to pay for up-front infrastructure and related costs. This subsidy makes it easier for developers to take on large or expensive projects that would otherwise not have been attempted.

### **Federal**

Some examples of federal programs that could assist the Village of Oostburg in economic development include:

#### **USDA Wisconsin Rural Development Programs**

- *Rural Business Opportunity Grants Program*

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to, project feasibility studies, start-up costs, incubator projects, and other reasonable

expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.

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

#### **US Department of Commerce, Economic Development Administration Programs**

- *Public Works and Economic Development Program*  
The Public Works Program empowers distressed communities in economic decline to revitalize expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

### **ECONOMIC DEVELOPMENT STRATEGY AND RECOMMENDATIONS**

The Village of Oostburg will seek direction for this element from the vision and goals identified through the public participation process:

#### Vision

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

#### Goals, Objectives, Policies, Programs

#### **1) Oostburg will encourage economic development through the attraction and retention of small retail businesses that meet the needs of local residents.**

The 2007 Citizen Input Survey identified this as a priority as an economic development strategy for the Village.

- a) *Policy/program:* Explore retention and expansion strategies for keeping and attracting small businesses.

- b) *Policy/program:* Develop business and consumer surveys to identify ideas for retail development and identify needs and desires of village residents.

**2) Oostburg will foster a strategy that serves to maintain and enhance an economically viable Center Avenue corridor and downtown area.**

Over 65% of respondents in the 2007 Citizen Input Survey felt that revitalization and beautification of the downtown area is important.

- a) *Policy/program:* The Village of Oostburg will encourage and monitor the upkeep of all properties and structures within the downtown area and will enforce design standards, including the Village's property maintenance code, when appropriate.
- b) *Policy/program:* The Village will encourage businesses to locate in the downtown area by inventorying available properties and creating an awareness in the County of the potential opportunities that exist.
- c) *Policy/program:* The Village will seek to upgrade sidewalks and roadways within the downtown area. The Village will explore the availability of partial funding through the CDBG program and whatever other programs it becomes aware of.

**3) As an economic development strategy, attracting businesses to the industrial park should be encouraged by Oostburg.**

This was identified as one of the two most important economic development strategies for the Village by the 2007 Citizen Input Survey.

- a) *Policy/program:* Promote availability of the industrial park through local, county, and state sources.
- b) *Policy/program:* Periodically survey existing industrial park businesses to ensure they are retained and potential expansion needs are addressed.

**4) Oostburg supports economic development that does not negatively impact the Village's small community atmosphere or assets that its' citizens value.**

Over 92% of respondents in the 2007 Citizen Input Survey rated small community atmosphere as good or excellent in Oostburg as it relates to their quality of life.

- a) *Policy/program:* New businesses or expansions should not adversely threaten critical natural or historic resources.
- b) *Policy/program:* The Village will continue to work with future developers to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Village's desire for well planned growth and preserving small community atmosphere.

**5) The Village of Oostburg supports the protection of economically productive areas, including farmland and forests.** (This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

*a) Policy/program:* New development should not adversely threaten economically productive areas.

**6) The Village of Oostburg will strive to promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities.** (This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

*a) Policy/program:* The Village will continue to explore retention and expansion strategies for keeping and attracting small business, light manufacturing, and corporate office facilities.

## CHAPTER 5 – TRANSPORTATION

---

### INTRODUCTION

The way we live — getting to and from work, moving products to market, visiting friends and relatives, traveling for recreation and vacation — depends upon good transportation infrastructure that includes roadways, transit, trails, and other modes. Because we live in a mobile society, we demand a transportation network that is safe, efficient, and dependable. Considerations of clean air, economic development, congestion management, transportation control measures, and a changing village have greatly increased the importance of well planned transportation facilities and policies.



*The park-and-ride facility directly east of Oostburg.*

#### 66.1001(2)(c)

*Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

### CHAPTER SUMMARY

The transportation facility inventory conducted for the Village of Oostburg indicates the Village currently has approximately 17.2 miles of local roads. The Village's internal transportation system is complemented by Interstate 43, and two county trunk highways providing access to the local roads within the Village and other roads within Sheboygan County, the region, and the state.

Currently, the Village does not have any specific facilities for paved or stand-alone bike trails. However, as long as traffic levels remain moderate to low, the Village's existing local road system and several area county trunk highways should be able to safely and efficiently serve the needs of bicyclists. Pedestrian facilities include a Village nature trail and slightly over a half-mile of sidewalk segments, some of which are in need of replacement.

The recommendations in this plan call for a safe and efficient transportation system for motor vehicles, bicycles, and pedestrians.

## **INVENTORY OF TRANSPORTATION FACILITIES**



*A newer residential street in the Village.*

### **Highways**

I-43, a four-lane divided highway, runs along the eastern border of the Village of Oostburg. County highways that border or intersect the Village include CTH A and CTH KK. (See Figure 5.1 for locations of these highways.)

### **Streets**

There are approximately 17.2 miles of paved, named streets within the Village limits. (See Figure 5.1 for the locations of streets.)

### **Inter-County Bus Service (WETAP) & Transit**

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services with paid or volunteer drive and volunteer programs with private vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the Village of Oostburg are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department, Division of Aging. Long-distance transport options include Superior Medical Transportation, headquartered in Oostburg.

The door-to-door specialized transportation of elderly and disabled persons within Sheboygan County, including the Village of Oostburg, is provided by the Sheboygan County Health and Human Services Department. The Sheboygan County Health and Human Services Department contracted the provision of this service with G & G Enterprises of Wisconsin, Inc. (doing business as Handicare Transportation) in May of 1993. Service comments since privatization of the transportation service have been quite favorable. Priority trips include medical, nutritional and work-related activities, as well as adult day care/day programming, personal appointments and grocery shopping. If the schedule cannot accommodate a medical appointment, a volunteer driver is located to transport the person; this service is not available for medical appointments by residents of nursing homes.

The Health and Human Services Board of the Sheboygan County Board has been designated by the County Board Chairman as the Transportation Coordination Board. This board is composed of six County Board Supervisors and three citizens, and is a standing board of the County Board. Sheboygan County has a high degree of coordination of transportation services for elderly and disabled persons. All other groups who operate transportation programs are aware of the Health and Human Services Transportation Program, and contact the Sheboygan County Health and Human Services Department office to supplement their service. Some specific examples of

**[Map: Figure 5.1 Transportation Element, Village of Oostburg]**

coordinated service include daily service to the Rehabilitation Center of Sheboygan (RCS), handling all requests for transportation services and daily service to nursing homes for visitors.

### **Electric Personal Assistive Mobility Devices (EPAMD)**

As of 2004, there were approximately 160,000 people in the U.S. who used electric powered wheelchairs or scooters. As baby boomers become senior citizens and mobility becomes a concern for this large population, the use of these aids is expected to rise.

Most wheelchairs are designed for use on sidewalks, driveways, and hard, even surfaces. Newer designs are more similar to scooters than to the traditional design of the wheelchair. The impetus for this new design has been people's desire for more independence and mobility, to the point of being able to mount curbs and travel over rough ground.

Because of safety concerns, some communities have begun regulating EPAMDs by requiring reflectors and a headlamp during non-daylight hours, not allowing them on roads with speed limits higher than 25 mph, or restricting them to sidewalks and bike paths. Regulations in the Village of Oostburg have been unnecessary thus far. This could be due to relatively low number of individuals owning such devices at the present time.

### **Air Service**

#### **Regional**

At the regional level, the primary commercial-passenger and air freight service for residents of the Village of Oostburg (and Sheboygan County) is provided General Mitchell International Airport located south of the City of Milwaukee. General Mitchell International Airport is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 13 airlines offer roughly 235 daily departures (plus 240 daily arrivals). Approximately 90 cities are served nonstop or direct from Mitchell International. This service is considered adequate to meet the air travel needs of most Village residents.

#### **Local**

Chartered air service and air freight services are available at the **Sheboygan County Memorial Airport**, which is located about 10 miles northwest of the Village of Oostburg. This airport is classified as a Transport/Corporate (T/C) Airport. Transport class facilities can serve aircraft weighing as much as 60,000 pounds, provided that approach speeds are less than 121 knots and wing spans are less than 80 feet in length. The primary runway is nearly 5,400 feet in length and 100 feet in width, while the crosswind runway is about 4,000 feet by 75 feet. Corporate charter and limited commuter service are available. This airport facility is also capable of handling precision instrument approach operations. In 2007, there were approximately 66,000 operations at the airport, which was an increase of approximately 3,000 flight operations from the 1992 total. Based aircraft at the facility increased from 110 in 1995 to 134 in 2007. Flight operations at the airport include more than 30,000 general aviation itinerant flights and nearly 29,000 local aviation general purpose flights. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

An expansion plan is in place for the airport with a horizon year of 2020. This expansion plan recommends extending the primary runway 1,400 feet (600 feet to the south and 800 feet to the north) and extending the crosswind runway 1,000 feet (300 feet to the east and 700 feet to the

west). These runways would be extended to allow for larger aircraft to utilize the airport. The existing terminal site would be expanded under this plan. A significant portion of CTH O would need to be relocated slightly to the south where it meets with CTH TT if the airport plan is implemented; this relocation has been recommended in the *Year 2020 Sheboygan Area Transportation Plan (SATP)*. In addition, a small portion of Highland Road would be relocated if recommended improvements are implemented.

### **Private**

**Private airstrips** offer minimal services and are generally utilized by recreational fliers. Such facilities are required to obtain a certificate of approval or permit from WisDOT's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed airstrip is located to allow approaching and departing aircraft to clear all public roads, highways, railroads, waterways or other traverse ways by a height that complies with applicable federal standards. The permit is issued upon an application review by WisDOT, the county, and the municipality in which the facility is located, and by the appropriate regional planning commission.

There is one small privately owned airstrip within the Village of Oostburg. Not far away there is also an approximately 2,500 foot landing strip (Dulmes Field) along CTH A in the Town of Holland.

There are two **helipads** within Sheboygan County, both associated with medical facilities. The first of these is located at St. Nicholas Hospital in Sheboygan, while the second helipad is at Sheboygan Memorial Hospital in Sheboygan.

### **Waterborne Transportation**

The Village of Oostburg is located entirely inland and therefore there are no port, harbor, or marina facilities located within the Village. However, due to its location within Sheboygan County, relative to Lake Michigan, the numerous marina and harbor facilities located within a short driving distance from the Village are considered adequate for residents' needs.

### **Rail Transportation**

A track traverses north and south through the western edge of the Village of Oostburg. The line is owned by the Union Pacific Railroad.



There are four public road and rail crossings within the Village limits, located on South Avenue, Center Avenue, Wisconsin Avenue, and Town Line Road. Plans are underway to upgrade these crossings.

## **Trucking**

The Village currently has 1 truck carrier within its limits, Carl Nyhof, which employs 2 drivers.

## **Bike & Pedestrian**

### **Bicycle Facilities**

In 2007, the Sheboygan County Interurban Trail was extended northward into the Village of Oostburg. A trailhead is planned for the near future, as is the continued extension northward toward the city of Sheboygan. Elsewhere in the Village, the relatively low-traffic local streets provide a reasonably safe and efficient option for bicycle transportation.

### **Pedestrian**

There is an extensive system of nearly 23 miles of sidewalks throughout most of the Village. In 2006, the Village proactively applied for and received a grant from the Sheboygan County Non-Motorized Transportation Pilot Program to fill part of the 2.3 mile gap in the sidewalk network, specifically, north of the high school. New residential development in the Village will continue to be required to include sidewalks.

## **EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM**

### **Functional Class**

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Village of Oostburg has been functionally classified based on criteria identified by WisDOT. (See Figure 5.1.)

### **Arterial Roads**

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Arterial roads are further categorized into either principal or minor arterial roads based on traffic volumes. Within or adjacent to the Village of Oostburg, I-43 is functionally classified as a Principal Arterial.

### **Collector Roads**

The primary function of those roads classified as collectors is to provide general area to area routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas.

Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce

are conducted. Collector roads are further delineated by classification as *major or minor* collectors.

Roadways classified as Major Collectors include CTH A/North 10<sup>th</sup> Street and CTH AA/Center Avenue. South 10<sup>th</sup> Street is functionally classified as a Minor Collector.

### **Local Roads**

The primary and most important function of local roads is to provide direct access to the lands adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. Local roads should be designed to move traffic from an individual lot (e.g., a person's home, cottage, or farm) to collector roads that in turn serve areas of business, commerce, and employment. Local roads should not be designed or located in such a manner that they would or might be used by through traffic. All roads not classified as arterial or collector are classified as local roads.

### **Traffic Counts**

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure and are calculated for a particular intersection or stretch of roadway. WisDOT provides counts for a community once every three years.

The roads that serve the state, the region, and the local community are designed and engineered to accommodate a maximum level of traffic. As determined by the Peak Hourly Traffic (PHT), the capacity peak per *hour* on multi-lane and divided highways is 2,000 vehicles per lane. On two-lane, two-way highways, the capacity peak per *hour* is 2,000 vehicles in both lanes. None of the recorded or projected (through 2028) annual average *daily* traffic numbers on road segments located within or near the Village have approached or appear to be approaching road design capacities.

*Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.*

### **Traffic Crashes**

Vehicle crash reports, filed with the Sheboygan County Sheriff's Department and also with WisDOT, are excellent indicators of problems with road alignments, roadway construction, and geometric design of a road. Alterations in road geometry, enlargement of intersection turning radii, sign placement, sight lines, speed changes, and access limits are just a few of the physical alterations and adjustments that can be made to make a specific intersection or stretch of roadway safer. Figure 5.2 shows vehicle crashes in the Village of Oostburg from 2004 to 2006.

<b>Year</b>	<b>Total Crashes</b>	<b>Fatalities</b>	<b>Bike/Pedestrian</b>	<b>Deer/Animal</b>	<b>Alcohol Related</b>
2004	9	0	1	0	0
2005	16	0	0	2	0
2006	15	0	1	0	0
<b>Total</b>	<b>40</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>0</b>

*Source: Wisconsin Department of Transportation, 2007 (intersection and non-intersection crashes only).*

For the period between January 1, 2004 through December 31, 2006, 5% of the reported crashes in the Village of Oostburg involved bicycles or pedestrians; 5% involved a deer or other animal; and 0% involved alcohol. A total of 90% did not involve any of these factors. For comparison's sake, the same categories for all of Sheboygan County's villages as a whole were 0.2% bicycles or pedestrians; 43% deer or other animal; and 5.4% alcohol. A total of 51% did not involve any of these factors.

Looking at the statistics in Figure 5.2 and the subsequent paragraph, road safety data in the Village does not show any major shortcomings when compared to the County.

**Road Pavement Condition**

Figure 5.3 summarizes the results of the Pavement Surface Evaluation and Rating (PASER) system, where pavement is rated on a scale from 1 to 10, with 1 representing "failed" and 10 representing "excellent," and compares the Village of Oostburg to a sample of communities. Average road ratings in the Oostburg were as good or better than most other communities, and there were only three roads in the Village with pavement rated less than "fair."

<b>Figure 5.3 – Local Road Pavement Conditions in Selected Villages &amp; Towns, 2007</b>				
<b>Community</b>	<b>Average PASER Rating</b>	<b>Scale Description</b>	<b>Roads Rated &lt; 5</b>	
			<b>Number</b>	<b>Percentage</b>
Oostburg	7.7	Very Good	3	1%
Cedar Grove	7.0	Very Good	8	3%
Cascade	8.3	Very Good	0	0%
Town of Sheboygan	5.5	Fair-Good	13	29%
Town of Lima	7.0	Very Good	7	10%

*Source: Wisconsin Information System for Local Roads (WISLR), 2008*

**Access Controls**

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, neither Sheboygan County nor the Village of Oostburg has a Controlled Access Ordinance — nor do they plan to adopt one. The State has an access control ordinance along STH 32 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting state highways. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper setbacks and stormwater drainage.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

### **Speed Limit Controls**

Local units of government can change speed limits for their roads under the authority and guidelines of the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and opinions of a diverse range of interests, including drivers (who tend to choose speeds that seem reasonable for conditions) and landowners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed — the one most drivers choose — is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85<sup>th</sup> percentile speed, which is the speed 85% of the freely flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85<sup>th</sup> percentile. Another consideration is the road's design limit. This is the highest and safest speed for which the road was designed and takes into account the road type, geometry, and adjoining land uses.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85% of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15% who drive too fast. Unreasonably low speed limits, however, tend to promote disregard for posted limits and make enforcement much more difficult. Such limits may also promote a false sense of security among residents and pedestrians expecting the speeds of drivers to decrease.

### **INTEGRATION OF THIS PLAN WITH TRANSPORTATION PLANS OF OTHERS**

The following section compares the Village of Oostburg's objectives, policies, goals and programs to state and regional transportation plans and identifies how this Plan will incorporate state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans into its own planning.

#### **State Highway Plan**

The *Wisconsin State Highway Plan 2020* states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, the *State Highway Plan 2020* considers the highway system's current condition, analyzes future uses, assesses financial constraints, and outlines strategies to address traffic movement and safety needs.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the state highway system:

- Preserving the system by improving or replacing aging pavements and bridges;
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education and enforcement.

The Village of Oostburg's transportation goals and policies compare favorably with the objectives of the *Wisconsin State Highway Plan 2020*, and none of the Village's objectives, policies, goals, or programs intentionally conflict with the state highway plan.

### **Regional Transportation System Plan**

There is no current regional transportation plan that includes the Village of Oostburg; however, the *2030 Regional Comprehensive Plan* for the Bay-Lake Region, adopted in 2005, contains the following regional transportation goal:

- To provide an efficient, integrated and intermodal transportation system for the Bay-Lake Region.

Supporting this goal are six objectives and 54 policies. None of the Village of Oostburg's objectives, policies, goals, or programs intentionally conflict with the regional objectives or policies that are applicable to the Village.

### **Transportation Corridor Plans**

There are no existing transportation corridor plans for any part of the road system within the Village of Oostburg.

### **County Functional and Jurisdictional Studies**

There are no existing county functional or jurisdictional transportation plans for the road system within or adjacent to the Village of Oostburg; however, such a study for the area is overdue. During a key stakeholder forum held November 30, 2004 in the Village of Adell, the Sheboygan County Highway Commissioner said functional/jurisdictional classifications should be reviewed periodically. Roads can change from local to county and vice versa. The County Highway Department intends to look at their classifications as part of Sheboygan County's comprehensive planning, scheduled for 2009. Changes are generally based on traffic numbers and types of vehicles.

### **Rural Transportation Plans**

There are no rural transportation plans for the road system located near Oostburg.

### **State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

There are no specific recommendations in the Wisconsin State Airport System Plan 2020 that apply to the Village of Oostburg.

### **State Railroad Plans**

In lieu of an update to the *State Rail Plan*, the *Wisconsin Rail Issues and Opportunities* report was recently completed. This report highlights key rail issues, but it defers specific recommendations until the *Connections 2030* plan is completed.

There are no specific recommendations in the report that apply to the Village of Oostburg.

### **State, Regional, and Local Bicycle Plans**

#### **State Bicycle Plan**

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals . . .

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10% by the year 2010 (with additional increases achieved by 2020).

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects. None of the Village's objectives, policies, goals, or programs intentionally conflict with the state bicycle plan; in fact, recent initiatives by the Village related to the Interurban Trail and the Non-Motorized Transportation Pilot Program indicate support for State goals.

#### **Regional Bicycle Plan**

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* identifies a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Sheboygan County and the Village of Oostburg. None of the Village's objectives, policies, goals, or programs intentionally conflict with the regional bicycle plan.

#### **Sheboygan County Pedestrian/Bicycle Plan**

The *Sheboygan County Pedestrian/Bicycle Comprehensive Plan* was adopted by the County in 2007. The purpose of the Plan is to identify and recommend programs and actions that guide and encourage the development of pedestrian and bicycle facilities and ultimately increase both walking and bicycling as viable modes of transportation throughout the County. Eight major goals are included, and none of the Village's objectives, policies, goals, or programs intentionally conflict with the County goals.

Specific non-motorized recommendations of the County Plan for the Village of Oostburg include bicycle lanes on Sauk Trail Road and Town Line Road, and paved shoulders on Center Ave/CTH A west of the Interurban Trail. These recommendations are not incompatible with Village objectives, policies, goals, or programs.

### **TRANSPORTATION FUNDING PROGRAMS**

There are a wide variety of state and federal programs for funding local transportation projects, including those found at <http://www.dot.wisconsin.gov/localgov/>.

### **General Transportation Aid (GTA)**

Local road improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality which pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" was \$1,850 for 2004. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

### **Local Mileage Certification**

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage changes have occurred. Local road certification also includes the requirement to report major road rehabilitation and improvements, new construction and reconstruction of existing roads. Asphalt overlays of 1-inch or more are considered major improvements to the road. The community does not have to report crack filling or seal-coating projects.

### **Local Roads Improvement Program (LRIP)**

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town Road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50% of the cost reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to, new roads, seal coats, ditch repair, and/or curb and gutter construction.

### **Local Bridge Program**

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length). This program funds 80% of project costs to replace and

rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings of less than 80 are eligible for rehabilitation, and those with sufficiency ratings of less than 50 are eligible for replacement.

Counties set priorities for funding within their area with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT Transportation Office (NE Region) staff in winter of odd numbered years with program approval in summer of odd numbered years. The program has a three-year cycle.

### **Traffic Signing and Marking Enhancement Program**

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

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

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

### **Local Transportation Enhancement Program (TE)**

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

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

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

### **Surface Transportation Program - Discretionary (STP-D)**

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

### **Transportation Demand Management Programs**

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicle (SOV) trips in a region especially during peak travel periods.

There are two grant programs: TDM Grant Program and Wisconsin Employment Transportation assistance Program (WETAP).

#### **TDM Grant Program**

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing Single Occupancy Vehicle (SOV) trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

#### **Wisconsin Employment Transportation Assistance Program (WETAP)**

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT it provides funding to help low-income people access or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties.

### **Transportation Economic Assistance (TEA Grant) Program**

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin or to encourage business and industry to remain and expand in Wisconsin.

### **Six-Year Highway Improvement Program: 2008-2013**

Administered by WisDOT, this highway improvement program addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

- *Resurfacing* entails provision of a new surface for a better ride and extended pavement life.

- *Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.
- *Reconstruction* entails complete replacement of worn roads including the road base and rebuilding roads to modern standards.

There are no projects in the Six-Year Highway Improvement Program within the Village of Oostburg through the 2013 program year.

### **Congestion Mitigation Air Quality (CMAQ) Program**

This program encourages transportation alternatives that improve air quality. It includes efforts to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions. The funds are only available in the southeastern Wisconsin ozone non-attainment and maintenance counties, which includes Sheboygan. Projects under this program are primarily implemented by local sponsors as Local Let Contracts.

### **Non-Motorized Transportation Pilot Program (NMTTP)**

In July 2006, the U.S. Congress adopted a new transportation budget that included special provisions to create a Non-Motorized Transportation Pilot Program. Sheboygan County was one of four communities in the nation selected to participate in this pilot program. As part of the Pilot Program, Sheboygan County will receive up to \$25 million over four years to develop a network of non-motorized transportation facilities that connect neighborhoods, retail centers, schools, recreation amenities, and employment centers and will allow people to change the way they choose to move around through their daily lives. Local units of government are encouraged to participate in the program.

### **Federal Highway Administration Programs**

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

The SAFETEA-LU program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. SAFETEA-LU represents the largest surface transportation investment in the Nation's history. Built as an off-spring to the pilot program, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), the bill was signed into law by President Bush on August 10, 2005.

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

Funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward

these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement SAFETEA-LU-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program. Projects are fully funded, although priority is given to those applications that demonstrate a commitment of non-federal resources.

### **TRANSPORTATION STRATEGY AND RECOMMENDATIONS**

The Village of Oostburg will seek direction for this element from the vision and goals identified through the public participation process:

#### Vision

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

#### Goals, Objectives, Policies, Programs

##### **1) Oostburg will provide well-maintained, safe streets and roads for vehicles, bicycles, and pedestrians.**

A well managed transportation system helps ensure the safety of residents and increases the livability of a community. New or existing businesses are also more likely to locate or expand in an area where traffic flows smoothly and access is efficient.

- a) *Policy/program:* Local road systems should be designed, sized, and signed to minimize through traffic movement.
- b) *Policy/program:* New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear and the vision clearance regulations should be upheld per the Village’s Zoning Ordinance.
- c) *Policy/program:* Monitor WisDOT statistics for existing road traffic volumes as well as accident rate data compiled by the Sheboygan County Sheriff’s Department. Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Tie all of this data in to a long-term maintenance schedule and capital improvement program.

- d) *Policy/program:* Provision for bicycling and walking should be made in the Village through a combination of low traffic streets, sidewalks in appropriate areas, and stand-alone trails

**2) Oostburg will continue to have well-maintained sidewalks within the Village.**

- a) *Policy/program:* Periodically assess the condition of existing sidewalks and develop a maintenance schedule.

**3) The Village of Oostburg will participate in state and county transportation activities that impact the Village.**

Transportation systems cross many municipal boundaries and are managed by multiple layers of government. This is an on-going reality that must be acknowledged and worked with.

- a) *Policy/program:* The Village will continue to communicate with state and county transportation officials as needed. The Village will share its comprehensive plan with appropriate agencies and will make its needs and concerns known on a proactive basis.
- b) *Policy/program:* When appropriate, the Village will explore using the funding sources identified under the Transportation Funding Programs listed earlier in this chapter.

**4) The Village of Oostburg will strive to provide an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety, and that meets the needs of all citizens, including transit-dependent and disabled citizens.** (This goal is required under the “planning grant” section of Wisconsin Statutes Chapter 16.)

- a) *Policy/program:* Monitor the level and location of electric personal assistive mobility device usage within the Village, and, if appropriate, consider infrastructure improvements and/or regulations to ensure public safety.
- b) *Policy/program:* Work with Bay-Lake RPC to implement the specific *Regional Transportation System Plan* recommendations for the Village.
- c) *Policy/program:* Continue to rely on services provided by the Sheboygan County Memorial Airport, Milwaukee Mitchell International Airport, and the Port of Milwaukee to meet the needs of Village residents and businesses for air and water transportation.
- d) *Policy/program:* Support the efforts of the Sheboygan County Health and Human Services Transportation Program, especially the accommodations offered for disabled persons.

**5) The Village will encourage neighborhood designs that support a range of transportation choices.** (This goal is required under the “planning grant” section of Wisconsin Statutes Chapter 16.)

- a) *Policy/program:* Support Sheboygan County’s efforts to continue the development, enhancement, and management of a Countywide bikeway system.

## **CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES**

---

---

### **INTRODUCTION**

As part of the comprehensive planning program, the Village of Oostburg utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions with Village Board members, Village employees, and other representatives throughout the community.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The levels of accuracy of the referenced materials herein is highly subject to change (“time sensitive”) and should only be used as an initial guide/reference in establishing this plan’s initial land use needs. As time goes on, the Village should again gather updated information regarding services as it looks to modify/improve them. In some cases, greater informational detail should be gathered before approving recommendations.

66.1001(2)(d)

*Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

### **CHAPTER SUMMARY**

Providing state-of-the-art utilities and community facilities in a small village with a limited tax base is a continual challenge. Nevertheless, respondents to the 2007 citizen input survey generally expressed a high level of satisfaction with the variety of public services provided in Oostburg.

Major services/facilities, such as the village hall, recreation lands, local streets, public sewer and water, and to some extent the volunteer fire department — which are direct, internal responsibilities of the Village — are deemed adequate or above adequate. Other important services/facilities, such as law enforcement, library, schools, child care, elder care, and health care — which are provided by entities outside Village government — are also deemed adequate or above adequate.

Due to changes in society and overall affluence, increases in utility usage have become a trend throughout the United States. The Oostburg area is no different. Recent We Energies upgrades have occurred in electric service capacity. An upgrade is anticipated in the future for the wastewater treatment plant as well.

The Village remains committed to providing basic services, either directly or indirectly, to its residents and has adopted policies to ensure this is the case.

## **PUBLIC FACILITIES INVENTORY AND ANALYSIS**

### **Electric Service**

The Village of Oostburg is within the electrical utility service territories of We Energies (a/k/a Wisconsin Electric Power Company). The electrical service to the Village is thought to be adequate at this time for planning purposes, with recent utility upgrades being driven not as much by population growth as by the demand for energy. People are building larger homes and filling them with multiple electronic devices. We Energies, which is increasing its capacity by about 2-3% per year to keep up with demand throughout its service area, uses several different fuel sources to produce electricity: coal - 59.7%; nuclear - 25%; purchased power - 13.8%; renewables - 1.1%; and natural gas - 0.4%.

According to the American Transmission Company's 20-Year Analysis for Zone 4 (which includes Sheboygan County), there are no significant limitations or upgrades planned for the Oostburg area. Although the overhead lines serving the majority of the Village are susceptible to storm damage, the electrical service to the Village is considered adequate for current and future needs.

### **Natural Gas**

Residents of Oostburg are provided with natural gas by We Energies (a/k/a Wisconsin Gas). A major natural gas line is located several miles west of Oostburg along STH 57.

### **Public Water System**

The Village is served by its own Oostburg Municipal Water Department, which draws on three municipal wells within the Village at depths of 275 feet, 360 feet, and 353 feet. The Village has a 250,000 gallon water tower that provides service to residential and business properties. The most recent Consumer Confidence Report, filed with the DNR in 2007, revealed no violations for the contaminants required to be tested. Although no formal hydrology study has been done, the capacity of the aquifer (Niagara Dolomite) is thought to be adequate for the immediate needs of the Village, along with its projected growth forecasts.

### **Sanitary Sewer Service**

Oostburg is served by its own Wastewater Department, which operates the Oostburg Wastewater Treatment Plant. The facility has been in operation for over 20 years. The plant's capacity was originally rated for 20 years, but it is already nearing capacity. Although the plant is still under capacity, a full review regarding expansion and maintenance is currently underway. The current average flow rate is approximately 237,000 gallons per day, which is within the plant's capacity of 281,000 gallons per day.

The Wisconsin Department of Natural Resources designed a rating system called the Compliance Maintenance Annual Report (CMAR) which provides an evaluation of the current condition of each wastewater treatment facility in the state. The CMAR is a yearly assessment that rates various components of wastewater treatment and then gives an overall letter grading/grade point system to a facility. The report has five range categories for determining applicable grade and response actions. According to the 2004 CMAR, the Oostburg Wastewater Treatment Plant has a grade A rating, which places it in the voluntary response range.

### **Sanitary Sewage Collection System**

Oostburg has a sanitary sewer system in place that serves all of the homes within the community. Maintenance and routine repairs to the sewage collection system are performed by Village work crews. Major repairs are performed by Honold, Inc. a firm whose services are contracted by the Village.

### **Existing Sanitary Sewer System**

The Village is served by ten-inch diameter and eight-inch diameter lines, most of which are eight-inch. Additionally, there are two lift stations in the system. One lift station is located at South 11<sup>th</sup> Street and Michigan Street and the other within the Business Park. There have been only two wet weather bypass of the sanitary sewer system in the last several years.

### **Investigation/Design Data**

The Village of Oostburg does have a master plan in place for future development of the sewer system. Although the current treatment plant is nearing capacity, the plant has capacity for additional homes.

### **Deficiencies in the Existing System**

The Village of Oostburg has no major reports or concerns of infiltration or deficiencies in the existing system. The system is continuously monitored by the Village, should anything occur.

### **Storm Sewer System**

The Village of Oostburg has storm sewers in place for the entire Village. There are no reported instances of backup or flooding in the recent past. Stormwater retention ponds are also required for most major development projects.



### **Solid Waste and Recycling Facilities**

The Village of Oostburg currently contracts out all of its solid waste/recyclables collection to Larry's Hauling located in the City of Sheboygan Falls. Larry's Hauling transfers the solid waste to the Orchard Ridge Landfill in Menomonee Falls. Orchard Ridge has a capacity of 9.4 million cubic yards; as of 2006 the landfill had 2.2 million cubic yards remaining (an estimated two years of activity at its current capacity and use). The expansion of this facility is the responsibility of Waste Management of Wisconsin Inc., which is currently considering plans to increase the capacity of the site, perhaps by as much as 10-12 years.

Waste Management of Wisconsin is building an \$18 million, 150,000-square-foot waste recycling center in the Village of Germantown. Scheduled to open in late 2007, the center will become Waste Management's largest facility in Wisconsin and will become a regional recycling/ storage center.

Sheboygan County annually runs a hazardous household waste collection program with Saturday drop-off sites in Plymouth and Sheboygan. Oostburg residents are eligible for this program.

### **Telecommunications Service**

#### **Telephone**

Land-line telephone service to the Village is provided by Verizon North. Cellular towers are located in the Business Park and on top of the Village's water tower. Assuming the standard two-mile range for digital antennas, the entire Village of Oostburg is within the service radius.

If, cellular companies do eventually look to increase their quality of service and range, locations for towers will likely be along major transportation corridors, such as I-43 and STH 32, and higher elevations within the Village. As the need arises, the Village should work with landowners, school districts, surrounding communities, etc. in determining acceptable locations for future towers and possible collocation strategies.

#### **Internet**

Village residents can access the Internet through a variety of methods, including cable, satellite, and dial-up services. DSL is available from Verizon North. These options are considered adequate.

#### **Television**

Cable television service is provided by Time Warner, Inc. Residents without cable service use satellite packages or rely on antennas to pick up broadcasts from a handful of Milwaukee stations. These options are considered adequate.

## **COMMUNITY FACILITIES INVENTORY AND ASSESSMENT**

### **Village Hall**

The Oostburg Village Hall is located at 927 Center Avenue, near the center of the Village. The building contains a front desk area, office area for the Village Clerk, restrooms, and a large meeting room for the Village Board and a second smaller meeting room. The building is in compliance with the Americans With Disabilities Act. There are adequate off-street parking spaces, including those for disabled.

### **Road and Other Maintenance**

Four full-time employees provide maintenance to Village streets. The Village owns a variety of equipment for snow plowing, lawn maintenance, and for minor maintenance on streets and other repairs. Major work projects, which include grading, building roads, etc., are contracted with the County and private firms. The current maintenance system is adequate for the Village, with normal equipment upgrades expected throughout the 20-year planning period. Additional funding for capital improvement projects will be necessary for periodic street maintenance.

**VEHICLES**

- 4 snowplows
- 2 pickup trucks
- 1 pickup truck for sewage treatment plant

**EQUIPMENT**

- 1 chipper
- 1 trailer mounted leaf vacuum
- 1 backhoe
- 1 front-end loader
- 1 street sweeper and vacuum truck
- 1 diesel generator
- 1 sewer jetter with trailer and attachments
- 1 air compressor on a trailer
- 2 lawn mowers

**Community Center**

The Village of Oostburg combined Civic Center and Library is located on a Village-owned parcel at 213 N 8<sup>th</sup> Street. The building covers 7,000 square feet. Paved parking is available on-site. Elections are held in this relatively new facility, which is considered adequate.

**Postal Services**

Postal services for Oostburg are provided by the U.S. Post Office located at the western edge of the Village at the corner of Center Avenue and 15<sup>th</sup> Street. The building is a small, newer structure leased by the federal government from a private company and has a front door at sidewalk/street level that satisfies ADA requirements. Adequate parking is available on the street and in front of the building. No improvements are planned for the near future.

**Cemeteries**

Currently, there are no cemeteries within the Village of Oostburg. The need for plot space has decreased somewhat due to an upward trend in the use of cremation. Therefore, it is anticipated that the current cemetery facilities are adequate for the planning period. (Village residents may also use space available in cemeteries located elsewhere in Sheboygan County and beyond.)

**Law Enforcement**

The Village of Oostburg does not have its own police department. Protective services are instead provided by the Sheboygan County Sheriff's Department located in the City of Sheboygan. The Village also has a community substation located on Center Avenue. There have been no major problems enforcing speed limits or carrying out other law enforcement duties. The Sheriff's Department consists of several patrol divisions, including highway patrol, boat patrol, bike patrol and snowmobile/ATV patrol. The Department also consists of a SWAT (Special Weapons and Tactics) Team, a Dive Team and a Multi-jurisdictional Enforcement Group (MEG Unit) specializing in drug enforcement.

The Department, which is currently allowed to have 39 deputies, anticipates having adequate manpower for the next few years, although cuts in shared revenues might create challenges. The traditional Wisconsin standard for police protection is 1.86 officers/1,000 persons. Based on 2007 population estimates of villages and towns in Sheboygan County relying on the Department, the County had 0.86 officer/1,000 persons. While this is well below the standard, the Sheriff's Department does have back-up assistance available through mutual aid agreements. Moreover, the Sheriff's Department annually evaluates its personnel needs based on actual caseload and response times. Using these more specific standards, the Department believes it is providing necessary coverage to the County and is committed to maintaining that protection. Further, there was a slight decrease in reported incidents within the County (from 11,509 in 2006 to 11,371 in 2007). Law enforcement in the Village of Oostburg is, therefore, considered adequate and there are currently no plans to create a Village police force or contract for additional service from the County or other communities.

The Sheboygan County Sheriff's Department utilizes several correctional facilities. The Sheboygan County Jail is located on the second floor of the Sheboygan County Law Enforcement Center, located on North 6<sup>th</sup> Street in the City of Sheboygan. The Jail is a 40-bed facility that primarily houses adult female inmates. The Sheboygan County Detention Center, located on South 31<sup>st</sup> Street in the city of Sheboygan is a 286-bed facility that houses adult male inmates. The Juvenile Detention Center, also located on the second floor of the Sheboygan County Law Enforcement Center, is a 27-bed facility that houses both male and female juvenile inmates. These capacities are currently sufficient; in fact, the County often houses inmates from other counties.

The Village is served by the 911 system, which rings through to the Sheboygan County Sheriff's Department, routed through telecommunicators and relayed to emergency services. Although this system is considered adequate, the Department is working to implement a Wireless 911 system that will add more functionality and flexibility.

### **Fire Station**

The Oostburg Fire Department, formed in 1908, is located at 1130 Superior Avenue near the center of the Village. The Oostburg Fire Department serves the entire Village and portions of the Towns of Holland, Lima, and Wilson, covering 64 square miles.. Additionally, there are mutual aid agreements with all of the surrounding municipalities.

The Oostburg Fire Department consists of 27 volunteer firefighters. The Fire Department is part of the county-wide 911 system. Additionally, the Department provides Hazardous Materials, extrication, and search and rescue services. The Oostburg Fire Department currently owns the following trucks and equipment for its operations:

- 2006 US Tanker (3,500 gallons)
- 2000 Pierce-Quantum Rescue Engine
- 1996 Ford F-250 Brush Truck
- 1993 Pierce-Dash 1500 GPM Engine
- 1974 Ford LN900 Tanker (4,000 gallons)
- Jaws of Life (serves southern Sheboygan County)

One of the major challenges for the Department, as in many communities, is finding sufficient numbers of volunteers. Training requirements have become more time-consuming over the years, and more residents are working outside the community, which leaves less time and opportunity to participate.

### **Insurance Service Office (ISO) Rating**

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. The Village of Oostburg was rated a 5 by the ISO, which is considered average.

### **Emergency Ambulance Services**

Emergency ambulance services are provided by Oostburg Ambulance, which has two First Responders on-call and 20 EMT members total. Ambulance service is also provided to the Village. The ambulance service consists of two ambulances, with approximately 25 member's on-call. Mutual aid agreements with nearby communities are in place in the event of major emergencies.

The Village is served by the 9-1-1 system that is routed through Sheboygan County telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate paging systems for all of the first responder units in the County.

### **Library**

The Village is served by the Oostburg Public Library, located near the center of the Village at 213 N. 8th Street. The combined 7,000 square foot civic center and library houses 24,808 books, 2,400 periodicals, and 100 newspapers. Public Internet access is available. The library has a staff of eight.



In addition, Village residents are well served through member libraries of the Eastern Shores Library System covering Sheboygan and Ozaukee Counties.

### **Schools**

The Village of Oostburg is entirely within the Oostburg School District, which serves between 900-1,000 students. The School District serves its students from a high school/middle school facility and an elementary facility, both on New York Avenue. Building projects in the 1990s resulted in a new middle school in 1992 and a remodeled elementary school in 1998. The District is now completely networked and all classrooms connected to the Internet.



Citizens of the School District approved a \$9.85 million referendum. The majority of these funds are being used for additions to the High School and Elementary School. This work is currently in progress.

Oostburg Christian School is a private Pre-K through 8th grade school located on S. 6th Street that serves approximately 150-200 students. It has been operating in the Village since 1947.

It is likely that school facilities will continue to undergo periodic renovations, expansions, and/or consolidations. The school district has managed its needs independently from the Village, and it is expected this will continue. Given the wide choice of private and public facilities in the area, education options for school-aged children within the Village appear to be more than adequate for the planning period.

**Child Care Facilities**

According to the 2000 U.S. Census, there were 203 children under five years of age living in the Village and 425 children between the ages of 5-14. With the high percentage of families consisting of dual income parents who commute to work, quality, easily accessible child care is a critical concern for these families. There is no child care facility within the Village limits, however, there are a number of child care centers located within a few miles of Oostburg (see Figure 6.1). Nevertheless, the Resource Specialist for Family Connections, Inc. in Sheboygan indicated in September of 2008 that there were likely “more children than we have placements for in our County.”

<b>Figure 6.1 – Child Care Facilities in Sheboygan County</b>		
<b>Facility Name</b>	<b>Location</b>	<b>Capacity</b>
Michelle’s Family Day-Care	Adell	8
Upson Child Care	Cedar Grove	8
Agape family Services	Sheboygan	8
Bundles of Joy	Sheboygan	8
Carol’s Day Care	Sheboygan	8
Darla’s Family Child Care	Sheboygan	8
Dolores’ House for Little People	Sheboygan	5
Great To Be Me Child Development Center	Sheboygan	8
Gwynn’s Loves N’Hugs	Sheboygan	8
Jarred’s Activity Place	Sheboygan	8
Judy’s Family Child Care	Sheboygan	8
Lauries Family Care	Sheboygan	8
Little Rainbows, Inc.	Sheboygan	8
Lot’s -O- Love	Sheboygan	8
Nell’s Family Day Care	Sheboygan	8
Patti’s Day Care	Sheboygan	8
Rhonda’s Family Day Care	Sheboygan	8
Shirley’s Munchkin land	Sheboygan	8
Sue’s Smiles	Sheboygan	8
Superior Day Care	Sheboygan	8

<b>Facility Name</b>	<b>Location</b>	<b>Capacity</b>
Tater Tots	Sheboygan	8
Janet's Day Care Center	Sheboygan	8
Little Shepherds Inn	Cedar Grove	16
Building Bridges Child Care	Sheboygan	12
Child's Play	Sheboygan	142
Great Beginnings Preschool	Sheboygan	20
Happy Heart & Handprints, LLC	Sheboygan	50
Here We Grow - Job Center	Sheboygan	14
Here We Child Care - Lincoln	Sheboygan	77
Here We Grow Head Start	Sheboygan	15
Immanuel Lutheran Child Care Center	Sheboygan	20
John M Kohler arts Center Preschool	Sheboygan	38
Jumping Frogs Preschool, LLC	Sheboygan	20
KinderCare Learning CTRS - #1019	Sheboygan	125
Mapledale Child Care Center	Sheboygan	34
Montessori Children's House, Inc.	Sheboygan	50
New World Montessori School	Sheboygan	30
Patty Cake Day Care & Learning Center, LLC	Sheboygan	50
Pilgrim Preschool	Sheboygan	20
Salvation Army Day Care Center	Sheboygan	50
Sheboygan County Head Start - Jefferson	Sheboygan	18
Sheboygan County Head Start - Lakeshore	Sheboygan	83
St. Paul's Christian Child Care Center	Sheboygan	25
Sunshine 'n Smiles Children Center Inn	Sheboygan	45
Tender Loving Christian Child Care Center	Sheboygan	35
YMCA Youth Development Center - North	Sheboygan	120
Youth Development Center - South	Sheboygan	40
St. Lutheran Preschool	Sheboygan	20
YMCA Falls Little Friends	Sheboygan	66
YMCA Sheboygan Youth Development Center	Sheboygan	46

*Source: Wisconsin Department of Children & Families, September, 2008*

### **Elder Care Facilities**

According to the 2000 U.S. Census, there were 403 adults over 65 years of age living in Oostburg. The Sheboygan County Division of Aging has as its purpose to plan, coordinate, and promote services and programs needed by older adults within the County. This includes a variety of services, such as counseling, transportation, nutrition, legal and benefit advocacy, and events/activities. The Division of Aging coordinates a dining site in Oostburg at the Knotty Pine Restaurant every Wednesday.

A countywide study of senior citizen housing needs versus public and private facility capacities has not been undertaken. Even if the current capacity of public and private facilities is sufficient to meet existing needs, it is likely that based on the aging population new and/or expanded facilities will be needed in the future. In the meantime, there are a variety of care and living options in the area:

- *Retirement Community.* Self-contained housing communities designed for older adults. These communities offer meal programs and typically have a focus on social and recreational activities. Many other amenities may be available depending on the site. Facilities/Location: South Horizon Apartments, Plymouth
- *Continuing Care Retirement Communities (CCRCs).* Refers to a facility that is able to respond to an individual's need for different levels of care as needs change. Levels of care may range from independent living to skilled nursing care. These services may also be augmented by assisted or supportive living, home health care, and/or adult day services, allowing one to select the level of care most appropriate for an individual's changing circumstances. Facilities/Location/Bed: Landmark Square, Sheboygan; Pine Haven Christian Home, 135; Sheboygan Senior Community, Sheboygan, 60; Terrace Estates, Sheboygan, 88
- *Community Based Residential Facilities (CBRFs).* State licensed elderly group homes for five or more unrelated adults. CBRFs provide assisted living and health care services above normal room and board. A limited amount of skilled nursing care is available. The philosophy of a CBRF is to provide a home-like environment and to keep each resident as dignified and independent as possible, while maintaining a feeling of safety and security. The environment may be a house that has been renovated or a newly constructed building with private apartments for a large number of residents. Some facilities furnish all but the residents clothing while others have the residents fully furnish the apartment. Facilities/Location/Bed: Brookside of Wisconsin, Waldo, 8; Gables on the Pond I and II, Random Lake, 48; **Hometown Retirement, Oostburg, 15**; KindredHearts, Plymouth, 15; Pine Haven Christian Home, Sheboygan Falls, 145; Woodland Manor, Sheboygan Falls, 16; and eight sites in Sheboygan, 255.
- *Residential Care Apartment Complexes (RCACs).* Offer each resident care and services unique to his or her needs. This type of assisted living is based in individual apartments and as each person's need for care increases, services can increase accordingly. This gives residents an opportunity to remain in the apartment setting for a greater length of time. RCACs offer private residences with the features of a traditional apartment. Unit sizes vary from studio to one bedroom and larger. All units must have a kitchenette with cooking facilities. Apartments are generally furnished by the individual, however, some facilities may offer furnished or partially furnished apartments. Facilities/Location/Units: Terrace Estates, Sheboygan, 25 one-bedroom units.
- *Adult Day Services.* An option to a nursing home, these services were designed for adults who are experiencing a serious decrease in physical, mental, and/or social functioning and need a protective environment. Professional staff may include nurses, social workers, therapists, and other staff specially trained. Facilities/Location/Bed: Greendale Health and Rehabilitation Center, Sheboygan, 64; Judy's Adult Day Care, Sheboygan, 6; Project Independence/Goodwill, Sheboygan, 30.
- *Skilled Nursing Facilities.* Offer long-term care for residents who require daily assistance. Some type of rehabilitation program also usually available. Facilities/Location/Bed: Beach Health Care Center, Sheboygan, 84; Beechwood Rest Home, Beechwood, 26; Greendale Health and Rehabilitation Center, Sheboygan, 64; Meadow View Manor, Sheboygan, 74;

Morningside Health Center, Sheboygan, 72; Pine Haven Christian Home, Sheboygan Falls, 71; Plymouth Care Center, Plymouth, 60; Rocky Knoll Health Care Center, Plymouth, 158; Sheboygan Progressive Care Center, Sheboygan, 120; St. Nicholas Hospital Transitional Care Unit, Sheboygan, 15; Sunny Ridge, Sheboygan, 265.

As can be seen from the above list, *elder care facilities* mean much more than “nursing home care.” According to Gunderson and Graham Healthcare Consulting (April 2, 2004 report to Sheboygan County Health Care Citizens’ Task Force), the elderly are becoming healthier, better educated, more consumer savvy, and expect a variety of health care alternatives to be available to them. The least desirable option is nursing home care. In the last ten years, there has been a proliferation of assisted living and senior housing development. For local communities, especially small ones, this means it is possible to meet many of the housing needs of senior citizens without a large nursing home or similar type of facility.

### **Health Care Facilities**

There are a number of health care facilities within Oostburg or within a few miles of the Village that are adequately meeting the needs of residents.

- The Marsho Family Medical Clinic – Oostburg offers family practice, general medicine, and many other specialties. Inpatient services are not offered, but emergency needs are met by an urgent care center.
- The Aurora Sheboygan Clinic – Cedar Grove is a primary care facility specializing in family practice medicine.
- The Aurora Sheboygan Memorial Medical Center is located on North 7<sup>th</sup> Street in the City of Sheboygan, the medical center consists of a staff of physicians that provide services in more than 25 specialties, including obstetrics, pediatrics, orthopedics, surgical services, emergency services, rehabilitation medicine, cancer treatment services, etc.
- St. Nicholas Hospital is located on North Taylor Drive in Sheboygan, St. Nicholas is a Catholic full-service community hospital that provides services in specialties such as: cancer, cardiac, and diabetes care; emergency services; home health; maternity; medical/surgical services; orthopedics and sports medicine; pain management; rehabilitation; and renal dialysis.
- Oostburg Family Dentistry’s facility houses three dentists.
- Hartman Chiropractic & Rehabilitation, Oostburg Chiropractic, Great Lakes Physical Therapy, and The Healing Space area also located in the Village.

## **OUTDOOR RECREATION INVENTORY**

### **Community Facilities**

The Village's existing recreational facilities include:

- Veteran's Park, located near the center of the Village. This 9-acre park has lighted tennis courts, lighted sand volleyball courts, one lighted baseball diamond with scoreboard and concession stand, playground equipment, a picnic shelter, a band stand and a food stand with stove and refrigeration facilities.
- Two smaller parks, one for soccer and the other for small picnics are also available.
- Residents of Oostburg, Cedar Grove, and the town of Holland also have use of a five-acre Lake Michigan beach front recreation area, (Amsterdam Beach) with boat launching and picnic facilities.

The existing facilities appear to be adequate.



Park improvements designed to meet the demand for increased facilities have been made at Veteran's Park, which indicate responsiveness on the part of Village officials to meet recreational needs of residents.

### **National, State and County Facilities**

There are no national or state facilities within the Village limits or adjacent to the Village. There is one County facility, the Interurban Trail, which was extended into Oostburg from the south in 2007. Future plans call for a trailhead within the Village and the continued extension of the trail northward to link with the Sheboygan Urban Rec Trail.

### **Other Recreation Facilities**

Sheboygan County as a whole has a variety of recreation facilities that include the Old Plank Road Trail, Lake Michigan and Kohler-Andrae State Park, the Kettle Moraine State Forest, several highly rated golf courses, and areas for hunting and fishing such as the Sheboygan Marsh Wildlife Area and County Park.

## **UTILITIES AND COMMUNITY FACILITIES STRATEGY AND RECOMMENDATIONS**

The Village of Oostburg will seek direction for this element from the vision and goals identified through the public participation process:

### Vision

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

### Goals, Objectives, Policies, Programs

#### **1) The Village of Oostburg will provide adequate infrastructure, community facilities, and public services sufficient for the needs of its residents, partnering with surrounding communities when beneficial.**

(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

- a) *Policy/program:* Continue to provide a “public comment” opportunity at Village board meetings and be attentive to comments regarding utilities and facilities in the Village.
- b) *Policy/program:* Continue to work with WDNR to monitor the quality of the municipal water system.
- c) *Policy/program:* Communicate with the Oostburg Public School District about proposed new residential development in the Village in order to allow the district to plan for future needs.
- d) *Policy/program:* Consider opportunities to upgrade telecommunications service within the Village to increase cellular service reliability. Share facility upgrade information with neighboring communities and work cooperatively on siting alternatives.
- e) *Policy/program:* Consider opportunities to upgrade broadband infrastructure within the Village, including contacting an Internet provider to complete a needs assessment for the Village and/or neighboring communities and work cooperatively to consider potential cost-sharing opportunities.
- f) *Policy/program:* Work with the Oostburg Volunteer Fire Department and/or area businesses to continue offering a length of service award and other incentives.
- g) *Policy/program:* The Federal Emergency Management Administration (FEMA) offers over \$100 million in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants must come from communities that serve a population of less than 50,000 and must provide a 5% match.

- h) Policy/program:* The USDA Rural Development's *Water and Wastewater Grant and Loan Program* is available to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities.
- i) Policy/program:* The Wisconsin Department of Commerce administers the *Wisconsin Community Development Block Grant Program* to provide cities, villages, and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness.

**2) Oostburg will provide quality, cost-effective emergency services to meet the changing needs of the community.**

- a) Policy/program:* Continue to consider opportunities to share equipment and facilities between the Village and neighboring communities.

**3) A community center with a focus on seniors/youth will be explored/studied.**

In the 2008 citizen input survey, 55.7% of respondents agreed that a community center should be explored/studied.

- a) Policy/program:* Continue to obtain input on the need for such a facility and the features that would be desired (size of meeting space, kitchen, all-purpose room, etc.). Consider exploring possible locations and funding sources.

**4) Effective methods to alert/inform all Oostburg residents/visitors of disaster will be explored/studied.**

- a) Policy/program:* Work with Sheboygan County Emergency Management Director to determine needs and possible funding programs.

## **CHAPTER 7 - INTERGOVERNMENTAL COOPERATION**

---

---

### **INTRODUCTION**

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

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries, and persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. This is why intergovernmental cooperation is a critical component of every community's comprehensive plan, for without it even the best intentions of a plan can be undermined, even unintentionally, by an adjacent community with contradictory policies.

The Village of Oostburg's relationship with neighboring communities, Sheboygan County, the Bay-Lake Regional Planning Commission, the Oostburg school district, and the state and federal government can impact Village residents in terms of taxation, planning, provision of services, and siting of public facilities. An examination of these relationships and the identification of opportunities to work together, as well as the identification of existing or potential conflicts can help the Village address these situations in a productive manner.

#### 66.1001(2)(g)

*Intergovernmental Cooperation Element.* A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under 66.0301, 66.0307, 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

### **CHAPTER SUMMARY**

The Village of Oostburg interacts with a number of other governmental entities, most notably the surrounding Towns of Holland, Wilson, and Lima, Sheboygan County, and the Wisconsin Department of Transportation. Existing relationships with these entities is generally workable. The Village shares several public services already, and has made it a goal to maintain existing partnerships while remaining on the lookout for additional opportunities.

Currently, the Village does exercise its extraterritorial platting review authority but does not exercise its extraterritorial zoning authority. In lieu of potentially complex and expensive formal

boundary agreements, the village and towns will rely on the future land use maps in Chapter 8 of their plans to provide guidance in transition areas.

Existing or potential conflicts are limited, although I-43 will have to be monitored, as a variety of intensive land uses might eventually be proposed in the corridor. A regular and ongoing intergovernmental communication forum to mutually discuss boundary issues and shared services has been suggested to help resolve any conflicts that might arise.

## **EXISTING ACTIVITIES**

### **Adjacent Governmental Units**

The Village of Oostburg borders the Towns of Holland, Wilson, and Lima.

#### **Relationships**

The Village of Oostburg has a good working relationship with the Town of Holland. The Village and Town have worked together since the 1970's on Amsterdam Park, and extraterritorial platting, and fire protection.

The Village of Oostburg has a good working relationship with the Town of Wilson. The Village and Town have worked together on zoning issues and fire protection.

The Village of Oostburg has a good relationship with the Town of Lima. The Village and Town have worked together on fire protection.

Ambulance service is shared with the Towns of Holland, Lima, and Wilson.

#### **Siting Public Facilities**

Currently, the only non-village public facilities within Oostburg are the Interurban Trail and the U.S. Post Office, which is located at 1508 Center Avenue. There have not been any significant negative issues related to the siting of either facility.

#### **Sharing Public Services**

Oostburg is involved in sharing public services in a number of ways, including: 1) contracting with the Sheboygan County Sheriff's Department to do patrol and complaint service; 2) serving portions of the Towns of Holland, Lima and Wilson through the Oostburg Fire Department; and 3) participating in the Eastern Shores Library System.

### **School District**

The Village is located entirely within the Oostburg Public School District. There were 628 children in the Village under the age of 15 (2000 U.S. Census). The relationship between the Village and the School District is best described as amicable. The School District tends to operate rather independently.

#### **Siting School Facilities**

The siting of new school facilities is solely conducted by the School District. The trend has been to consolidate the location of facilities to the main campus in Oostburg.

### **Sharing School Facilities**

The Village has no formal agreement with the School District for shared use of the District's facilities.

### **County**

The Village of Oostburg has cooperated and/or partnered with Sheboygan County in a number of ways in the past and intends to continue to do so in the future. Examples include: 1) working with Sheboygan County UW-Extension to prepare the Village comprehensive plan, 2) working with the Sheboygan County Planning & Resources Department to coordinate the extension of the Interurban Trail into the Village, 3) using the Sheboygan County Sheriff's Department for protective services, and 4) contracting with the Sheboygan County Highway Department for various road/street projects.

### **Region**

The Village of Oostburg is located in Sheboygan County, which is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC), which is the regional entity the Village is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, traffic counts, transportation plans, bike plans, etc., several of which have been used in the preparation of this comprehensive plan.

### **State**

The Village's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation through the Wisconsin Department of Transportation, and natural resources, sewage treatment, and municipal well water via the Wisconsin Department of Natural Resources. Relationships in the past with these two agencies have been adequate. The Village has worked well with the Department of Transportation's Commissioner of Railroads for upgrading railroad crossings.

## **INVENTORY OF PLANS AND AGREEMENTS**

### **Cooperative Boundary Plan**

Currently, the Village of Oostburg has not entered into a formal boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Wisconsin Department of Administration. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

### **Annexation**

Annexation is the process for transferring lands from unincorporated areas (towns) to contiguous incorporated areas (cities and villages). Annexations are typically initiated by landowners, and not by villages or cities. Since there are a number of developable areas within the current Village limits, the Village of Oostburg does not expect to have an aggressive annexation policy. However, in certain cases, where a development proposal is adjacent to the Village and the type of the development would be more appropriate for public sewer and water, an annexation petition would be worthy of consideration.

**Extraterritorial Platting Jurisdiction (ETP)**

State Statutes allow an incorporated village or city to extend land division review over surrounding unincorporated areas. This helps cities or villages ensure that development near its boundaries is compatible with existing development and that such development is designed in a way that promotes efficient delivery of public services in the future if the development ever becomes part of the city or village. The extraterritorial area can extend for 1.5 miles for villages and cities under 10,000 people, such as Oostburg. The Village currently does use this review authority as allowed by the statutes.

**Extraterritorial Zoning Jurisdiction (ETZ)**

By state statute, villages and cities with a population under 10,000 have the potential ability for a 1.5-mile extent of zoning control outside their corporate boundaries if the proper cooperative steps with the adjoining town are followed. For villages and cities with a population of 10,000 or more, the zoning control may extend to three miles beyond their corporate boundaries. This allows a city/village to exercise land use control over new development that otherwise might be incompatible with a city/village's future growth. Currently, the Village does not exercise extraterritorial zoning.

**EXISTING OR POTENTIAL CONFLICTS**

The Village of Oostburg Smart Growth Committee identified potential areas of intergovernmental concern and possible ways to help address areas of concern in the future with the surrounding towns of Holland, Lima, and Wilson.

**Existing or Potential Conflicts**

- A. Road maintenance on shared roads.
- B. Inconsistencies between Town and Village regulations and controls.
- C. Locations of future development in transition areas.
- D. Emergency services.

**Proposed Conflict Resolution Process**

For items A, B, C, and D previously listed: Continue a regular and ongoing intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern.

For items B and C previously listed: Continued sharing of plans and similar documents in a timely manner.

For items B and C previously listed: In lieu of a formal boundary agreement, establish a formal policy to use the Future Land Use Maps in the comprehensive plans of the four communities to provide official guidance for growth patterns in the transition areas between the village and towns.

In addition, when appropriate, issues of mutual concern could be discussed at the regularly occurring Sheboygan County Heads of Local Government, which is a forum for discussion/resolving common issues.

## **INTERGOVERNMENTAL STRATEGY AND RECOMMENDATIONS**

The Village of Oostburg will seek direction for this element from the vision and goals identified through the public participation process:

### Vision

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

### Goals, Objectives, Policies, Programs

#### **1) The Village of Oostburg will continue to encourage coordination and cooperation among nearby units of government.**

(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

Approximately 75% of Village respondents to the 2007 Citizen Input Survey agreed that “intergovernmental cooperation between Village of Oostburg and surrounding units of government is important to our mutual future.” When asked to be specific, respondents most often identified “Police protection” “Fire protection,” “Ambulance/first responders,” “Disaster preparedness,” and “Land use/zoning.”

- a) *Policy/program:* Cooperate with Sheboygan County on its comprehensive planning and implementation efforts.
- b) *Policy/program:* Continue to work with state agencies such as WisDOT and WDNR to promote wise management of transportation facilities and proper stewardship of natural resources such as groundwater and environmental corridors.
- c) *Policy/program:* Keep the surrounding towns and the Oostburg Public School District aware of any significant development proposals or changes to the Village’s 20-Year Land Use Map.
- d) *Policy/program:* Continue mutual aid agreements, and all other current intergovernmental cooperation activities and policies of benefit to Village of Oostburg residents.
- e) *Policy/program:* Continue to consider opportunities for future shared initiatives, purchases, services, and/or facilities with other nearby governmental units. (This policy is required under Wisconsin Statutes Chapter 66.)

- f) *Policy/Program:* Continue a regular and ongoing intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern.
- g) *Policy/Program:* In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Potential Land Use Maps in the comprehensive plans of the four communities to provide official guidance for growth patterns in the transition areas between village and town.

**2) Oostburg will protect and enhance the visual character/aesthetics of the community by enforcing current and implementing new ordinances.**

- a) *Policy/program:* Review existing ordinances dealing with visual character/aesthetics of the community, update as necessary, and enforce as needed.
- b) *Policy/program:* Identify gaps between existing, enforced ordinances and community needs.

**3) The current organizational structure for village governance (village president and six village trustees) should be continued.**

- a) *Policy/program:* Periodically assess the effectiveness of village governance and consider options if deemed appropriate.

**4) Current ordinances should be enforced and periodically reviewed.**

- a) *Policy/program:* Periodically review all ordinances and determine if they are current, need updating, or obsolete.

## CHAPTER 8 - LAND USE

---

---

### INTRODUCTION

The land use portion of this plan is intended to present information on the current land use within the Village of Oostburg. A windshield land use survey was completed by Bay-Lake Regional Planning Commission in the summer of 2002, and subsequent field checks and discussions with local officials have attempted to keep this inventory up-to-date.

The input of Village officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to develop projections of potential future land use demands and assist in guiding the selection of locations for specific types of land uses. Existing land use controls are also inventoried to assist in the development of the 20-Year Potential Land Use Map.

The plan and maps provide direction to residents, the business community, and government officials along with their staff. Specifically, the 20-Year Potential Land Use Map will serve as a practical guide to the Village Plan Commission members and the Village Board in their decision making process.

#### 66.1001(2)(h)

*Land Use Element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity, and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

Due to the statutory requirement that zoning and subdivision decisions must be consistent with the adopted comprehensive plan, and if not the plan must be amended, and due to the often unpredictable nature of land development, the 20-year future land use map in this chapter identifies potential areas of development rather than only probable areas of development. This strategy is intended to 1) provide as much information for decision making as possible to developers and future residents of the Village, 2) give Village officials flexibility and limit plan amendments.

## **CHAPTER SUMMARY**

Although the Village of Oostburg has not previously had a comprehensive plan, it has had fairly extensive zoning and subdivision ordinances in place for a number of years.

The current land use inventory for Oostburg shows approximately 39.7% of the Village as being developed and 61% as undeveloped. Almost two thirds of the developed land is in residential use, and slightly over three quarters of the undeveloped land is categorized as croplands/pastures.

There is an ample supply of land within Oostburg for development. The most suitable land for development is located along the eastern portion of the Village. This area is also preferred for future growth because it is adjacent to I-43.

Demand for developable land has been moderate. Relatively affordable land prices in the area and proximity to I-43 will most likely continue this trend.

Most of the land for potential development comes from transitioning agricultural lands in or adjacent to the Village. To give the Village maximum flexibility, substantial residential and business park/industrial areas have also been identified, although all of these lands may or may not be developed within the 20-year planning period.

Recommendations for land use and development are consistent with policies stated in earlier chapters of this plan document and place a high priority on reasonable, managed growth that does not negatively impact the small community atmosphere and quality of life that are valued by Oostburg citizens.

## **INVENTORY OF EXISTING LAND USE CONTROLS**

This section lists and briefly describes the state, county, and local land use plans, ordinances, and controls that currently impact the Village of Oostburg, and which may affect or restrict the way land can be developed.

### **Existing Comprehensive Plan or Land Use Plan**

Prior to this effort, the Village has not had a comprehensive plan in the past. However, in 1998 Sheboygan County UW-Extension, in cooperation with the Oostburg Citizens Advisory Committee and Oostburg Village Board, prepared a report entitled “Village of Oostburg Long Range Planning Program: Report of Trends, Survey Results, and Recommendations.” This report contained demographic information, identified community issues and values, presented community survey and “consensus mapping” results, and offered 17 recommendations. This report has provided some guidance in land use decision making.

### **Village Zoning Ordinance**

The Village Zoning Ordinance was originally adopted in 1974 and was reviewed and amended several times in 1989, 1993, 1995, 1998 and 2001.

Section 1.01B of the Zoning Ordinance states “The purpose of this Ordinance is to adopt minimum requirements to promote the health, safety, morals, prosperity, aesthetics and general welfare of the Municipality; to regulate and restrict the height, number of stories and size of buildings and other

structures, the percentage of lot that may be occupied, the size of yards, courts and other open spaces, the density of population and the location and use of buildings, structures, and land for trade, industry, residence or other purposes; and for said purposes to divide the Municipality into districts of such number, shape and area as are deemed best suited to carry out the said purposes.”

Refer to the Zoning Ordinance itself for detailed information on the permitted uses and restrictions within each of the zoning districts listed in Figure 8.1.

**Figure 8.1: Village of Oostburg Zoning Districts**

RD Rural Development District	B-1 General Commercial District
R-1 Residential, Single-Family, Low Density Districts	B-2 Highway Commercial District
R-1-A Residential, Single-Family, Medium Density District	I Industrial District
R-2 Residential, Single-Family, High Density District	LIB Low Impact Business District
R-3 Residential, Two-Family District	IPF Institutional /Public Facilities District
R-4 Residential, Multi-Family District	

**Village Subdivision Ordinance**

The Village adopted its Subdivision Ordinance in 1998. The purpose of this ordinance is “to regulate and control the division of land within the corporate limits of the Village of Oostburg, Wisconsin, and its extraterritorial plat approval jurisdiction in order to promote the public health, safety, morals, prosperity, aesthetics, and general welfare of the Village and its environs.”

It is the general intent of Oostburg’s subdivision ordinance to regulate the division of land so as to:

- A) **Obtain the Wise Use**, conservation, protection, and proper development of the Village’s soil, water, wetland, woodland, and wildlife resources and attain a proper adjustment of land use and development to the supporting and sustaining natural resource base.
- B) **Lessen Congestion** in the streets and highways.
- C) **Further the Orderly** layout and appropriate use of land.
- D) **Secure Safety** from fire, panic, and other dangers.
- E) **Provide Adequate Light** and air.
- F) **Facilitate Adequate Provision** for housing, transportation, water supply, storm water, wastewater, schools, parks, playgrounds, and other public facilities and services.
- G) **Secure Safety** from flooding, water pollution, disease, and other hazards.
- H) **Prevent Flood Damage** to persons and properties an minimize expenditures for flood relief and flood control projects.
- I) **Prevent and Control Erosion**, sedimentation, and other pollution of surface and subsurface waters.

- J) **Preserve Natural Vegetation and Cover** and promote the natural beauty of the Village.
- K) **Restrict Building Sites** in areas covered by poor soils or in other areas poorly suited for development.
- L) **Facilitate the Further Division** of larger tracts into smaller parcels of land.
- M) **Ensure Adequate** legal description and proper survey monumentation of subdivided land.
- N) **Provide for the Administration** and enforcement of this Ordinance.
- O) **Provide Penalties** for its violation.
- P) **Implement** those municipal, county, watershed, or regional comprehensive plans or their components adopted by the Village, and in general to facilitate enforcement of Village development standards as set forth in the adopted regional, county, and local comprehensive plans, adopted plan components, Village Zoning Ordinance, and Village Building Code of the Village of Oostburg, Wisconsin.

### **Official Map**

An Official Map under Ch. 62.23(6), 61.35, 60.10(2)c of state statutes is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Village of Oostburg does have an Official Map.

### **Extraterritorial Jurisdiction**

Wisconsin statutes allow a village like Oostburg to adopt extraterritorial zoning and extraterritorial platting jurisdiction within 1.5 miles of its boundaries. Oostburg currently administers extraterritorial plat review, but not extraterritorial zoning.

### **Highway Access**

Highway access restrictions can impact development patterns by making it difficult — or impossible — to site buildings along highways. At this time, neither Sheboygan County nor the Village of Oostburg has a Controlled Access Ordinance. The State has an access control ordinance along I-43 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. The Wisconsin Department of Transportation (WisDOT) is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period. No development along I-43 near Oostburg would be allowed direct access to the highway. Development would have to be accessed via frontage roads from CTH AA.

### **Shoreland, Floodplain, and Wetland Regulations**

Oostburg's shoreland-wetland zoning ordinance was established in 1992. The ordinance governs any lands within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds and flowages. Lands within 300 feet of the ordinary high-water mark of navigable rivers or streams are also included in this code. The Village also adopted a Shoreland District Zoning Ordinance in 1998. Its purpose is to protect water by providing safe and orderly shoreland development.

#### **Floodplains**

Development permitted to take place in floodplain areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water-related damage to roads, sewers, and water mains. Oostburg's Floodplain Zoning Ordinance, which was adopted in 1998, has three defined districts.

The first district, the Floodway District, limits development to non-habitable structures and uses intended for recreation and the preservation of the area. The second district, the Floodfringe District, has less stringent regulations on development. Residential, commercial, industrial and utilities may be within the Floodfringe District upon complying with the standards written in Sections 10.04.C and 10.07.A. The third district, or General Floodplain District, applies to all floodplains for which flood data is unavailable or floodways have not been delineated (see Figure 2.10).

#### **Wetlands**

Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Additionally, they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition. Wetlands are shown in Figure 2.9 of this Plan.

### **Historic Preservation**

There may be some areas within the Village where development is either not desired or should be carefully designed due to the special historic character of the location. The downtown area is one such location that might merit careful review before any new development or redevelopment would take place.

**CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the Village of Oostburg was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission (see Figures 8.2 and 8.3).

<b>Figure 8.2: Village of Oostburg Land Use Amount and Intensity, March 2002</b>			
<b>Land Use Type</b>	<b>Acres</b>	<b>Percentage of Developed Land</b>	<b>Percentage of Total Land</b>
<b>DEVELOPED</b>	485.3	100%	39.1%
<b>Residential</b>	320.6	66.1%	25.9%
single-family	257.1	53.0%	20.7%
two-family	25.1	5.2%	2.0%
multi-family	17.2	3.5%	1.4%
land under residential development	21.2	4.4%	1.7%
<b>Commercial</b>	30.1	6.2%	2.4%
retail sales	26.2	5.4%	2.1%
retail services	3.3	0.7%	0.3%
vacant commercial	0.6	0.1%	0.05%
<b>Industrial</b>	14.3	2.9%	1.2%
manufacturing	7.8	1.6%	0.6%
enclosed storage	6.5	1.3%	0.5%
<b>Transportation</b>	72.4	14.9%	5.8%
federal highways	4.6	0.9%	0.4%
state highways	2.5	0.5%	0.2%
county highways	7.6	1.6%	0.6%
local streets and roads	46.8	9.6%	3.8%
off-street parking	2.2	0.5%	0.2%
rail related	8.7	1.8%	0.7%
<b>Communication / Utilities</b>	5.2	1.1%	0.4%
telephone terminal/dispatch centers	0.3	0.06%	0.02%
water supply filter treatment plant	3.1	0.6%	0.3%
water supply wells	0.2	0.04%	0.02%
electric power substations	0.3	0.06%	0.02%
radio/TV transmission tower/ant.	0.2	0.04%	0.02%
natural gas substations	0.1	0.02%	0.008%
water supply booster/pump stations	0.1	0.02%	0.008%
water supply storage tanks	0.6	0.1%	0.05%
yard waste	0.5	0.1%	0.04%
<b>Institutional / Governmental</b>	42.7	8.8%	3.4%
administrative buildings	0.1	0.02%	0.008%
post office	1.1	0.2%	0.09%
police/fire station/offices	0.7	0.1%	0.06%
primary schools	21.5	4.4%	1.7%
middle schools	2.5	0.5%	0.2%
secondary schools	6.3	1.3%	0.5%
clinics	1.4	0.3%	0.1%
long-term health care facilities	0.4	0.08%	0.03%

<b>Land Use Type</b>	<b>Acres</b>	<b>Percentage of Undeveloped Land</b>	<b>Percentage of Total Land</b>
fraternal organizations/clubhouses	0.4	0.08%	0.03%
religious and related facilities	1.4	0.3%	0.1%
churches	5.9	1.2%	0.5%
<b>UNDEVELOPED</b>	<b>754.5</b>	<b>100%</b>	<b>60.9%</b>
Outdoor Recreation	24.0	3.2%	1.9%
parks/picnic areas	8.4	1.1%	0.7%
playfields/ball diamonds/volleyball	14.8	2.0%	1.2%
tennis courts	0.8	0.1%	0.06%
Agriculture	609.9	80.8%	49.2%
open space	10.6	1.4%	0.9%
croplands; pastures	595.0	78.9%	48.0%
farm buildings/accessories	4.3	0.5%	0.3%
Natural Areas	120.6	16.0%	9.7%
reservoirs; ponds	0.3	0.04%	0.02%
other natural areas	98.6	13.1%	7.9%
woodlands	19.0	2.5%	1.5%
land under development	2.7	0.4%	0.2%
<b>TOTAL LANDS</b>	<b>1239.8</b>	<b>n/a</b>	<b>100%</b>

Source: Bay-Lake Regional Planning Commission, 2002 and subsequent updates by Oostburg Smart Growth Committee

**[Map: Figure 8.3 – 2002 Land Use, Village of Oostburg]**

### **Analysis of Current Land Use**

The majority of **residential** land (320.6 acres) is single-family residential (257.1 acres), most of which is concentrated in neighborhoods located throughout the Village. Residential lots in the older areas in the central part of the Village are generally about 7,350 to 9,600 square feet in size. Lots in new areas along the edge of the Village are typically 9,600 to 12,500 square feet. A significant number of condominiums have also been built in some of the newer subdivisions.

**Commercial** development in the Village occupies approximately 30.1 acres, which 6.2% of all developed land. Most of this development is on small lots in the downtown area.

**Industrial** land totals just under 15 acres or about 3% of the developed land in the Village. Most of this is categorized as light manufacturing and is concentrated in the industrial park on the eastern side of the Village.

**Public lands** consist of 9 acres of Veteran's Park near the heart of the Village. Tennis courts, ball diamonds, play fields and volleyball courts account for another 15 acres of public lands.

## **LAND SUPPLY**

### **Amount**

#### **Within Village Limits**

Around 61% of the land in the Village of Oostburg categorized as "undeveloped." There appears to be an abundance of developable vacant land within the Village; however, some of this land lies in wetlands and natural areas and would therefore be difficult to develop, even if such activity would be permitted by Village codes and WDNR. Regardless, there is an ample supply of land for development within the Village, if it is desired.

#### **Adjacent to Village Limits**

Although there appears to be an adequate supply of vacant, developable land within the Village limits, certain factors could constrain this supply. For example, owners of vacant lands might not want to develop or sell their land for development. Other factors such as access and location could come into play. Substantial opportunities for economic development that are compatible with the small town atmosphere of Oostburg could suddenly appear. Any or several of these factors might outstrip the capacity of available lands within the Village. In such cases, adjacent lands might have to be considered to meet demands. There also is an adequate supply of vacant developable land adjacent to the Village. The most favorable area appears to be along the Village's west boundary.

### **Price**

According to the 2000 U.S. Census, the median value of an owner-occupied home in Oostburg was \$113,200, compared to an average value for area villages of \$115,150. Land prices in Oostburg would seem to be about "average." There is no immediate lake frontage or similar amenities to drive up prices in the Village.

### **Demand**

The overall residential vacancy rate for Oostburg was 1.6% for owner occupants (U.S. Census, 2000). The Village's rate, much lower than the 5% ideal, indicates there may have been a shortage

in the supply of housing within Oostburg to satisfy demand. Some of this demand may have been satisfied by new developments such as the East Field subdivision in the Village's northwest quadrant and the Lake Breeze subdivision in the southeast quadrant.

There has been moderate demand for new tracts of commercial and industrial types of land.

### **REDEVELOPMENT OPPORTUNITIES AND SMART GROWTH AREAS**

There are no brownfields or sizable tracts of land within the Village that need redevelopment at the present time. There are, however, scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely — especially in the downtown area.

### **LAND USE ISSUES AND CONFLICTS**

The Village has indicated that there currently no land use issues and/or conflicts within the Village or adjacent to it.

### **ANTICIPATED LAND USE TRENDS**

It is anticipated that over the next 10-20 years Oostburg will grow at a moderate, managed rate and that most new residential development will be primarily single-family residential along the Village's western boundary. Existing commercial uses in the traditional downtown area and Center Avenue Corridor will likely continue. New development is anticipated within the Village's Industrial Park.

Possible external impacts on local land use are expected to include 1) the overall aging population, which will drive more diverse housing options (condominiums, assisted living, etc.), 2) the increasing ability due to technological innovations to telecommute or start a home-based business, 3) the desire for passive recreation options, such as biking and walking trails, and 4) increasing emphasis on renewable energy options and value added and niche manufacturing.

### **DEVELOPMENT CONSIDERATION AND CONSTRAINTS**

#### **Environmental, Financial, Transportation, and Public Utility Considerations and Constraints**

Scattered wetlands and floodplains in and around the Village (see Figure 8.4), have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint.

The Village of Oostburg's total general obligation debt as of December 31, 2006 was \$6,311,860, which was only 3.6% of its full value (\$173,728,600), and 72% of the \$8,686,430 it could legally borrow. Therefore, the Village has some capacity to borrow for infrastructure for future development projects if it so desires. The Village has two existing TIF obligations, which means this development financing option is currently being utilized.

It has been determined that an adequate transportation network of collector and arterial roads are already in place within and near the Village to serve future traffic flows generated from new growth, and the Village subdivision ordinance makes adequate provision for the construction of local roads to serve new development.

No official hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Oostburg area, but no significant problems have been reported with public well water quantity or quality to date. Given the general abundance of this resource in the area and the relatively small current and projected populations and industrial usages for the area, it is not anticipated that water supply will be a constraint.

The wastewater treatment plant is currently under capacity, but a full review regarding the expansion and maintenance is in progress. The plant capacity will have to be expanded if substantial new development is to continue. Gas and electrical supply continues to be upgraded by We Energies as necessary and is not considered to be a constraint to further development.

**[Map: Figure 8.4 – Development Constraints, Village of Oostburg]**

**FIVE-YEAR INCREMENTAL LAND USE PROJECTIONS**

**Residential Projections**

The method to project the Village’s future residential land use acreage as shown in Figure 8.5, used the following:

- the projected housing unit needs presented in Figure 3.16 of this document, along with local knowledge and observations of housing development trends, and
- an average of 0.32 acre per dwelling unit, which was calculated by taking the number of acres identified in the Bay-Lake RPC land use inventory as being used for residential purposes and dividing this total by the number of households in the Village. *(Note: the 0.32 acre per dwelling unit is the amount of land immediately bordering residential structures and accessories. It is not the total amount of land within a given parcel.)*

**Commercial Projections**

Commercial land use projections were calculated by comparing the current ratio of commercial land use acreage (30 acres) to the current ratio of residential land use acreage (321 acres) in the Village (1:10.7). Assuming this ratio has been satisfactory, it can be used to project appropriate commercial acreages in the future by holding the commercial ratio steady with residential growth as residential is projected to occur.

**Industrial Projections**

Industrial land use projections were estimated in the same manner as the commercial lands, with the ratio calculated at 1:22.9. It should be noted that these projections are very conservative since significant industrial development occurred after the land use inventory was conducted in 2002.

**Agricultural Projections**

Most of the acres projected to be needed for residential, commercial, and industrial development are likely to come from existing agricultural uses. This makes the agricultural projections a series of negative numbers, which is consistent with the overall decline in agricultural land over the last several years in Sheboygan County.

**Figure 8.5 – Land Use Projections for Village of Oostburg in Five-Year Increments**

Use	Current (total acres & % of total land)	2015 (total acres & % of total land)	2020 (total acres & % of total land)	2025 (total acres & % of total land)	2030 (total acres & % of total land)
Residential	321, 25.9%	353, 28.5%	385, 31.0%	418, 33.7%	451, 36.4%
Commercial	30, 2.4%	33, 2.7%	36, 2.9%	39, 3.1%	42, 3.4%
Industrial	14, 1.1%	15, 1.2%	17, 1.4%	18, 1.5%	20, 1.6%
Agricultural	610, 49.2%	574, 46.2%	537, 43.3%	500, 40.3%	462, 37.2%
Other	265, 21.4%	265, 21.4%	265, 21.4%	265, 21.4%	265, 21.4%
TOTAL	1,240, 100.0%	1,240, 100.0%	1,240, 100.0%	1,240, 100.0%	1,240, 100.0%

***Important Note: The projections in Figure 8.5 are made to satisfy Ch. 66.1001(2)(h) Wisconsin Statutes. These are estimates only and the Town is not required to meet these projections.***

## **20-YEAR POTENTIAL LAND USE MAP**

This section of the chapter was based on 1) citizen opinion survey questions mailed to all households in Oostburg, 2) discussions with the Smart Growth Workgroup 3) emerging trends (developments on the east and west sides, and 4) the constraints or lack thereof described in the previous section.

It is important to emphasize the following points regarding the 20-Year Map, as shown in Figure 8.6: 1) The map is not a prediction of what will happen. It is only intended to be a guide in case a landowner decides to request annexation or submit a preliminary plat for review under the Village's extraterritorial platting jurisdiction. The Village has no plans to pursue annexations but will consider requests from landowners if they arise. 2) It is not anticipated that all of the potential land uses on the map will become reality. The map is simply portraying what could happen. This will help the Village keep future service levels adequate and will allow the Village to approve suitable proposals when/if they are submitted without having to do a Plan amendment.

Note: Current land uses not overlain on the 20-Year Potential Land Use Map by a potential future land use designation are expected to continue their existing use throughout the planning period. If, however, a development, redevelopment, reconstruction, or reuse of such a current land use is proposed, an amendment to this Plan will be required if the proposed land use is more intensive than the existing use (see "Land Use Intensity Scale" on page 8-16).

### **20-Year Map Comments**

Future residential development will most likely occur on the west side of the Village, since current residential development has focused on that side of the community. Additional space for future residential growth has been identified on the east side of the Village between the "built up" portions of the Village and Sauk Trail Road.

The current business park on the far east side of the Village is anticipated to grow throughout the planning period. Future land for business park purposes has been identified between Sauk Trail Road and Interstate Highway 43.

A low impact business area primarily for future services and offices is designated on the north side of Center Avenue, east of North 4<sup>th</sup> Street, and west of Sauk Trail Road.

An area for future school/education functions and activities is identified immediately north of the present high school/education complex. The land designated for this purpose extends north of Minnesota Avenue (Highway KK) to the Black River, east to the railroad tracks, and west to Minderhaud Road.

### **Land Use Intensity Scale**

In order to limit the number of comprehensive plan/map amendments, which may be costly and time-consuming, the Village reserves the right to review and approve, without going through the statutory plan/map amendment process any development proposal for a use that is less intensive than that which is specified on the 20-Year Land Use Map **but only if the development proposal is found to be appropriate under the goals and policies set forth in this Plan and related Village ordinances.**

**[Map: Figure 8.6 – 20-Year Potential Land Use, Village of Oostburg, 2029]**

Note: The above uses describe broad categories and do not prohibit other uses as allowed by the Town Zoning Ordinance.

*[Add this below the legend on the map.]*

For example, if the 20-Year Land Use Map indicates a future *commercial* designation for a particular parcel, then a less intensive use, such as *residential*, may ultimately be approved for the parcel without amending the Plan/Map. The intensity range of land uses shall be as follows with 1 being the most intense and 9 the least intense:

- 1: Industrial; 2: Industrial-Commercial Mix; 3: Commercial, 4: Transportation\* or Communication\* or Utility;
- 5: Institutional or Governmental, 6: Residential, 7: Agricultural, 8: Recreation,
- 9: Open Space/Natural Area

\* Transportation, Communication, or Utility uses that are integrated with and commonly associated and constructed with new development are not considered more intensive than the development, and therefore do not require a Plan amendment to be approved.

### **COORDINATION BETWEEN 20-YEAR LAND USE MAPS AND ZONING MAP**

The 20-Year Land Use Map in this chapter is meant to be used as a guide for making decisions about rezoning and future development. Because it would be impractical to analyze in detail every individual parcel within and adjacent to the Village, the 20-Year Land Use Map is somewhat general in nature. When a request for rezoning or development comes before the Village Plan Commission and Village Board, these bodies should refer to the 20-Year Land Use Map for initial guidance in responding to the request. If the request is in harmony with the 20-Year Land Use Map, the rezoning and/or development can likely proceed. If, on the other hand, the request is not in harmony with the 20-Year Land Use Map, the rezoning and/or development should probably be rejected. However, since the 20-Year Land Use Map and the entire Comprehensive Plan is primarily a guide and not parcel specific, it is possible the applicant could present data and compelling reasons why his/her proposal is appropriate. In such a case it might make sense for the Comprehensive Plan and 20-Year Land Use Map to be amended to allow the proposal. A subsequent rezoning could then be approved that would be consistent with the amended Plan and 20-Year Land Use Map.

Any amendments to the land use chapter must be considered in the context of all nine required plan elements especially the vision, goals, objectives, and policies/programs described in this document. The amendment process includes a formal public hearing and distribution according to the requirements of Wisconsin's Comprehensive Planning Law. Any amendment must be recommended by the Village Plan Commission and approved by the Village Board before permits may be issued and development can begin.

### **DEVELOPMENT / DESIGN STANDARDS**

Development will adhere to the standards laid out in the Village of Oostburg zoning and subdivision ordinances.

## **LAND USE STRATEGY AND RECOMMENDATIONS**

The Village of Oostburg will seek direction for this element from the vision and goals identified through the public participation process:

### Vision

*“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”*

### Goals, Objectives, Policies, Programs

**1) Oostburg will follow a strategy of moderate, managed growth, focusing on the utilization/development of available land within Village limits before annexing additional land.**

- a) *Policy/program for all zoning requests:* Every zoning request should initially be evaluated by whether the request is consistent with the use shown on the 20-Year Potential Land Use Map. If a request comes before the Village for a particular type of land use on a site outside of the area(s) designated on the 20-Year Potential Land Use Map for that particular type of land use, the Village has the ability to approve the request if the proposed use is less intensive than the use intended for the site. If not, the request must be evaluated in the context of all nine plan elements, especially the vision, goals, and policies/programs described in this Plan, and handled through the statutory plan amendment process.
- b) *Policy/program for Residential requests:* The yellow-shaded areas on the western and eastern portions of the Village on the 20-Year Potential Land Use Map are areas where residential development would be preferred. Zoning districts should allow for a variety of lot sizes and housing types. The scale and mix of future residential development should meet the needs of families as well as older adults in the community without overburdening public services or negatively impacting the Village’s small town atmosphere desired by its residents.
- c) *Policy/program for Commercial requests:* The red-shaded areas in the center of the Village on the 20-Year Potential Land Use Map are areas where commercial development would be preferred and/or continue to be located. Local officials and residents would like to see commercial development in the downtown area to serve local residents.
- d) *Policy/program for Industrial/Business Park requests:* The gray-shaded areas on the eastern edge of the Village on the 20-Year Potential Land Use Map are areas where industrial/business park development would be preferred.

- e) *Policy/program for Governmental, Institutional, Communication, Utilities, Recreational, and Transportation:* These uses are relatively uncommon in a small village, and/or it is difficult to predict their future locations. Land specifically allocated on the 20-Year Potential Land Use Map is primarily for the Oostburg School District. The Village, however, recognizes the potential importance of these uses and is not opposed to considering appropriate requests as needed if they do not conflict with the Zoning Ordinance, existing uses, or the vision/goals/policies of this Comprehensive Plan.
- f) *Policy/program for Agriculture:* It is anticipated that agricultural land within the Village will continue to gradually transition to residential or business development.
- g) *Policy/program for Open Space/Natural Areas:* The Village does not anticipate development in any of its existing open space/natural areas. It is the Village's goal to preserve open space/natural areas within the Village and on annexed lands and encourage their integration as a valued amenity into surrounding development.

**2) The Village will strive to provide an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.**

(This goal is required under the "planning grants" section of Wisconsin Statutes Chapter 16.)

- a) *Policy/program:* The Village's 20-Year Potential Land Use Map will designate sufficient land areas to meet the acreage projections in Figure 8.5.

**3) The Village will strive to promote the redevelopment of lands with existing infrastructure and public services, and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.**

(This goal is required under the "planning grants" section of Wisconsin Statutes Chapter 16.)

"Recycling" land and making use of infrastructure that is already in place is usually more efficient than siting new development on previously open land and extending infrastructure.

- a) *Policy/program:* The Village will work with landowners interested in redeveloping their properties.

**4) The Village will encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.**

(This goal is required under the "planning grants" section of Wisconsin Statutes Chapter 16.)

- a) *Policy/program:* When evaluating development proposals, the Village should weigh whether the development will make use of existing infrastructure or at least be designed in such a way as to limit costs for extending infrastructure and services.

**5) The Village will strive to balance individual property rights with community interests and goals.**

(This goal is required under the "planning grants" section of Wisconsin Statutes Chapter 16.)

- a) *Policy/program:* The Village will explore and generally give precedence to incentive based growth management tools over restriction based tools.
- b) *Policy/program:* The Village will avoid using its powers of eminent domain to condemn land unless there are no other reasonable alternatives.

**6) The Village supports land uses that create or preserve varied and unique aspects of the community.**

(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

**7) Land use decisions involving the Village of Oostburg will incorporate the data, principles, goals, and policies found throughout this Plan in order to ensure all of the elements are integrated into a consistent decision making approach.**

(This goal is required as part of the “Implementation” element of Wisconsin Statutes Chapter 66.)

Land use related references throughout this Plan include:

- The Village supports the protection of significant natural areas, including wetlands, wildlife habitats, lakes, stream corridors, woodlands, open spaces, and groundwater resources, with respect to future development proposals. (Ch. 2)
- The Village supports the conservation of productive agricultural areas. (Ch. 2)
- The Village supports the preservation of important cultural, historic, and archaeological sites and resources, both past and present. (Ch. 2)
- The land use and zoning maps should provide adequate area for residential development. (Ch. 3)
- Oostburg will foster a strategy that serves to maintain and enhance an economically viable Center Avenue corridor and downtown area. (Ch. 4)
- New development should not adversely threaten economically productive areas. (Ch. 4)
- Oostburg supports economic development that does not negatively impact the Village’s small community atmosphere or assets that its’ citizens value. (Ch. 4)
- Local road systems should be designed, sized, and signed to minimize through traffic movement. (Ch. 5)
- New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear and the vision clearance regulations should be upheld per Section 13.1.90 of the Village’s Zoning Ordinance. (Ch. 5)
- Provision for bicycling and walking should be made in the Village through a combination of low traffic streets, sidewalks in appropriate areas, and stand-alone trails. (Ch. 5)

- The Village will provide adequate infrastructure, community facilities, and public services sufficient for the needs of its residents, partnering with surrounding communities when beneficial. (Ch. 6)
- Continue to work with state agencies such as WisDOT and WDNR to promote wise management of transportation facilities and proper stewardship of natural resources such as groundwater and environmental corridors.

## **CHAPTER 9 – IMPLEMENTATION**

---

---

### **INTRODUCTION**

It will be important that the Village quickly understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little; only when the recommendations made in the plan are *implemented* through actions – such as amending a map, adopting a new policy, or revising an ordinance, for example – does real change come about.

#### 66.1001(2)(i)

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

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Village of Oostburg. More detailed information on various statutory powers that the Village may utilize to implement this 20-Year Comprehensive Plan are also included in this chapter (under specific powers the plan has identified recommendations for the Village to consider in order to best bring about the vision identified in Chapter 1 of this document).

### **ROLE OF THE COMPREHENSIVE PLAN**

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing a community be consistent with the community's adopted comprehensive plan. The Village of Oostburg's Plan Commission's primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Village ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Village, the Plan shall be reviewed and a recommendation will be derived from its vision statement, goals, objectives, policies, programs, and 20-Year Potential Land Use Map. If a decision is one that needs to be made in which it is inconsistent with the Comprehensive Plan then before the decision can take effect the Comprehensive Plan must be amended to include this change in policy.

### **ROLE OF LOCAL OFFICIALS**

#### **Elected Officials**

The Village's elected officials should strive to become familiar with the contents of this Comprehensive Plan. It should be their primary guide although not their only guide. Village Board members must make decisions from the standpoint of overall community impact – tempered by site specific factors. In this task Board members must balance the recommendations made in this

Plan with the objectives of developers and residents, the technical advice of Village staff, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

This Comprehensive Plan will provide much of the background and factual information the Board needs in making its decisions. Information from landowners and the Plan Commission will provide much of the site specific information for the Board. Thus, while the initial responsibility of implementing and updating a comprehensive plan falls on the Plan Commission the Village Board must see that community support and resources are maintained to ensure the Oostburg Comprehensive Plan stays current and viable.

### **Plan Commission**

The Oostburg Plan Commission should promote good planning practices within the Village in addition to keeping the public and the Village Board well-informed on planning issues. Plan Commissioners need to become very familiar with this Plan's maps and text, as well as its stated vision, goals, objectives, policies, and programs. A biennial review of these components is recommended to keep them current. The Plan Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other Village land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years (Section 66.1001(2)(i), *Wisc. Stats.*).

### **Board of Appeals**

Unlike a plan commission a board of appeals is a quasi-judicial body. It has the power to 1) interpret the wording of a land use control ordinance; 2) review an administrative decision where it is contended the administrative official made an error in applying a land use control to a particular property; and 3) issue area-related variances from the standards of an ordinance when it finds that strict enforcement would cause a hardship or be unnecessarily burdensome. Like the recommendations of the Village Plan Commission and the decisions of the Village Board the decisions of the Oostburg Board of Appeals need to be consistent with the Village's adopted Comprehensive Plan.

## **ROLE OF LAND USE PLANNING CONTROLS**

### **Zoning**

The Village of Oostburg has an established Zoning Ordinance. Several of the potential land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would *not* be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this Plan's assumptions.

The Comprehensive Plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Village Plan Commission and Village Board will need to judge when re-zoning will occur for it is not the intent that a zoning ordinance

become a direct reflection of a plan in all instances. A comprehensive plan looks out to the future while an ordinance deals with present day.

### **Other Controls**

The Village has a number of standards that impact land use planning. They include the Subdivision Ordinance; “Shoreland-Wetland Ordinance; Floodplain Zoning Ordinance;” Housing Ordinance; and Uniform Dwelling Code.

While this Plan includes a number of specific implementation activities directly related to some of these standards it is also understood that informal reviews of these standards – as they compare to the Plan’s vision, goal, and policy statements – should be ongoing as the Village conducts its business.

Further, additional standards may be developed by the Village in order to meet the vision and policies throughout this Plan.

## **IMPACT OF ECONOMIC DEVELOPMENT**

### **Government Economic Development Initiatives**

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. There are a number of programs listed at the end of “Chapter 4 – Economic Development” designed to implement the goals of the Village.

The implementation of most economic development initiatives will be planned in advance by local officials, therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with the Comprehensive Plan. It is important that such a comparison takes place. Much of the time the impacts are positive and welcomed but there may also be downsides. In some communities, economic development initiatives are quite successful at attracting businesses and spurring growth, however, when the development period tapers off residents find their community has become something far different than what they had always envisioned.

If it is anticipated that an economic development program or initiative being considered for the Village may significantly change the character of the Village – and therefore run counter to the vision and goals of the Plan, the economic development program should either be adjusted or the Comprehensive Plan should be revisited and amended to allow for the change in character.

### **Non-Government Economic Development Activities**

Sometimes, economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed or some similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities and indeed it is often best to encourage such activities. Nevertheless, it is once again possible that this type of economic development can change community character. Further, since it is unplanned by the local government this kind of economic development frequently outstrips the community’s existing infrastructure and begins a sometimes never-ending cycle of “catching up” as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development “boom” is underway the Village must analyze whether the character of the community will be significantly altered and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in the Comprehensive Plan would have to be revisited and amended.

## **ROLE OF PUBLIC INVESTMENT**

### **Capital Improvements Program (CIP)**

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan – especially the “Transportation” and “Utilities and Community Facilities” chapters. The Village of Oostburg Comprehensive Plan is not overly dependent on a CIP to implement the recommendations contained herein, nevertheless, it is a tool for implementation.

### **Impact Fees and Land Dedications**

Defined as cash contributions, contributions of land or interests in land, or any other items of value imposed on a developer by a municipality impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development.

Impact fees and land dedications may be used to finance the capital costs of constructing roads and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. The law expressly prohibits the use of impact fees to finance facilities owned by a school district.

### **Special Assessments**

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees special assessments can be applied to existing development and can be used to fund existing deficiencies. Although this Comprehensive Plan does not, as of this writing, specifically recommend the use of this tool in the Village of Oostburg, special assessments may be used in the future, if appropriate.

Special assessments are not considered exactions because they are not imposed on developers as a condition of development. Under Wisconsin law, “any city, town or village may, by resolution of its governing body, levy and collect special assessments upon property in a limited and determinable area for special benefits conferred upon such property by any municipal work or improvement; and may provide for the payment of all or any part of the cost of the work or improvement out of the proceeds of such special assessments.”

Because of the need to show special benefit to property caused by the improvement special assessments are traditionally used to fund improvements abutting the land that is ultimately assessed for such capital expenditures as sewer and water mains, sidewalks, street paving, and curbs and gutters. The construction of “off site” improvements is seen as generally benefiting the entire community rather than a specific area and, therefore, must be financed by other means.

### **Development Review Cost-Recovery**

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring a quality development is constructed. For example, while a community may strongly support the preservation of critical habitat areas it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground the community is able to take the first step toward realizing a goal and implementing a policy without having to allocate funding or personnel.

Communities can use this tool to recoup costs for engineering studies for new development. In this way, communities are able to take the first steps toward implementing their goals and policies regarding such items as stormwater management and sound transportation and utility infrastructure.

## **ROLE OF INTERGOVERNMENTAL COOPERATION**

### **Boundary Agreements**

Boundary agreements are formal efforts to identify precisely which extraterritorial areas may be attached to a village or city. They may also spell out terms for revenue sharing of current and future property taxes in specified areas among other things. As an implementation tool their ultimate purpose is to promote the goal of harmonious relations between adjacent communities. Although Oostburg has a positive relationship with the Towns of Holland, Lima, and Wilson which surround the Village, boundary agreements might some day be considered if substantial growth began to occur.

### **Official Maps**

Official maps help communities implement goals and policies regarding safe and efficient transportation systems. They may also be used to reserve land for other future public uses in particular those identified in a community's comprehensive plan, recreation plan, or other plans. The Village of Oostburg does use this implementation tool.

## **COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

This Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County UW-Extension and the Village of Oostburg's Smart Growth Committee participated in nominal group sessions to identify key issues within each of the nine elements of the Plan and created community survey questions regarding these issues. Using the survey results along with factual information regarding natural features, past population and housing data, and infrastructure information, the Smart Growth Committee and UW-Extension used the identified vision, goals, and strategies expressed within this Plan to determine the 20-Year Potential Land Use Map as well as the implementation actions the Village will undertake throughout the 20-year planning period.

In some cases, a single goal applies to more than one element of the Plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Plan or its individual elements the Village Plan Commission should undertake an overall review of all nine elements along with their identified goals, objectives, policies, and programs in order to ensure consistency within and between elements before approving an amendment affecting more than one element.

**IMPLEMENTATION SCHEDULE**

**Figure 9.1 – Village of Oostburg Implementation Steps**

<b>Agricultural, Natural, and Cultural Resources</b>			
<i>Goals and Objectives:</i>			
1) The Village of Oostburg will continue to maintain and provide for current park and recreation facilities/activities and future park and recreation facilities/activities will be explored. 2) The Village of Oostburg supports the preservation of important cultural, historic, and archaeological sites and resources, both past and present. 3) The Village of Oostburg supports the protection of significant natural areas, including wetlands, wildlife habitats, lakes, stream corridors, woodlands, open spaces, and groundwater resources. 4) The Village of Oostburg supports the conservation of productive agricultural areas.			
<b>ACTIVITY</b>	<b>LEAD ENTITY</b>	<b>COOPERATORS</b>	<b>TIME PERIOD</b>
1- Work with Sheboygan County in submitting appropriate materials for the County’s five-year updates to its Outdoor Recreation and Open Space Plan.	Village Clerk	Plan Commission; Village Board; County Planning Department	2012, 2017
1- Apply for WDNR Stewardship, Sheboygan County Stewardship, and Federal Land and Water Conservation Fund (LAWCON) grants as needed.	Village Board	Village Clerk; WDNR; County Planning Department	Ongoing
1- Mark park and trail needs known to local benefactors.	Village Board	Plan Commission; Department of Public Works	Ongoing
2- The Village will nominate appropriate sites, structures, and artifacts of community significance to national, state, and local registers as needed.	Plan Commission	Village Board; Wisconsin State Historical Society	Ongoing
2- Consider establishing and maintaining a system for periodic assessment and reevaluation of designated cultural resources to determine current status and to identify changing preservation requirements and potential	Village Clerk	Village Board; Wisconsin State Historical Society	Ongoing

3- The Village of Oostburg will carefully consider its current shoreland, wetlands, floodplain, and well head protection ordinances with respect to future development proposals.	Plan Commission	Village Board	Ongoing
4- The Village will work with agricultural-related businesses seeking to locate or expand in Oostburg.	Plan Commission	Village Board; Chamber of Commerce	Ongoing

**Housing**

*Goals and Objectives:*

- 1) Oostburg’s housing stock should be predominantly single-family, with appropriate efforts to provide a range of housing options that meet the needs of all age groups, income brackets, and persons with special needs.
- 2) The Village of Oostburg should strive to maintain housing values and promote/encourage attractive housing.
- 3) The older housing within the Village is a good source of affordable housing, but it must be maintained and in some cases upgraded in order to remain an asset to the community.

<b>ACTIVITY</b>	<b>LEAD ENTITY</b>	<b>COOPERATORS</b>	<b>TIME PERIOD</b>
1- The land use and zoning maps should provide adequate area for residential development. Zoning districts should allow for a variety of lot sizes and housing types.	Plan Commission	Village Board	Ongoing
2- Relevant codes/ordinances should be reviewed regularly and enforced.	Building Inspector	Village Board; Village Attorney	Ongoing
3- Require unsafe housing to be razed or rehabilitated within one year of notice.	Village Board	Village Attorney	Ongoing
3- Explore the details and appropriateness of programs such as the HOME Rental Rehabilitation Program; the Rural Development – United States Department of Agriculture; and the Community Development Block Grant Housing program listed on page 3-16 of this Comprehensive Plan.	Plan Commission	Village Board	Ongoing

**Economic Development**

*Goals and Objectives:*

- 1) Oostburg will encourage economic development through the attraction and retention of small retail business that meet the needs of local residents.
- 2) Oostburg will foster a strategy that serves to maintain and enhance an economically viable Center Avenue corridor and downtown area.
- 3) As an economic development strategy, attracting businesses to the industrial park should be encouraged by Oostburg.
- 4) Oostburg supports economic development that does not negatively impact the Village’s small community atmosphere or assets that its’ citizens value.
- 5) The Village of Oostburg supports the protection of economically productive areas, including farmland and forests.
- 6) The Village of Oostburg will strive to promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Explore retention and expansion strategies for keeping and attracting small businesses.	Village Board	Chamber of Commerce	Ongoing
1- Develop business and consumer surveys to identify ideas for retail development and identify needs and desires of village residents.	Village Board	Chamber of Commerce; UW-Extension	Ongoing
2- The Village of Oostburg will encourage and monitor the upkeep of all properties and structures within the downtown area and will enforce design standards, including the Village’s property maintenance code, when appropriate.	Plan Commission	Village Board; Village Attorney	2010; Ongoing
2- The Village will encourage businesses to locate in the downtown area by inventorying available properties and creating an awareness in the County of the potential opportunities that exist.	Village Clerk	Chamber of Commerce; County Revolving Loan Fund Committee	2010; Ongoing
2- The Village will seek to upgrade sidewalks and roadways within the downtown area. The Village will explore the availability of partial funding through the CDBG program and whatever other programs it becomes aware of.	Village Board	Department of Public Works	Ongoing

3- Promote availability of the industrial park through local, county, and state sources.	Village Board	Chamber of Commerce; Wisconsin Department of Commerce	Ongoing
3- Periodically survey existing industrial park businesses to ensure they are retained and potential expansion needs are addressed.	Village Board	Chamber of Commerce; UW-Extension	Ongoing
4- New businesses or expansions should not adversely threaten critical natural or historic resources.	Plan Commission	Village Board; WDNR; Wisconsin State Historical Society	Ongoing
4- The Village will continue to work with future developers to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Village’s desire for well planned growth and small community atmosphere.	Village Board	Developers	Ongoing
5- New development should not adversely threaten economically productive areas.	Plan Commission	Village Board	Ongoing
6- The Village will continue to explore retention and expansion strategies for keeping and attracting small business, light manufacturing, and corporate office facilities.	Village Board	Chamber of Commerce	Ongoing

**Transportation**

*Goals and Objectives:*

- 1) Oostburg will provide well-maintained, safe streets and roads for vehicles, bicycles and pedestrians.
- 2) Oostburg will continue to have well-maintained sidewalks within the Village.
- 3) The Village of Oostburg will participate in state and county transportation activities that impact the Village.
- 4) The Village of Oostburg will strive to provide an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety, and that meets the needs of all citizens, including transit-dependent and disabled citizens.
- 5) The Village will encourage neighborhood designs that support a range of transportation choices.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Local road systems should be designed, sized, and signed to minimize through traffic movement.	Department of Public Works	County Highway Department	Ongoing
1- New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear and the vision clearance regulations should be upheld per the Village’s Zoning Ordinance.	Department of Public Works	County Highway Department	Ongoing
1- Monitor WisDOT statistics for existing road traffic volumes as well as accident rate data compiled by the Sheboygan County Sheriff’s Department. Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Tie all of this data in to a long-term maintenance schedule and capital improvement program.	Village Clerk	Village Board; County Highway Department; County Sheriff’s Department; WisDOT	Ongoing
1- Provision for bicycling and walking should be made in the village through a combination of low traffic streets, sidewalks in appropriate areas, and stand-alone trails.	Village Board	Department of Public Works; County Planning Department	Ongoing
2- Periodically assess the condition of existing sidewalks and develop a maintenance schedule.	Department of Public Works	Village Board	Ongoing

3- The Village will continue to communicate with state and county transportation officials as needed. The Village will share its comprehensive plan with appropriate agencies and will make its needs and concerns know on a proactive basis.	Village Board	County Highway Department; WisDOT	Ongoing
3- When appropriate, the Village will explore using the funding sources identified under the Transportation Funding Programs listed in Chapter 5.	Village Board	County Highway Department; WisDOT	Ongoing
4- Monitor the level and location of electric personal assistive mobility device usage within the Village, and, if appropriate, consider infrastructure improvements and/or regulations to ensure public safety.	Village Clerk	Village Board; Department of Public Work	Ongoing
4- Work with Bay-Lake RPC to implement the specific Regional Transportation System Plan recommendations for the Village.	Village Board	Bay-Lake RPC	Ongoing
4- Continue to rely on services provided by the Sheboygan County Memorial Airport, Milwaukee International Airport, and the Port of Milwaukee to meet the needs of Village residents and businesses for air and water transportation.	Oostburg citizens and businesses	Sheboygan County Memorial Airport; Milwaukee Mitchell International Airport; Port of Milwaukee	Ongoing
4- Support the efforts of Sheboygan County Health and Human Services Transportation Program, especially the accommodations offered for disabled persons.	Village Board	County Health and Human Services Department	Ongoing
5- Support Sheboygan County’s efforts to continue the development, enhancement, and management of a Countywide bikeway system.	Village Board	County Planning Department	Ongoing

**Utilities and Community Facilities**

*Goals and Objectives:*

- 1) The Village of Oostburg will provide adequate infrastructure, community facilities, and public services sufficient for the needs of its residents, partnering with surrounding communities when beneficial.
- 2) Oostburg will provide quality, cost-effective emergency services to meet the changing needs of the community.
- 3) A community center with a focus on seniors/youth will be explored/studied.
- 4) Effective methods to alert/inform all Oostburg residents/visitors of disaster will be explored/studied.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Continue to provide a “public comment” opportunity at Village Board meetings and be attentive to comments regarding utilities and facilities in the Village.	Village Board	Village Clerk	Ongoing
1- Continue to work with WDNR to monitor the quality of the municipal water system.	Department of Public Works	Village Board; WDNR	Ongoing
1- Communicate with the Oostburg Public School District about proposed new residential development in the Village in order to allow the district to plan for future needs.	Village Board	Plan Commission; Oostburg School District	Ongoing
1- Consider opportunities to upgrade telecommunications service within the Village to increase cellular service reliability. Share facility upgrade information with neighboring communities and work cooperatively on siting alternatives.	Village Board	Telecommunications companies; Department of Public Works; Neighboring communities	Ongoing
1- Consider opportunities to upgrade broadband infrastructure within the Village, including contacting an Internet provider to complete a needs assessment for the Village and for neighboring communities and work cooperatively to consider potential cost-sharing opportunities.	Village Board	Telecommunications companies; Department of Public Works; Neighboring communities	Ongoing
1- Work with the Oostburg Volunteer Fire Department and/or area businesses to continue offering length of service award and other incentives.	Village Board	Fire Department; Local businesses	Ongoing

<p>1- The Federal Emergency Management Administration (FEMA) offers over \$100 million in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants must come from communities that serve a population of less than 50,000 and must provide a 5% match.</p>	<p>Village Board</p>	<p>Fire Department; FEMA</p>	<p>Ongoing</p>
<p>1. The USDA Rural Development's Water and Wastewater Grant and Loan Program is available to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities.</p>	<p>Village Board</p>	<p>Village Clerk; Department of Public Works</p>	<p>2010; Ongoing</p>
<p>1- The Wisconsin Department of Commerce administers the Wisconsin Community Development Block Grant Program to provide cities, villages, and towns with a population of less than 50,000 and all counties except Milwaukee, Dane, and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal; drinking water and wastewater systems. Successful applications are based on distress score, documentation of need, ability to repay, matching fund availability and project readiness.</p>	<p>Village Board</p>	<p>Village Clerk; Wisconsin Department of Commerce</p>	<p>If necessary</p>
<p>2- Continue to consider opportunities to share equipment and facilities between the Village and neighboring communities.</p>	<p>Village Board</p>	<p>Department of Public Works; Neighboring communities</p>	<p>Ongoing</p>
<p>3- Continue to obtain input on the need for a community center with a focus on seniors/youth and the features that would be desired (size of meeting space, kitchen, all-purpose room, etc.). Consider exploring possible locations and funding sources.</p>	<p>Village Board</p>	<p>Oostburg citizens and community groups</p>	<p>Ongoing</p>

4- Work with Sheboygan County Emergency Management Director to determine needs and possible funding programs.	Village Board	Department of Public Works; County Emergency Management Director	2010; Ongoing
---	---------------	--	---------------

<b>Intergovernmental Cooperation</b>			
<i>Goals and Objectives:</i>			
1) The Village of Oostburg will continue to encourage coordination and cooperation among nearby units of government. 2) Oostburg will protect and enhance the visual character/aesthetics of the community by enforcing current and implementing new ordinances. 3) The Current organizational structure for village governance (village president and six village trustees) should be continued. 4) Current ordinances should be enforced and periodically reviewed.			
<b>ACTIVITY</b>	<b>LEAD ENTITY</b>	<b>COOPERATORS</b>	<b>TIME PERIOD</b>
1- Cooperate with Sheboygan County on its comprehensive planning and implementation efforts.	Village Board	Plan Commission; County Planning Department	Ongoing
1- Continue to work with state agencies such as WisDOT and WDNR to promote wise management facilities and proper stewardship of natural resources such as groundwater and environmental corridors.	Village Board	Plan Commission; Department of Public Works; WisDOT; WDNR	Ongoing
1- Keep the surrounding towns and the Oostburg Public School District aware of any significant development proposals or changes to the Village’s 20-Year Land Use Map.	Plan Commission	Village Board; Surrounding towns; Oostburg Public School District	Ongoing
1- Continue mutual aid agreements, and all other current intergovernmental cooperation activities and policies of benefit to Village of Oostburg residents.	Village Board	Oostburg Fire Department; Sheboygan County; Neighboring units of government	Ongoing
1- Continue to consider opportunities for future shared initiatives, purchases, services, and/or facilities with other nearby governmental units. (This policy is required under Wisconsin Statutes Chapter 66.)	Village Board	Oostburg Fire Department and nearby fire departments; Department of Public Works; Village Attorney; Neighboring units of government	Ongoing

1- Continue a regular and ongoing intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern.	Village Board	Plan commission; Town of Holland; Town of Lima; Town of Wilson	2010; Ongoing
1- In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Potential Land Use Maps in the comprehensive plans of the four communities to provide official guidance for growth patterns in the transition areas between village and town.	Village Board	Plan Commission; Town of Holland; Town of Lima; Town of Wilson	2010; Ongoing
2- Review existing ordinances dealing with visual character/aesthetics of the community, update as necessary, and enforce as needed.	Village Board	Plan Commission; Village Attorney	Ongoing
2- Identify gaps between existing, enforced ordinances and community needs.	Village Board	Oostburg citizens and businesses; Village Attorney; Village Clerk	Ongoing
3- Periodically assess the effectiveness of village governance and consider options if deemed appropriate.	Village Board	Oostburg citizens and businesses; Village Attorney	Ongoing
4- Periodically review all ordinances and determine if they are current, need updating, or obsolete.	Village Board	Village Clerk; Village Attorney	Ongoing

**Land Use**

*Goals and Objectives:*

- 1) Oostburg will follow a strategy of moderate, managed growth, focusing on the utilization/development of available land within Village limits before annexing additional land.
- 2) The Village will strive to provide an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- 3) The Village will strive to promote the redevelopment of lands with existing infrastructure and public services, and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- 4) The Village will encourage lands uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- 5) The Village will strive to balance individual property rights with community interests and goals.
- 6) The Village supports land uses that create or preserve varied and unique aspects of the community.
- 7) Land use decisions involving the Village of Oostburg will incorporate the data, principles, goals, and policies found throughout this Plan in order to ensure all of the elements are integrated into a consistent decision making approach.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
<p>1- Every zoning request should initially be evaluated by whether the request is consistent with the use shown on the 20-Year Potential Land Use Map. If a request comes before the Village for a particular type of land use, the Village has the ability to approve the request if the proposed use is less intensive than the use intended for the site. If not, the request must be evaluated in the context of all nine plan elements, especially the vision, goals, and policies/programs described in this Plan, and handled through the statutory plan amendment process.</p>	<p>Plan Commission</p>	<p>Village Board</p>	<p>Ongoing</p>
<p>1- The yellow-shaded areas on the western and eastern portions of the Village on the 20-Year Potential Land Use Map are areas where residential development would be preferred. Zoning districts should allow for a variety of lot sizes and housing types. The scale and mix of future residential development should meet the needs of families as well as older adults in the community without overburdening public services or negatively impacting the Village’s small town atmosphere desired by its residents.</p>	<p>Plan Commission</p>	<p>Village Boars; Developers</p>	<p>Ongoing</p>

<p>1- The red-shaded areas in the center of the Village on the 20-Year Potential Land Use Map are areas where commercial development would be preferred and/or continue to be located. Local officials and residents would like to see commercial development in the downtown area to serve local residents.</p>	<p>Plan Commission</p>	<p>Village Board; Developers</p>	<p>Ongoing</p>
<p>1- The gray shaded areas on the eastern edge of the Village on the 20-Year Potential Land Use Map are areas where industrial/business park development would be preferred.</p>	<p>Plan Commission</p>	<p>Village Board; Developers</p>	<p>Ongoing</p>
<p>1- The uses for governmental, institutional, communication, utilities, recreational, and transportation are relatively uncommon in a small village and/or it is difficult to predict their future locations. Land specifically allocated on the 20-Year Potential Land Use Map is primarily for the Oostburg School District. The Village, however, recognizes the potential importance of these uses and is not opposed to considering appropriate requests as needed if they do not conflict with the Zoning Ordinance, existing uses, or the vision/goals/policies of this Comprehensive Plan.</p>	<p>Plan Commission</p>	<p>Village Board</p>	<p>Ongoing</p>
<p>1- It is anticipated that agricultural land within the Village will continue to gradually transition to residential or business development.</p>	<p>Plan Commission</p>	<p>Village Board; Developers</p>	<p>Ongoing</p>
<p>1- The Village does not anticipate development in any of its existing open space/natural areas. It is the Village's goal to preserve open space/natural areas within the Village and on annexed lands and encourage their integration as a valued amenity into surrounding development.</p>	<p>Plan Commission</p>	<p>Village Board; Developers</p>	<p>Ongoing</p>
<p>2- The Village's 20-Year Potential Land Use Map will designate sufficient land areas to meet the projections in Figure 8.5.</p>	<p>Plan Commission</p>	<p>Village Board</p>	<p>Ongoing</p>

3- The Village will work with landowners interested in redeveloping their properties.	Village Board	Plan Commission; Landowners	Ongoing
4- When evaluating development proposals, the Village should weigh whether the development will make use of existing infrastructure or at least be designed in such a way as to limit costs for extending infrastructure and services.	Plan Commission	Village Board; Department of Public Works; Developer	Ongoing
5- The Village will explore and generally give precedence to incentive based growth management tools over restriction based tools.	Village Board	Plan Commission	Ongoing
5- The Village will avoid using its powers of eminent domain to condemn land unless there are not reasonable alternatives.	Village Board	Plan Commission	Ongoing
5- Village Officials should strive to remain familiar with the contents of the Comprehensive Plan and keep a copy of the Plan on hand at all Village Board and Plan Commission meetings.	Village Clerk	Village Board; Plan Commission	Ongoing

Detailed step-by-step instructions on how to accomplish each of these activities is beyond the scope of this Plan. It is recommended, however, that local officials develop their own “plan of action” containing the steps required to ensure the activities listed above have a chance to be accomplished.

**PLAN REVIEW TIMELINE**

Approximately five years after the initial adoption of the Comprehensive Plan, the Village Plan Commission will review the vision, goals, objectives, policies, and programs in the Plan to determine whether they are still applicable and if so whether progress has been made in accomplishing them. The Commission and Village Board will consider adjustments as necessary.

No more than ten years after the initial adoption of the Comprehensive Plan the Village Plan Commission will update and amend the Plan as required by ch. 66.1001(2)(i).

**PROCESS FOR ADOPTING OR AMENDING THE PLAN**

As directed by 66.1001, *Wisconsin Statutes*, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by majority vote of the entire commission. 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 a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Village of Oostburg (including school districts).
2. The clerk of every local governmental unit adjacent to the Village of Oostburg.
3. The Wisconsin Land Council.
4. The Wisconsin Department of Administration.
5. The Bay-Lake Regional Planning Commission.
6. The local public library.

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect as defined in 59.001 (2m), *Wisconsin Statutes*, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-6 on the previous page.

No political subdivision may enact an ordinance unless the political subdivision holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

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

At least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

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

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held a political subdivision shall provide written notice including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

### **Additional Plan Amendment Considerations**

In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time. The Village of Oostburg realizes that certain specific amendments to its Comprehensive Plan might have significant ramifications for other governmental units, especially those that share a common boundary. The reverse may also be true. Therefore, communicating proposed amendments to the Oostburg Comprehensive Plan with these governmental units is important. This is consistent with Goal (1), Policy (c) in Chapter 7 of this Plan.

# **APPENDIX 1A**

## **Public Participation Plan**

# **PUBLIC PARTICIPATION PLAN**

**for**

**Village of Oostburg**

**May 2007**

Prepared by

Sheboygan County UW-Extension  
-and-  
Village of Oostburg

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

Wisconsin Statutes, Section 66.1001(4)(a)

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

## **INTRODUCTION**

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

## **PUBLIC PARTICIPATION IN THE COMPREHENSIVE PLANNING PROCESS**

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

### ***General Awareness Tools***

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

- **Articles/notices in the *Lakeshore Weekly***, a newspaper delivered free to all residents within the Village of Oostburg area, will be used to periodically keep the public informed about meetings and information related to the Smart Growth planning process.
- Agendas will be posted at the three designated public posting places used by the Village.
- The Village of Oostburg website will contain periodic updates on the planning process.

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

The following participation was identified:

- Sheboygan County UW-Extension and the Village of Oostburg will work together to identify community issues. A village-wide citizen input meeting conducted to identify issues to be used in developing a comprehensive planning survey. Issues identified by citizens and local officials will be categorized by the nine elements required within the comprehensive plan.
- The issues identified in the previous activity will be incorporated into questions on a citizen opinion survey created jointly by UWEX and the Village. This survey will be mailed to every household in the Village, and results were tabulated by UWEX and shared with the Village.
- UWEX staff will present demographic data to the Village in an open meeting format.

### ***Step #2-Identify Goals and Objectives***

The following participation was identified:

- Working with UWEX in an open meeting setting, the Village Smart Growth Committee, and/or Village Board will develop vision and goal statements for the Village. The vision and goal statements will assist in the creation of recommendations intended to address the key issues in the Village.
- Stakeholders/experts will be identified for housing, transportation, economic development, agriculture, natural and cultural resources, utilities and community facilities, and land use. These individuals will be invited to review the vision and goal statements and provide feedback to the Village.
- UWEX and the Village will create and distribute to every household a feedback form/survey to allow the public to indicate agreement or disagreement on the proposed vision statement and goals.

### ***Step #3-Write the Plan and Create Maps***

The following participation was identified:

- The Village and a plan writer will work together in creating a draft comprehensive plan. Draft versions of each chapter will be reviewed by the Plan Commission and/or Village Board in an open meeting setting and will be made available at the Village Hall for public review. The final draft version and final version will be distributed as required by Chapter 66 of the state comprehensive planning law.
- There may be some opportunities for summaries of key chapters to be covered in *The Lakeshore Weekly* or on the Village website.
- The Village will hold a public information meeting to present information about the comprehensive plan's recommendations and 20-year land use map.

#### ***Step #4-Plan Adoption***

The following participation was identified:

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

#### ***Step #5-Implementation***

The following participation was identified:

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

## APPENDIX A – Public Participation Required by Statute

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

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

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

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

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

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

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

**(d)** No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or regional planning commission holds at least one public hearing at which the proposed ordinance or resolution is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or regional planning commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notices shall contain at least the following information:

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

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

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

## **APPENDIX B – Contact Information**

### **Village of Oostburg**

Mailing address:

P.O. Box 700227

Oostburg WI 53070-0227

Phone: 920-564-3214

Fax: 920-564-3596

Clerk: Jill Ludens

E-mail: [jill.ludens@oostburg.org](mailto:jill.ludens@oostburg.org)

### **UW-Extension, Sheboygan County**

Dave Such

650 Forest Avenue

Sheboygan Falls WI 53085

920-467-5740

RESOLUTION No. \_\_\_ of \_\_\_

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES  
FOR COMPREHENSIVE PLAN

WHEREAS, the Village of Oostburg has decided to prepare a comprehensive (master) plan under the authority of and procedures established by S62.23(3) and S66.1001(4), Wisconsin Statutes; and

WHEREAS, S66.1001(4)(a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures shall also provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

WHEREAS, the Village of Oostburg believes that regular, meaningful public involvement in the comprehensive plan process is important to assure that the resulting plan meets the wishes and expectations of the public; and

WHEREAS, the “Public Participation Plan” developed by the Village of Oostburg and the University of Wisconsin-Extension Sheboygan County includes written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

NOW, THEREFORE, BE IT RESOLVED that the Board of Trustees of the Village of Oostburg hereby adopts the written procedures included in the \_\_\_ (date) \_\_\_ “Public Participation Plan” developed with the University of Wisconsin-Extension Sheboygan County as its public participation procedures meeting the requirements of S66.1001(4)(a), Wisconsin Statutes.

Resolution Adopted: \_\_\_ (date)

\_\_\_\_\_  
(signature)  
Name, President, Village of Oostburg

ATTEST:

\_\_\_\_\_  
(signature)  
Name, Village Clerk



# **APPENDIX 1B**

## **Citizen Input Survey**

**VILLAGE OF OOSTBURG  
SMART GROWTH/LONG RANGE PLANNING  
CITIZEN INPUT SURVEY**

**Mailed (9/24/07) 1,296**  
**Returned 419**  
**Response rate 32.3%**

Dear Village of Oostburg Residents, Businesses, and Property Owners,

**YOUR ASSISTANCE IS NEEDED!** The Village of Oostburg is planning for the future by developing a “Smart Growth”/comprehensive plan as mandated by the State of Wisconsin. Public participation is the foundation upon which our village’s “Smart Growth” plan will be built. The Oostburg Village Board recently requested that a volunteer Smart Growth Committee assist in developing the plan. The Smart Growth Committee, in cooperation with the Oostburg Village Board and the University of Wisconsin-Extension Sheboygan County, developed this survey to obtain your opinions and input about the future of our community.

**YOUR INPUT IS IMPORTANT!** By completing and returning the survey, you will be providing valuable information that our village will use as it plans for the future. The questions are grouped under headings that match the required elements of a “Smart Growth” plan. Please take a few minutes to complete the questions to help ensure that our village continues to be an enjoyable place to live, work, and play. We would appreciate your completed survey by **Monday, October 15, 2007**. **Thank you for your help, we look forward to your response!** - **The Village of Oostburg Board and Smart Growth Committee** (Additional surveys are available from the Oostburg Village Clerk/Treasurer, Jill Ludens by calling (920) 564-3214.)

**ISSUES AND OPPORTUNITIES**

**1. Why do you choose to live in the Village of Oostburg? (check all that apply)**

- |  |  |
|--|--|
| <u>14.2%</u> Small community atmosphere (349)        | <u>6.3%</u> Location with respect to occupation/commuting distance (154) |
| <u>7.0%</u> Village appearance/aesthetics (171)      | <u>2.4%</u> Low taxes (60)   |
| <u>11.1%</u> Family/local ties (272)                 | <u>12.0%</u> Safety/feeling of security (294)                            |
| <u>10.9%</u> Quietness/serenity (267)                | <u>6.8%</u> School district (167)  |
| <u>4.6%</u> Availability of affordable housing (112) | <u>4.1%</u> Municipal services provided (101)                            |
| <u>0.9%</u> Availability of affordable land (23)     | <u>2.1%</u> Relative lack of village restrictions (51)                   |
| <u>1.6%</u> Retail establishments (39)               | <u>0.9%</u> Employment opportunities (21)                                |
| <u>2.2%</u> Well-planned community (53)              | <u>0.5%</u> Cultural activities (12)                                     |
| <u>9.3%</u> Churches (229)                           | <u>0.7%</u> Senior activities (18)                                       |
| <u>1.3%</u> Youth activities (32)                    | <u>1.0%</u> Other: (25)  |

**2. Please rate the following as they relate to your quality of life in Oostburg:**

**PERCENT OF ROW TOTALS**

	<b>Excellent</b>	<b>Good</b>	<b>Average</b>	<b>Poor</b>	<b>Not Applicable</b>	<b>No Response</b>
Small community atmosphere	<u>44.6%</u> (187)	<u>47.5%</u> (199)	<u>6.4%</u> (27)	<u>0.2%</u> (1)	<u>0.0%</u> (0)	<u>1.2%</u> (5)
Village appearance/aesthetics	<u>22.9%</u> (96)	<u>55.6%</u> (233)	<u>17.2%</u> (72)	<u>1.7%</u> (7)	<u>0.7%</u> (3)	<u>1.9%</u> (8)
Location with respect to occupation/commuting distance	<u>23.2%</u> (97)	<u>37.2%</u> (156)	<u>16.9%</u> (71)	<u>2.6%</u> (11)	<u>14.1%</u> (59)	<u>6.0%</u> (25)
Well planned community	<u>8.6%</u> (36)	<u>39.1%</u> (164)	<u>35.8%</u> (150)	<u>8.8%</u> (37)	<u>1.9%</u> (8)	<u>5.7%</u> (24)
Low taxes	<u>4.1%</u> (17)	<u>16.2%</u> (68)	<u>45.6%</u> (191)	<u>24.6%</u> (103)	<u>3.1%</u> (13)	<u>6.4%</u> (27)
Family/local ties	<u>32.7%</u> (137)	<u>36.5%</u> (153)	<u>11.7%</u> (49)	<u>0.5%</u> (2)	<u>15.5%</u> (65)	<u>3.1%</u> (13)
Safety/feeling of security	<u>39.6%</u> (166)	<u>48.7%</u> (204)	<u>9.3%</u> (39)	<u>0.5%</u> (2)	<u>0.2%</u> (1)	<u>1.7%</u> (7)
Quietness/serenity	<u>35.3%</u> (148)	<u>49.2%</u> (206)	<u>10.5%</u> (44)	<u>0.0%</u> (0)	<u>0.7%</u> (3)	<u>4.3%</u> (18)
School district	<u>23.9%</u> (100)	<u>37.0%</u> (155)	<u>16.7%</u> (70)	<u>0.7%</u> (3)	<u>16.0%</u> (67)	<u>5.7%</u> (24)
Availability of affordable housing	<u>6.4%</u> (27)	<u>36.5%</u> (153)	<u>38.4%</u> (161)	<u>4.1%</u> (17)	<u>8.6%</u> (36)	<u>6.0%</u> (25)
Availability of affordable land	<u>3.1%</u> (13)	<u>19.3%</u> (81)	<u>38.9%</u> (163)	<u>9.3%</u> (39)	<u>19.8%</u> (83)	<u>9.5%</u> (40)

	<b>Excellent</b>	<b>Good</b>	<b>Average</b>	<b>Poor</b>	<b>Not Applicable</b>	<b>No Response</b>
Municipal services provided	<u>15.3%</u> (64)	<u>45.3%</u> (190)	<u>31.5%</u> (132)	<u>2.6%</u> (11)	<u>1.9%</u> (8)	<u>3.3%</u> (14)
Relative lack of village restrictions	<u>4.3%</u> (18)	<u>36.0%</u> (151)	<u>39.4%</u> (165)	<u>6.0%</u> (25)	<u>5.7%</u> (24)	<u>8.6%</u> (36)
Retail establishments	<u>3.8%</u> (16)	<u>32.0%</u> (134)	<u>39.9%</u> (167)	<u>17.7%</u> (74)	<u>1.4%</u> (6)	<u>5.3%</u> (22)
Churches	<u>39.9%</u> (167)	<u>35.6%</u> (149)	<u>13.4%</u> (56)	<u>1.2%</u> (5)	<u>6.4%</u> (27)	<u>3.6%</u> (15)
Employment opportunities	<u>3.3%</u> (14)	<u>17.4%</u> (73)	<u>40.1%</u> (168)	<u>17.4%</u> (73)	<u>13.8%</u> (58)	<u>7.9%</u> (33)
Cultural activities	<u>1.2%</u> (5)	<u>14.3%</u> (60)	<u>42.0%</u> (176)	<u>26.0%</u> (109)	<u>8.1%</u> (34)	<u>8.4%</u> (35)
Senior activities	<u>1.0%</u> (4)	<u>7.2%</u> (30)	<u>36.0%</u> (151)	<u>16.7%</u> (70)	<u>30.5%</u> (128)	<u>8.6%</u> (36)
Youth activities	<u>4.1%</u> (17)	<u>15.7%</u> (66)	<u>31.0%</u> (130)	<u>17.9%</u> (75)	<u>22.9%</u> (96)	<u>8.4%</u> (35)
Other: _____	<u>1.2%</u> (5)	<u>0.5%</u> (2)	<u>1.4%</u> (6)	<u>1.7%</u> (7)	<u>11.5%</u> (48)	<u>83.8%</u> (351)

**PERCENT OF COLUMN TOTALS**

	<b>Excellent</b>	<b>Good</b>	<b>Average</b>	<b>Poor</b>	<b>Not Applicable</b>
Small community atmosphere	<u>14.0%</u> (187)	<u>7.6%</u> (199)	<u>1.2%</u> (27)	<u>0.1%</u> (1)	<u>0.0%</u> (0)
Village appearance/aesthetics	<u>7.2%</u> (96)	<u>8.9%</u> (233)	<u>3.3%</u> (72)	<u>1.0%</u> (7)	<u>0.4%</u> (3)
Location with respect to occupation/commuting distance	<u>7.3%</u> (97)	<u>5.9%</u> (156)	<u>3.2%</u> (71)	<u>1.6%</u> (11)	<u>7.7%</u> (59)
Well planned community	<u>2.7%</u> (36)	<u>6.2%</u> (164)	<u>6.9%</u> (150)	<u>5.5%</u> (37)	<u>1.0%</u> (8)
Low taxes	<u>1.3%</u> (17)	<u>2.6%</u> (68)	<u>8.7%</u> (191)	<u>15.4%</u> (103)	<u>1.7%</u> (13)
Family/local ties	<u>10.3%</u> (137)	<u>5.8%</u> (153)	<u>2.2%</u> (49)	<u>0.3%</u> (2)	<u>8.5%</u> (65)
Safety/feeling of security	<u>12.4%</u> (166)	<u>7.8%</u> (204)	<u>1.8%</u> (39)	<u>0.3%</u> (2)	<u>0.1%</u> (1)
Quietness/serenity	<u>11.1%</u> (148)	<u>7.8%</u> (206)	<u>2.0%</u> (44)	<u>0.0%</u> (0)	<u>0.4%</u> (3)
School district	<u>7.5%</u> (100)	<u>5.9%</u> (155)	<u>3.2%</u> (70)	<u>0.4%</u> (3)	<u>8.7%</u> (67)
Availability of affordable housing	<u>2.0%</u> (27)	<u>5.8%</u> (153)	<u>7.4%</u> (161)	<u>2.5%</u> (17)	<u>4.7%</u> (36)
Availability of affordable land	<u>1.0%</u> (13)	<u>3.1%</u> (81)	<u>7.4%</u> (163)	<u>5.8%</u> (39)	<u>10.8%</u> (83)
Municipal services provided	<u>4.8%</u> (64)	<u>7.2%</u> (190)	<u>6.0%</u> (132)	<u>1.6%</u> (11)	<u>1.0%</u> (8)
Relative lack of village restrictions	<u>1.3%</u> (18)	<u>5.7%</u> (151)	<u>7.5%</u> (165)	<u>3.7%</u> (25)	<u>3.1%</u> (24)
Retail establishments	<u>1.2%</u> (16)	<u>5.1%</u> (134)	<u>7.6%</u> (167)	<u>11.0%</u> (74)	<u>0.8%</u> (6)
Churches	<u>12.5%</u> (167)	<u>5.7%</u> (149)	<u>2.6%</u> (56)	<u>0.7%</u> (5)	<u>3.5%</u> (27)
Employment opportunities	<u>1.0%</u> (14)	<u>2.8%</u> (73)	<u>7.7%</u> (168)	<u>10.9%</u> (73)	<u>7.6%</u> (58)
Cultural activities	<u>0.4%</u> (5)	<u>2.3%</u> (60)	<u>8.0%</u> (176)	<u>16.2%</u> (109)	<u>4.4%</u> (34)
Senior activities	<u>0.3%</u> (4)	<u>1.1%</u> (30)	<u>6.9%</u> (151)	<u>10.4%</u> (70)	<u>16.7%</u> (128)
Youth activities	<u>1.3%</u> (17)	<u>2.5%</u> (66)	<u>5.9%</u> (130)	<u>11.2%</u> (75)	<u>12.5%</u> (96)
Other: _____	<u>0.4%</u> (5)	<u>.08%</u> (2)	<u>0.3%</u> (6)	<u>1.0%</u> (7)	<u>6.3%</u> (48)

**3. If you could control the future, which one term would you select to describe the Village of Oostburg in 20 years?**

- 21.1% Rural country village (90)
- 32.8% Residential community (140)
- 3.3% Business (retail/commercial) community (14)
- 0.7% Industrial (manufacturing) community (3)
- 0.0% Tourism/destination community (0)
- 39.8% An appropriate mix of all of the above (170)
- 2.3% Other (specify) (10)

**4. Which of the following do you prefer for the Village of Oostburg? (check all that apply)**

- 17.9% Residential growth (169)
- 24.1% Business (retail/commercial) growth that serves primarily local residents (227)
- 10.1% Business (retail/commercial) growth that attracts out of town visitors/tourists (95)
- 23.5% Light industrial/manufacturing growth (221)
- 2.7% Heavy industrial/manufacturing growth (25)
- 12.0% Office park (corporate headquarters, regional offices, etc.) growth (113)
- 7.4% No growth (70)
- 2.3% Other (specify) (22)

**5. Please rate the speed of growth in the following categories in the Village of Oostburg over the past two years:**

**PERCENT OF ROW TOTALS**

	<b>Much too slow</b>	<b>Somewhat too slow</b>	<b>Right amount</b>	<b>Somewhat too fast</b>	<b>Much too fast</b>	<b>Don't know</b>	<b>No response</b>
Population growth	<u>0.0%</u> (0)	<u>3.6%</u> (15)	<u>51.8%</u> (217)	<u>27.0%</u> (113)	<u>8.6%</u> (36)	<u>5.2%</u> (22)	<u>3.8%</u> (16)
Residential growth	<u>0.0%</u> (0)	<u>3.1%</u> (13)	<u>49.2%</u> (206)	<u>28.4%</u> (119)	<u>12.2%</u> (51)	<u>3.3%</u> (14)	<u>3.8%</u> (16)
Business/retail growth (stores, restaurants, etc.)	<u>10.7%</u> (45)	<u>31.0%</u> (130)	<u>47.8%</u> (200)	<u>3.3%</u> (14)	<u>1.4%</u> (6)	<u>2.6%</u> (11)	<u>3.1%</u> (13)
Jobs growth	<u>10.7%</u> (45)	<u>29.8%</u> (125)	<u>30.5%</u> (128)	<u>1.2%</u> (5)	<u>0.5%</u> (2)	<u>22.7%</u> (95)	<u>4.5%</u> (19)

**PERCENT OF COLUMN TOTALS**

	<b>Much too slow</b>	<b>Somewhat too slow</b>	<b>Right amount</b>	<b>Somewhat too fast</b>	<b>Much too fast</b>	<b>Don't know</b>
Population growth	<u>0.0%</u> (0)	<u>5.3%</u> (15)	<u>28.9%</u> (217)	<u>45.0%</u> (113)	<u>37.9%</u> (36)	<u>15.5%</u> (22)
Residential growth	<u>0.0%</u> (0)	<u>4.6%</u> (13)	<u>27.4%</u> (206)	<u>47.4%</u> (119)	<u>53.7%</u> (51)	<u>9.9%</u> (14)
Business/retail growth (stores, restaurants, etc.)	<u>50.0%</u> (45)	<u>45.9%</u> (130)	<u>26.6%</u> (200)	<u>5.6%</u> (14)	<u>6.3%</u> (6)	<u>7.7%</u> (11)
Jobs growth	<u>50.0%</u> (45)	<u>44.2%</u> (125)	<u>17.0%</u> (128)	<u>2.0%</u> (5)	<u>2.1%</u> (2)	<u>66.9%</u> (95)

**6. If volunteers were unavailable for functions such as the fire department, emergency first responders, etc., which one of the following would you prefer?**

- 13.8% Pay someone to do the job (60)
- 5.3% Volunteer myself (23)
- 5.5% Find someone other than myself to volunteer (24)
- 72.2% Better compensate existing volunteer to retain and help recruit new volunteers (315)
- 0.5% Do without the service (2)
- 2.7% Other (specify) (12)

**7. What one thing or value in the Village of Oostburg should be preserved for future generations? \_\_\_\_\_**



**14. Oostburg should adopt more specific ordinances such as a property maintenance ordinance that address the appearance and aesthetics of private properties within the community.**

23.4% Strongly agree (98)                      39.9% Agree (167)                      11.2% No opinion (47)  
16.0% Disagree (67)                      6.0% Strongly disagree (25)                      3.6% No response (15)

**Please comment:** \_\_\_\_\_

**15. What is the one best thing Oostburg village government can do to protect housing values/home worth?**

\_\_\_\_\_

**TRANSPORTATION**

**16. As you travel on streets, roads, and highways within the Village of Oostburg, which of the following are of concern to you? (check all that apply)**

27.4% No concerns, the streets, roads, and highways are adequate (162)  
15.5% Safety (specify) (92)  
9.8% Congestion (specify) (58)  
0.7% Conflicts with farm machinery (specify) (4)  
6.2% Conflicts with truck traffic (specify) (37)  
12.2% Condition of streets, roads, and highways (specify) (72)  
3.7% Signs (specify) (22)  
0.2% Private road and driveway access (specify) (1)  
9.5% Conflicts with bicyclists and pedestrians (specify) (56)  
5.9% Aesthetic appeal (specify) (35)  
8.9% Other concerns (specify) (53)

**17. Is transportation for disabled and senior citizens adequate in Oostburg?**

22.4% Yes (94)                      13.4% No (56)                      62.5% Don't know (262)                      1.7% No response (7)

**If no, how can it be improved?** \_\_\_\_\_

**18. Do you or other members of your household have any unmet transportation needs when wanting to travel in and around Oostburg?**

3.6% Yes (15)                      89.7% No (376)                      4.8% Don't know (20)                      1.9% No response (8)

**If yes, please specify:** \_\_\_\_\_

**19. Is public transportation needed between Oostburg and Sheboygan?**

20.8% Yes (87)                      50.1% No (210)                      26.7% No opinion (112)                      2.4% No response (10)

**If yes, which of the following publicly funded types of transportation would you prefer?**

4.6% Taxi/automobile (7)                      39.2% Small van (60)                      26.1% Bus (40)  
30.1% No preference (46)

**UTILITIES AND COMMUNITY FACILITIES**

*20. Please indicate your level of satisfaction with the following services provided by the Village of Oostburg:*

**PERCENT OF ROW TOTALS**

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied	No Response
Garbage disposal	<u>48.2%</u> (202)	<u>44.9%</u> (188)	<u>4.1%</u> (17)	<u>0.5%</u> (2)	<u>0.0%</u> (0)	<u>2.4%</u> (10)
Recycling program	<u>37.7%</u> (158)	<u>47.5%</u> (199)	<u>8.1%</u> (34)	<u>3.1%</u> (13)	<u>0.7%</u> (3)	<u>2.9%</u> (12)
Street maintenance	<u>19.6%</u> (82)	<u>51.1%</u> (214)	<u>16.7%</u> (70)	<u>7.6%</u> (32)	<u>1.4%</u> (6)	<u>3.6%</u> (15)
Snow removal	<u>28.6%</u> (120)	<u>54.7%</u> (229)	<u>8.8%</u> (37)	<u>4.8%</u> (20)	<u>0.7%</u> (3)	<u>2.4%</u> (10)
Street lighting	<u>23.4%</u> (98)	<u>54.7%</u> (229)	<u>11.5%</u> (48)	<u>7.9%</u> (33)	<u>0.7%</u> (3)	<u>1.9%</u> (8)
Park maintenance	<u>32.0%</u> (134)	<u>49.4%</u> (207)	<u>11.2%</u> (47)	<u>2.4%</u> (10)	<u>1.9%</u> (8)	<u>3.1%</u> (13)
Public sewer	<u>23.4%</u> (98)	<u>54.9%</u> (230)	<u>13.6%</u> (57)	<u>2.9%</u> (12)	<u>0.7%</u> (3)	<u>4.5%</u> (19)
Public water supply	<u>21.2%</u> (89)	<u>50.1%</u> (210)	<u>13.1%</u> (55)	<u>8.8%</u> (37)	<u>1.9%</u> (8)	<u>4.8%</u> (20)
Storm water drainage	<u>18.6%</u> (78)	<u>50.8%</u> (213)	<u>19.3%</u> (81)	<u>4.5%</u> (19)	<u>1.9%</u> (8)	<u>4.8%</u> (20)
Fire protection	<u>39.4%</u> (165)	<u>49.6%</u> (208)	<u>8.4%</u> (35)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>2.6%</u> (11)
Police protection	<u>16.5%</u> (69)	<u>55.4%</u> (232)	<u>17.9%</u> (75)	<u>5.7%</u> (24)	<u>0.9%</u> (4)	<u>3.6%</u> (15)
Ambulance/emergency medical	<u>49.6%</u> (208)	<u>40.3%</u> (169)	<u>8.1%</u> (34)	<u>0.2%</u> (1)	<u>0.0%</u> (0)	<u>1.7%</u> (7)
Library	<u>37.9%</u> (159)	<u>48.0%</u> (201)	<u>9.8%</u> (41)	<u>1.7%</u> (7)	<u>0.2%</u> (1)	<u>2.4%</u> (10)

**PERCENT OF COLUMN TOTALS**

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied
Garbage disposal	<u>12.2%</u> (202)	<u>6.9%</u> (188)	<u>2.7%</u> (17)	<u>1.0%</u> (2)	<u>0.0%</u> (0)
Recycling program	<u>9.5%</u> (158)	<u>7.3%</u> (199)	<u>5.4%</u> (34)	<u>6.2%</u> (13)	<u>6.4%</u> (3)
Street maintenance	<u>4.9%</u> (82)	<u>7.8%</u> (214)	<u>11.1%</u> (70)	<u>15.2%</u> (32)	<u>12.8%</u> (6)
Snow removal	<u>7.2%</u> (120)	<u>8.4%</u> (229)	<u>5.9%</u> (37)	<u>9.5%</u> (20)	<u>6.4%</u> (3)
Street lighting	<u>5.9%</u> (98)	<u>8.4%</u> (229)	<u>7.6%</u> (48)	<u>15.7%</u> (33)	<u>6.4%</u> (3)
Park maintenance	<u>8.1%</u> (134)	<u>7.6%</u> (207)	<u>7.4%</u> (47)	<u>4.8%</u> (10)	<u>17.0%</u> (8)
Public sewer	<u>5.9%</u> (98)	<u>8.4%</u> (230)	<u>9.0%</u> (57)	<u>5.7%</u> (12)	<u>6.4%</u> (3)
Public water supply	<u>5.4%</u> (89)	<u>7.7%</u> (210)	<u>8.7%</u> (55)	<u>17.6%</u> (37)	<u>17.0%</u> (8)
Storm water drainage	<u>4.7%</u> (78)	<u>7.8%</u> (213)	<u>12.8%</u> (81)	<u>9.0%</u> (19)	<u>17.0%</u> (8)
Fire protection	<u>9.9%</u> (165)	<u>7.6%</u> (208)	<u>5.5%</u> (35)	<u>0.0%</u> (0)	<u>0.0%</u> (0)
Police protection	<u>4.2%</u> (69)	<u>8.5%</u> (232)	<u>11.9%</u> (75)	<u>11.4%</u> (24)	<u>8.5%</u> (4)
Ambulance/emergency medical	<u>12.5%</u> (208)	<u>6.2%</u> (169)	<u>5.4%</u> (34)	<u>0.5%</u> (1)	<u>0.0%</u> (0)
Library	<u>9.6%</u> (159)	<u>7.4%</u> (201)	<u>6.5%</u> (41)	<u>3.3%</u> (7)	<u>2.1%</u> (1)

*21. Regarding the village portion of your property taxes (approximately \$\_\_\_\_ per \$1,000 of assessed value on your 2006 property tax bill) are the property taxes you pay fair, considering the village services you receive?*

52.5% Yes (220)      12.9% No (54)      25.3% No opinion (106)      9.3% No response (39)

*If no, what unnecessary services are village taxes paying for? \_\_\_\_\_*

**22. As Oostburg continues to grow, public facilities such as the village garage, fire department, and library will need additional space which typically is funded by the taxpayer. In order to keep the village portion of your property taxes under control what strategies do you feel are best? (check all that apply)**

- 17.9% Expand the tax base by encouraging industrial/manufacturing development (179)
- 20.8% Expand the tax base by encouraging retail business development (208)
- 13.1% Expand the tax base by encouraging residential development (131)
- 6.3% Reduce village spending/services (63)
- 18.3% Better manage existing revenues from property taxes (183)
- 19.9% Obtain funds for needed services from sources other than property taxes (grants, fundraisers, user fees, etc.) (199)
- 3.5% Other (specify) (35)

**23. Are the current medical facilities/services in the Oostburg area adequate to meet your needs?**

- 41.5% Yes (174)      38.9% No (163)      16.7% Don't know (70)      2.9% No response (12)

**If no, what medical facilities/services would you like to have available? \_\_\_\_\_**

**24. Which of the following would you prefer?(check all that apply)**

- 18.4% A senior center should be developed in Oostburg (84)
- 13.6% A youth center should be developed in Oostburg (62)
- 29.3% A combined senior/youth center should be developed in Oostburg (134)
- 14.9% No facilities for seniors or youth should be developed in Oostburg (68)
- 23.8% No preference (109)

**25. The cost of a youth and/or senior center should be paid by: (check only one)**

- 1.2% Local taxes (5)
- 33.7% Combination of local taxes and user fees, donations, and/or community organizations (141)
- 53.7% User fees, donations, and/or community organizations (no taxes) (225)
- 3.1% Other (please specify) (13)
- 8.4% No response (35)

**26. Currently one emergency siren exists for the entire village. Is this siren adequate to alert Oostburg citizens?**

- 55.8% Yes (234)      18.9% No (79)      23.2% Don't know (97)      2.1% No response (9)

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

**27. In the future, what new recreational facilities/activities would you like to see developed in Oostburg? (check all that apply)**

- 7.8% Multi-purpose courts (tennis, basketball) (64)
- 14.3% Small neighborhood park (118)
- 3.9% Motorized recreational trail (32)
- 20.8% Non-motorized recreational trail (172)
- 1.0% Organized activities (specify)(8)
- 10.3% No new recreational facilities/activities are needed (85)
- 1.3% Organized leagues (specify) (11)
- 7.6% Ball diamonds (63)
- 13.9% Additional parks (115)
- 7.5% Park shelters (62)
- 4.8% Soccer fields (40)
- 6.7% Other (specify) (55)

**28. Is there a need for a joint school/village recreation board to coordinate recreation/athletic facilities/activities in Oostburg?**

28.6% Yes (120)      30.5% No (128)      37.2% Don't know (156)      3.6% No response (15)

**29. Please identify any cultural and historical resources in the Village of Oostburg that are worthy of preservation:**

---

## **ECONOMIC DEVELOPMENT**

**30. As an economic development strategy for Oostburg, which of the following would you prefer? (check all that apply)**

7.4% Home-based businesses (85)  
21.0% Small retail businesses (other than in homes) (241)  
8.6% Businesses that attract out of town visitors/tourists (99)  
14.8% Businesses that serve primarily local residents (170)  
12.5% Commercial/retail business park (144)  
10.4% Office parks (corporate headquarters, regional offices, etc.) (120)  
20.4% Light industrial/manufacturing (234)  
3.0% Heavy industrial/manufacturing (34)  
1.9% Other (specify) (22)

**31. Does the Village of Oostburg need more small business/retail development or is it OK as it is now?**

49.2% Needs more (206)    37.0% OK as is (155)    10.0% No opinion (42)    3.8% No response (16)

**32. What types of retail business and/or services would you like to have available in Oostburg?** \_\_\_\_\_

---

**33. Where should future retail businesses and services be located? (check all that apply)**

35.7% Center Avenue corridor – downtown (196)      39.2% Center Avenue corridor – outskirts (215)  
14.6% Tenth Street Corridor (80)      10.6% Other (specify) (58)

**34. What is your vision of Oostburg's downtown area 10 years from now? (check all that apply)**

21.6% The retail/commercial center of the community (142)  
12.3% An area characterized by mixed uses such as residential and business (81)  
11.7% An area that provides primarily service and professional businesses (77)  
14.2% An area dominated with specialty shops, that attracts visitors to the community (93)  
37.3% An area that provides convenience businesses and services largely for village residents (245)  
2.9% Other (specify) (19)

**35. Revitalizing and beautification of the existing downtown area is important.**

65.4% Yes (274)      16.5% No (69)      15.3% No opinion (64)      2.9% No response (12)

***If yes, the cost for improving the downtown area should be paid by:***

6.4% Local taxes (27)      30.8% Businesses themselves (131)  
30.4% Both taxes and businesses (129)      15.3% Concerned citizens and donations (no taxes) (65)  
14.8% Community organizations (63)      2.4% Other (specify) (10)

**36. Is parking a problem in the downtown area?**

22.9% Yes (96)      64.2% No (269)      10.0% Don't know (42)      2.9% No response (12)

***If yes, please indicate when and where:*** \_\_\_\_\_

**37. Oostburg needs child care/day care centers.**

12.6% Always (53)      18.1% Most of the time (76)      30.1% Some of the time (126)  
19.1% Never (80)      20.0% No response (84)

**38. Regarding industrial development in Oostburg: (check all that apply)**

28.8% The existing industrial park should be enlarged (132)  
3.9% A second industrial park should be developed (18)  
(Where? \_\_\_\_\_)  
12.2% Only small industries with less than 25 employees should be encouraged (56)  
40.7% All industries, regardless of employee numbers, should be encouraged (187)  
14.4% I'm opposed to any additional industrial development (66)

**INTERGOVERNMENTAL COOPERATION**

**39. Intergovernmental cooperation between the Village of Oostburg and surrounding units of government is important to our mutual future.**

74.7% Agree (313)      2.9% Disagree (12)      18.1% No opinion (76)      4.3% No response (18)

***If you agree, which of the following areas are most important for cooperation? (check all that apply)***

11.0% Land use/zoning (180)      16.7% Police protection (273)  
16.3% Fire protection (266)      16.2% Ambulance/first responders (264)  
9.9% Waste disposal (161)      7.0% Recycling (114)  
5.3% Building inspection (87)      5.2% Voting equipment/costs (85)  
11.5% Disaster preparedness (187)      0.8% Other (specify) (13)

**40. Oostburg currently contracts with the Sheboygan County Sheriff's Department for police protection. What is the one best way you feel police protection could be improved?**

60.1% Okay as is – wouldn't change (252)  
24.3% Contract with the County Sheriff's Department for increased services (102)  
7.6% Create a full-time village police department (32)  
3.8% Other (specify) (16)  
4.1% No response (17)

## **LAND USE**

### **41. Which one of the following do you favor?**

- 8.8% Annexation of land by the Village of Oostburg to extend services (water, sewer, etc.) to existing development in the surrounding towns (37)
- 32.0% Annexation of land to accommodate future growth within the Village of Oostburg (134)
- 36.3% No annexation of land/keep the present village boundaries (152)
- 19.1% No opinion (80)
- 3.8% No response (16)

## **IMPLEMENTATION**

### **42. The Village of Oostburg's zoning ordinance should be: (check one)**

- 17.7% Maintained as is (74)
- 9.5% Slightly revised (40)
- 3.1% Completely redone (13)
- 2.1% No response (9)
- 0.7% Eliminated (3)
- 54.9% Not enough knowledge of zoning ordinance (230)
- 11.9% No opinion (50)

### **43. Are there issues in the Village that need new or stricter ordinances or stricter enforcement?**

- 26.3% Yes (110)
- 17.9% No (75)
- 46.8% No opinion (196)
- 9.1% No response (38)

**Please describe:** \_\_\_\_\_

## **OTHER ISSUES**

### **44. Currently the Oostburg Village Board consists of a Village President and six Village Trustees. In the future, should the size of the Village Board:**

- 7.2% Create a paid administrator/manager position (30)
- 3.8% Increase to \_\_\_\_ trustees (16)
- 54.2% Remain the same (227)
- 6.2% Other option (specify) (26)
- 1.0% Decrease to \_\_\_\_ trustees (4)
- 26.5% No opinion (111)
- 1.2% No response (5)

### **45. What improvements would be beneficial to the future of the Village of Oostburg?** \_\_\_\_\_

### **46. Please list any additional comments here:** \_\_\_\_\_

## **STATISTICAL INFORMATION**

### **47. What is your gender?**

- 49.8% Female (222)
- 50.2% Male (224)

### **48. What is your race?**

- 92.6% Anglo or white (388)
- 0.0% Asian (0)
- 4.3% No response (18)
- 0.0% Black (0)
- 1.7% Native American (7)
- 0.2% Hispanic (1)
- 1.2% Other (specify) (5)

**49. What is your age?**

<u>0.0%</u> Under 18 (0)	<u>20.0%</u> 35 – 44 (84)	<u>14.8%</u> 65 – 74 (62)
<u>1.9%</u> 18 – 24 (8)	<u>19.6%</u> 45 – 54 (82)	<u>15.3%</u> 75 or older (64)
<u>9.5%</u> 25 – 34 (40)	<u>17.2%</u> 55 – 64 (72)	<u>1.7%</u> No response (7)

**50. Do you consider yourself a seasonal village resident or permanent?**

<u>1.0%</u> Seasonal (4)	<u>97.1%</u> Permanent (407)	<u>1.9%</u> No response (8)
--------------------------	------------------------------	-----------------------------

**51. Do you rent or own property in the village?**

<u>6.7%</u> Rent (28)	<u>91.6%</u> Own (384)	<u>1.7%</u> No response (7)
-----------------------	------------------------	-----------------------------

**52. How long have you lived in the Village of Oostburg?**

<u>14.1%</u> Less than 5 years (59)	<u>16.9%</u> 11 – 19 years (71)	<u>27.2%</u> Lifetime resident (114)
<u>11.9%</u> 5 – 10 years (50)	<u>28.4%</u> 20 years or longer (119)	<u>1.4%</u> No response (6)

**53. Is your place of employment located in the Village of Oostburg?**

<u>23.8%</u> Yes (100)	<u>45.7%</u> No (192)	<u>28.8%</u> Retired (121)
<u>1.7%</u> Unemployed (7)		

**54. If currently employed, in what category is your occupation?**

<u>0.7%</u> Agriculture/farming (3)	<u>0.7%</u> Wholesale trade (3)
<u>6.7%</u> Construction (28)	<u>6.4%</u> Retail trade (27)
<u>13.1%</u> Manufacturing (55)	<u>6.2%</u> Finance, insurance, or real estate (26)
<u>1.0%</u> Utilities (4)	<u>6.0%</u> Other service occupation (25)
<u>3.6%</u> Government (15)	<u>6.9%</u> Education (29)
<u>6.0%</u> Homemaker (25)	<u>10.0%</u> Other professional (42)
<u>9.5%</u> Other (specify) (40)	<u>23.2%</u> No response (97)

**55. Approximately how many miles do you travel to your place of employment?**

<u>15.5%</u> Less than one (65)	<u>20.5%</u> 11 – 19 (86)	<u>5.5%</u> 45 or more (23)
<u>19.3%</u> 1-10 (81)	<u>7.4%</u> 20 – 44 (31)	<u>5.5%</u> Work at home (23)
<u>26.3%</u> No response (110)		

**56. How many members are in your household?**

<u>11.5%</u> 1 (48)	<u>47.0%</u> 2 (197)	<u>10.7%</u> 3 (45)	<u>14.8%</u> 4 (62)
<u>9.3%</u> 5 (39)	<u>3.8%</u> More than 5 (16)	<u>2.9%</u> No response (12)	

**57. Do you feel the responses you provided in this survey are representative of your household?**

<u>91.9%</u> Yes (385)	<u>1.2%</u> No (5)	<u>5.0%</u> Not sure (21)	<u>1.9%</u> No response (8)
------------------------	--------------------	---------------------------	-----------------------------

**58. Do you have access to e-mail and/or the Internet?**

<u>36.3%</u> Yes, only at home (152)	<u>3.8%</u> Yes, only at work (16)
<u>37.2%</u> Yes, at home and work (156)	<u>22.2%</u> No personal access (93)
<u>0.5%</u> No response (2)	

# **APPENDIX 1C**

## **Draft Vision and Goal Statements Survey**

**VILLAGE OF OOSTBURG  
SMART GROWTH/COMPREHENSIVE PLANNING  
DRAFT VISION AND GOAL STATEMENTS**

Dear Village of Oostburg Citizens,

**YOUR ASSISTANCE IS NEEDED...AGAIN!!!** The Village of Oostburg is working cooperatively with UW-Extension Sheboygan County in planning for the future. Because public participation is the foundation upon which our comprehensive “Smart Growth” plan will be built, we are again in need of your assistance.

The input provided by Oostburg citizens from the recent long range planning survey was much appreciated....Thank you! This input was essential in developing the enclosed **draft** vision statements for our community and goals for the various elements to be included in our plan.

**YOUR INPUT IS IMPORTANT!!!** Establishing Oostburg’s vision and goals are extremely important in the planning process, since our planning cannot continue or be completed without them. By reviewing the enclosed draft vision and goals and indicating your opinions (whether you agree, disagree, or have no opinion for each), you will be providing valuable input that will be used!

We would appreciate receiving your opinions by **Monday, May 19, 2008.**

Thank you for your help. Your input in the development of Oostburg’s comprehensive plan is greatly appreciated. Looking forward to your response!

Sincerely,

The Oostburg Village Board and Smart Growth Committee

**Please check one box for each statement.**

**OVERALL VISION STATEMENT**

We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses, and industries that make Oostburg a great place to live, work, and play.

92.9% Agree                      2.8% Disagree                      2.4% No opinion                      2.0% No response

Comment: \_\_\_\_\_

**HOUSING GOALS**

Oostburg’s housing stock should be predominantly single-family.

70.8% Agree      19.0% Disagree      9.1% No opinion      1.2% No response

Comment: \_\_\_\_\_

A variety of quality housing opportunities for all segments of Oostburg’s population should be recognized.

76.7% Agree      11.9% Disagree      9.5% No opinion      2.0% No response

Comment: \_\_\_\_\_

To maintain housing values and promote/encourage attractive housing, relevant codes/ordinances should be reviewed regularly and enforced.

88.5% Agree      4.3% Disagree      4.7% No opinion      2.4% No response

Comment: \_\_\_\_\_

**TRANSPORTATION GOALS**

Oostburg will provide well-maintained, safe streets and roads for residents, travelers, and cyclists.

96.0% Agree      0.8% Disagree      1.2% No opinion      2.0% No response

Comment: \_\_\_\_\_

Oostburg will continue to have well-maintained sidewalks within the village.

91.3% Agree      4.3% Disagree      2.4% No opinion      2.0% No response

Comment: \_\_\_\_\_

Oostburg will participate in state and county transportation activities that impact the village.

75.1% Agree      4.7% Disagree      15.8% No opinion      4.3% No response

Comment: \_\_\_\_\_

**UTILITIES AND COMMUNITY FACILITIES GOALS**

Oostburg will provide cost-effective services, infrastructure, and facilities that are appropriate, well-maintained, and address current and future needs.

90.1% Agree      2.4% Disagree      4.3% No opinion      3.2% No response

Comment: \_\_\_\_\_

Oostburg will provide quality, cost-effective emergency services to meet the changing needs of the community.

94.1% Agree      2.0% Disagree      2.8% No opinion      1.2% No response

Comment: \_\_\_\_\_

A community center with a focus on seniors/youth will be explored/studied.

55.7% Agree      26.5% Disagree      15.8% No opinion      2.0% No response

Comment: \_\_\_\_\_

Effective methods to alert/inform all Oostburg residents/visitors of disaster will be explored/studied.

81.0% Agree      7.9% Disagree      8.7% No opinion      2.4% No response

Comment: \_\_\_\_\_

**AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS**

Oostburg will continue to maintain and provide for current park and recreation facilities/activities and future park and recreation facilities/activities will be explored.

89.7% Agree      4.7% Disagree      3.6% No opinion      2.0% No response

Comment: \_\_\_\_\_

The preservation of historical and cultural resources, both past and present, should be encouraged.

79.8% Agree      4.0% Disagree      14.2% No opinion      2.0% No response

Comment: \_\_\_\_\_

**ECONOMIC DEVELOPMENT GOALS**

Oostburg will encourage economic development through the attraction and retention of small retail businesses that meet the needs of local residents.

87.7% Agree      5.1% Disagree      4.0% No opinion      3.2% No response

Comment: \_\_\_\_\_

Oostburg will foster a strategy that serves to maintain and enhance an economically viable Central Avenue corridor and downtown area.

83.0% Agree      4.3% Disagree      8.7% No opinion      4.0% No response

Comment: \_\_\_\_\_

As an economic development strategy, attracting businesses to the industrial park should be encouraged by Oostburg.

88.5% Agree      2.8% Disagree      5.9% No opinion      2.8% No response

Comment: \_\_\_\_\_

Oostburg supports economic development that does not negatively impact the village’s small community atmosphere or assets its’ citizens value.

81.8% Agree      6.3% Disagree      7.5% No opinion      4.3% No response

Comment: \_\_\_\_\_

**LAND USE GOALS**

Oostburg will follow a strategy of moderate, managed growth, focusing on the utilization/development of available land within village limits before annexing additional land.

80.6% Agree      6.7% Disagree      9.5% No opinion      3.2% No response

Comment: \_\_\_\_\_

**INTERGOVERNMENTAL COOPERATION GOALS**

Oostburg will protect and enhance the visual character/aesthetics of the community by enforcing current and implementing new ordinances.

74.7% Agree      8.7% Disagree      9.9% No opinion      6.7% No response

Comment: \_\_\_\_\_

The current organizational structure for village governance (village president and six village trustees) should be continued.

72.3% Agree      5.5% Disagree      17.0% No opinion      5.1% No response

Comment: \_\_\_\_\_

Current ordinances should be enforced and periodically reviewed.

89.3% Agree      1.2% Disagree      4.0% No opinion      5.5% No response

Comment: \_\_\_\_\_