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**CITY OF HOLLAND
MASTER PLAN**

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Land Use Plan	Located in the back pocket

INTRODUCTION

Planning is an activity that pervades virtually every aspect of our personal and communal lives. We make grand plans for our lives, such as choosing an educational course, planning a career, family planning, vacation planning, and retirement planning. We also make a host of routine and sometimes subliminal plans on a day to day basis: meal menus, shopping lists, what to wear to work, what magazines to order or books to read, what to watch on TV or what movies to see, what bills to pay or charities to support, what car to buy and how to finance it, whether to rent or own, and the list goes on and on.

A step beyond our personal and family lives, our organizations and institutions also plan. Churches, schools, clubs, associations, businesses, and industries plan programs, events, facilities, fund raising, sales and production. It comes as no surprise, therefore, that governments also plan, not on just one level, but on several. The City of Holland plans what programs or services to offer, how to deliver them, and how to fund them. Although some plans reach forward five to ten years for projecting specific programs or activities, the basic time frame for reevaluating and reaffirming the overall scope of governmental service is the annual budgeting process carried out by City Council. On another level, however, governmental decisions about the physical composition and development of the community stretch out into visions of five or ten years or beyond. It is this vision of how our community will look and function, and how the parts will fit together to meet our communal needs and desires that is referred to as the community "Master Plan."

Although ultimate policy decisions rest with the chief governing body of the City - our elected City Council - both Holland's Charter and many laws of the State of Michigan recognize the virtues of a broader base of participatory government through the involvement of advisory boards or commissions. One such body is the City Planning Commission, comprised of six citizens appointed from the community at large, serving along with the Mayor, one Council representative, and one administrative representative. Although the scope of services provided by the Commission has expanded recently into such areas as site plan review and consideration of special land uses, the fundamental tasks of the Commission remain preparing and adopting the City's Master Plan, and preparing and recommending to Council the adoption of the Zoning Ordinance, Zoning Map, Subdivision Ordinance, and other regulatory instruments designed to bring plans into fulfillment.

If the purpose of planning is the effective management of change, then a city's master plan, and all of the associated regulations, will reflect the level of change a community experiences or expects. A small community, with an economy based predominantly in agriculture or tourism, may be able to plan with a single, simplistic document. Planning may also be relatively more simplistic in a large city that is fully developed and economically and socially stable. Holland, however, is neither of these. No longer a small town, and not yet

a big city, Holland is still experiencing the growth, both within City corporate boundaries and in the surrounding area, that resulted in thrusting it into an "urban area" designation by the Census Bureau following the 1990 Census. One of sixteen urban areas designated in the state, such classification comes when a city and/or densely populated contiguous areas reach a population of 50,000 or more.

More than simply an honorary designation, such classification is indicative of planning challenges for Holland on numerous fronts. Some new transportation planning initiatives will be mandated as a condition of future state and federal highway funding. Others will emerge by our own volition, simply because we know that continued growth brings continued challenges.

Though diminishing in number and area, there are still "frontiers" of undeveloped lands at various perimeter locations, and land use decisions still have to be made about such areas. Traffic management challenges have resulted not only in overview traffic plans, but in specific corridor plans for such routes as the 16th -17th crosstown corridor, or the future reconfiguration of downtown area business routes. Past City plans dealt with aviation on a conceptual level only. Today, the City's Master Plan encompasses an airport plan for Tulip City Airport. Public facilities that were the pride of yesterday, such as the Civic Center, the Street Department, the Library, and the waste treatment plant, now appear inadequate to carry us into 2000 and beyond. And in all such areas, we are increasingly aware that the need to plan is driven not by City growth alone, but by the growth of Holland, the urban area.

Maintaining a current Master Plan is the foremost challenge facing City planners as they move into the 1990's. In presenting this document to City Council and the community, Planning Commissioners and staff are mindful that planning is an ongoing process. This plan succeeds a 1953 plan that identified the early stages and appropriate responses to urban deterioration and suburban sprawl. It succeeds also a plan from the early 1970's that charted growth into vast undeveloped lands along the City's southern and eastern boundaries. This plan supersedes old plans not because those plans were bad plans, but because they had reached fruition. Their time had simply come and gone, and time again had come to take stock of where we are and where we are going.

We are mindful also of the broad scope of planning, for which this Master Plan is a focal point, but which also embraces much more. This Master Plan presents the big picture of Holland's future as will no other planning document. It will not present the whole picture, however, and we encourage makers and users of this plan to be aware of the many specialized plans that supplement it. Some are specific to functional elements of our community life, such as the Park and Recreation Plan or the Airport Master Plan. Others are specific to geographic portions of the City, such as the downtown traffic circulation plan or historic district expansion plans. More so than ever before, City plans will transcend City limits, and be seen as part of areawide or regional plans. With the continued support of constituent governments, the Macatawa Area Coordinating Council (MACC) will grow

stronger as a collective voice for issues bigger than our boundaries. County planning may emerge to fill a planning need on an even broader scale. Private-public partnerships have accounted for many good things in our community in the past, and will continue to emerge as a means of achieving what we envision.

With the presentation of this plan we are not "done". We have merely laid the foundation upon which zoning ordinances, zoning maps and developmental regulations and decisions will be crafted. We have endeavored to guide, but not to bind, future decisions toward the fulfillment of our best vision of Holland. Though the process of planning goes on, we are nonetheless proud of the milestone this plan represents, and are pleased to put it into service for the tasks that yet lie ahead.

*HOW TO USE
THE CITY OF HOLLAND
MASTER PLAN*

What is a Master Plan?

The Master Plan is a guide to be used by the City to help determine the land use and development policies that will affect its physical development.

As a community matures, a direction for future development is needed to ensure that its desires regarding growth are translated into action. The intent of this Master Plan is to provide the direction needed by the City of Holland to look forward to the year 2010. The City of Holland Planning Commission is responsible for the completion and implementation of the Master Plan.

As a guide, the Plan is not meant to be rigidly enforced; changing conditions will affect the assumptions and directions determined when the Plan was originally devised. But changing conditions do not necessarily mean that the Plan must change. Rather, the Planning Commission must evaluate those changes to determine if the Master Plan remains valid. If it determines that it has retained its validity, its precepts should be followed.

How does the Master Plan affect me?

How the Master Plan affects individuals depends on your particular circumstance. If you are a *property owner* you may have several interests. As a *homeowner*, you will be interested in the properties in your immediate neighborhood. You may wish to know what land uses are proposed for vacant land in your area, or what road improvements may be proposed, or what new government facilities are planned.

As an *owner of vacant property* you will want to know what land uses are proposed for your property. You may also want to know what utilities are available and what road improvements are proposed.

As a *member of the community* you will be interested in the overall concepts of the Plan, as expressed in the Goals and Objectives. These statements will give you an indication of the Planning Commission's view of the community now, and for the future.

How should I use this Plan?

Use of the Plan depends on your particular interest in the future of Holland, but generally, there is a process you can follow.

Step #1 Determine the land use proposed for your property and the area surrounding it.

You will find this information on Page 85, the Land Use map. This map is divided into 11 land use categories. The plan section on Land Use (page 83) will describe the characteristics of the categories and the Land Use goals and objectives.

Step #2 Determine how the Planning Commission views development in your Policy Area.

The Planning Commission has identified 12 Development Policy areas within the City. The text of the Development Policies (page 70) indicates the general direction of development within each area. The Policy text is meant to provide a general direction to the Planning Commission and the community as to development within the area. For example, Policy Area #12 states:

"The industrial uses which developed over the history of the city present a unique land use challenge. Over the years an accommodation of residential and industrial uses has developed; each has "grown up" with the other. Some of the properties along the northwestern fringe have developed as commercial and offices uses, which have also been absorbed into the neighborhood. Major changes within this area are unnecessary. However, new activities or uses which may be added to the industrial uses should be carefully monitored so that the existing compatible mix of land uses is not substantially altered. Where possible, the existing industrial uses should be allowed to upgrade and modernize."

This statement indicates that the development of industrial and commercial uses in this area will generally be allowed to continue. However, if new industries and other uses are added, they must be consistent with the character of this area.

Step #3 Determine how other physical developments may affect your property.

There are a number of other elements of the Plan that will impact the use of land in the City. The future transportation network, for example, is described on Page 37. Utility coverage and plans for various utility lines are identified for future improvements in the Public Facilities and Services section (page 28).

If a proposed project is on a major roadway within the City, the Transportation section of the Plan (page 34) includes recommendations for landscaping, access management, and other development characteristics.

Conclusion

The Master Plan may have a profound impact on certain properties and areas within the City. In other areas, the Plan stresses the preservation of the existing character. In all cases, the Plan serves as a tool for determining the extent and direction of the future physical development for the City.

COMMUNITY CHARACTER

This document is organized so that first, we understand the demographics of our City, its economic base, and how the land is presently used. Second, some projections for the future are made so that we can visualize what tomorrow might be. And third, based on the first two steps, goals and objectives for the future are established.

This Community Character section is the first step in the Master Plan process. It is the intent of the Planning Commission to build upon the work already accomplished by other citizen groups, committees appointed by City Council, and organizations in the community. In this regard, following are key components of other planning efforts that have provided particular guidance to this Master Plan.

"Holland 2010 - A Strategic Plan"

"Holland 2010 - A Strategic Plan" was issued in October of 1988, completing a year-long process designed to determine the City's goals and objectives for the next 20 years. The Strategic Plan was completed by the 2010 Task Force, made up of residents of the City of Holland and participants from surrounding townships. The Task Force's efforts were divided into a series of committees, each covering a different topic area. These topic areas included:

- Self Image
- Finance
- Health and Well-Being
- Industrial/Commercial
- Multi-Cultural
- Education
- Governmental Issues
- Housing
- Land Use
- Transportation

The Land Use portion of the Strategic Plan identified three goals for the community. Along with these goals, objectives designed to implement these goals and strategies were also established.

Goal #1

"Holland will be a planned and planning community. Development and redevelopment will continue to occur in a quality manner according to a master land use plan which is reviewed and updated every five years. Area-wide cooperation in planning has become a vital force in community development." (Target year 2010)

Goal #2

"Waterfront land from Kollen Park to VanBragt Park will be developed for public recreational use." (Target year 2010)

Goal #3

"Holland will be a community with abundant green space surrounding developed areas." (Target year 2000)

It is worth noting that during the Strategic Plan process the most frequently chosen description of Holland was "changing." As the Plan noted,

"Given the rapid commercial and industrial development of the US-31 corridor during the last five years, it is easy to understand why people in Holland view their community as changing. The implications for land use concerns are bold and serious. As pastures and trees rapidly give way to buildings and parking lots, citizens must come to terms with their sense of loss and lack of control. They are required to deal with increased traffic, light and noise."

As with many communities in Ottawa County, especially along the Lake Michigan shoreline, increased residential, commercial, and industrial development has been both a source of the exceptional quality of life currently enjoyed by Holland residents, as well as a concern for preservation of traditional community values and character.

Goals in Other Plans

Downtown Traffic Task Force - June, 1989.

- Create a roadway system which has a high degree of safety, with due consideration to both pedestrians and vehicles.
- Incorporate into this plan the consensus of the Michigan Department of Transportation relative to highway business routes through the city.
- Have a traffic system and street, sidewalk, and curb strip layouts that are conducive to attractive, easily-maintained landscaping.
- Coordinate downtown traffic planning with adjacent government jurisdictions.

The Holland Community Plan - Parks and Recreation - 1991

- A high quality of life shall be maintained through the promotion of community pride, active citizen participation, and the provision of quality recreational facilities and programs for all age groups.
- Continue the highest level of recreational opportunity consistent with fiscal constraints and limited resources.
- Maximize recreational opportunity for all citizens.
- Enhance and expand waterfront recreational opportunity.
- Respond to changing social and demographic conditions and community expectations.

The Holland Community Plan - Land Use and Development - 1978

- *Local Economy*

To keep local government solvent without excessive taxes; to maintain a high level of stable employment; to maintain prosperity; to enable citizens in the community to achieve levels of personal income and wealth consistent with a decent standard of living.

- *Natural Environment*

To minimize pollution, protect wildlife and ecologically important features, preserve the natural environment, and conserve scarce resources.

- *Aesthetic and Cultural Values*

To protect and improve the physical attractiveness of the community; to identify and conserve important elements of local historical heritage; to promote a wide variety of cultural enrichment for all citizens.

- *Public and Private Services*

Transportation	To provide access to an adequate choice of community services, facilities, and employment in a safe, quick, and convenient manner, to move goods with efficiency.
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Shopping/Services

To promote the adequacy, variety, convenience, and pleasantness of shopping and obtaining consumer services for people in the community.

- *Housing*

To increase the opportunity for all citizens to obtain safe, healthful housing at prices they can afford.

PLANNING POLICIES

The Planning Commission, through their actions on individual development proposals, past planning efforts, and other related activities, has developed a number of consistent practices that impact the way Holland is planned. These policies are:

- To rezone property which has, or will have, simultaneous development of public utilities.
- To encourage an emphasis on increasing green space throughout the city, especially with reference to commercial and industrial properties.
- To confer with neighboring communities and the Macatawa Area Coordinating Council toward a unified development plan.
- To follow a specified land use plan for the next five years with emphasis on limiting commercial or industrial growth which would encroach into residential neighborhoods.
- To continue to view a number of undeveloped parcels of property as potential for future industrial or residential development.
- To expand the use of site plan review and special land use procedures as means of expanding input and assuring conformity with community plans.

INCORPORATION OF ADDITIONAL CITY PLANS BY REFERENCE

Among the utilities operated by the Board of Public Works, the street and drainage systems managed by the Engineering/Street Department, the park and recreation facilities and programs of the Department of Leisure and Cultural Services, the development and operation of Tulip City Airport, and the services and facilities of other city department, planning is an ongoing process.

It is also a sophisticated process. Gone are the days when a single agency can create a single planning document covering all facets of municipal operations. Technological sophistication demands specialization in planning. While the Planning Commission may

serve a role as general practitioner of planning, other Boards and Departments of the city are its specialists.

As a tool guiding growth and development, the Master Plan is a broad statement, complemented by numerous other plans dealing more specifically with smaller geographical portions of the City, or with functional elements of the overall city operation. To the extent that such plans have been duly adopted by the City, through City Council or appropriate Boards or Commissions, said plans are hereby incorporated by reference as part of the Master Plan of the City of Holland. These plans shall include, but not be limited to:

- The Tulip City Airport Layout Plan (ALP)
- The Park and Recreation Plan, current edition as filed with the DNR
- The 1960 Master Plan Report on Sanitary Sewer with supplements
- The Wastewater Treatment Joint Operating Agreement and Related Plans
- The 1960 Master Plan Report on Storm Sewers with supplements
- Street and Facility Capital Improvement Plans as included in annual budgets
- Holland 2010 - A Strategic Plan for the City of Holland

THE PEOPLE OF HOLLAND

To form valid opinions about the future of our City, we need to understand its basic history and the demographics of its population. This section will describe the growth that Holland has experienced, characteristics of the population, and projections for the future.

Historic Population Growth

The prosperous City of today, with more than 30,000 inhabitants, has significantly changed since 1847 when Dutch Reverend Albertus VanRaalte first settled in the wilderness area on what was then called Black Lake. The total population consisted of a few of VanRaalte's Dutch followers, who had fled their home country to make a new life in western Michigan, and the native Americans who inhabited this area. With soil suitable for farming and access to water, the new immigrants judged the location fitting for a settlement.

Within 10 years, the community was firmly established and population increased. VanRaalte and his followers erected a church and other structures that retained the growing population and attracted more citizens. By the early 1900s, Holland had grown to 8,000 persons (see Table 1, below).

Table 1
Population History
Holland, Michigan

1890	1900	1910	1920	1930	1940	1950	1960*	1970	1980	1988	1990
3,945	7,790	10,490	12,166	14,346	14,616	15,860	24,777	26,479	26,281	28,950	30,745

* Annexation during this period substantially increased the total population.

Source: City of Holland, 1990.

The land surrounding the settlement was cleared and farmed. Harbor excavations, initiated in 1864, widened the stream connecting "Black Lake" to Lake Michigan, opening up a shipping lane to Chicago and other markets for commerce, particularly for products related to the booming lumber industry. Tourism flourished for a time as well, as vacationers from Chicago arrived by train to stay at a pair of large resort hotels on Lake Macatawa. The economy has continued to flourish, attracting permanent residents and numerous industries.

Table 2 compares the historic population growth in Holland with that of surrounding communities.

Table 2
Historic Population Growth
City of Holland and Surrounding Areas, 1960 - 1990

	1960	1970	1980	1990	1960-1990
City of Holland	24,777	26,479	26,281	30,745	24.09%
Fillmore Township	1,877	2,126	2,307	2,710	44.38%
Laketown Township	1,814	2,175	4,332	4,888	169.46%
Park Township	4,043	6,461	10,354	13,541	234.92%
Holland Township	6,498	8,455	13,739	17,523	169.67%
Allegan County	57,729	66,575	81,555	90,509	56.78%
Ottawa County	98,719	128,181	157,174	187,786	90.22%

Source: U.S. Bureau of the Census.

Annexation of township territories to the east, south, and west increased land area from four square miles to 13, which resulted in a population jump during the decade from 1950 to 1960. Since that time, population has grown at a much slower rate. Holland's slower population increase between 1970 to 1980 was partly due to the decrease in industrial development during this time. The remainder of the surrounding communities, in addition to Allegan and Ottawa Counties, grew at a much faster rate, particularly as the supply of vacant residential land within the City diminished.

The population increase for townships surrounding the City was high in the 1970s. This increase occurred when the I-196 expressway was completed, making large parcels of relatively inexpensive, land which had ready access to highways leading to larger urban, employment centers, such as Grand Rapids. This increased accessibility attracted additional population with many people moving away from the cities and into the rural areas, such as Park, Laketown, and Holland Townships.

Approximately 9.5 percent of Holland's population is comprised of Hope College students. The 1990 fall enrollment of 2,813 students was the highest ever and a seven percent increase over 1989. The 1991 enrollment is 2,746, a decrease consistent with many colleges and universities across the country.

Population Projections

The population for the City of Holland is projected to increase at a relatively modest rate over the next 20 years (10 percent total) as compared to the 17 percent growth during the 1980-90 period. This is because the City of Holland has 80 to 85 percent of its land presently developed and the fact that much of this vacant land is in industrially zoned areas.

The population projections shown below were prepared by The WBDC Group. Projection methods differ greatly and can include any number of measures such as net migration and natural increase of the population, utility hook-ups, building permits, and employment. For this plan, mathematical projection methods using past trends, combined with available land, were used to predict Holland and surrounding communities' population.

Table 3
Population Counts and Projections
City of Holland and Surrounding Area 1980-2010

Community	1980	1990	2000	2010	1990-2010
City of Holland	26,281	30,745	31,850	33,891	10.2%
Fillmore Township	2,307	2,710	3,050	3,203	18.2%
Laketown Township	4,332	4,888	5,100	5,605	14.7%
Park Township	10,354	13,541	16,677	20,459	51.1%
Holland Township	13,739	17,523	20,545	23,948	36.7%
Allegan County	81,555	90,509	101,900	102,875	13.7%
Ottawa County	157,174	187,768	231,266	272,774	45.3%

Sources:

1980 & 1990 - U.S. Bureau of the Census (actual counts);
2000 - 2010 Projections from The WBDC Group, 1990.

Population by Age

Age analysis is important to identify needs for groups of people in age categories. Housing, recreation, economic, transportation, education, and social demands are just a few factors that are influenced by the age of residents. Examining age categories also provides some indication of migration.

Table 4
Population by Age
City of Holland, 1980 & 1990

Age	1980	% of Total Pop.	1990	% of Total Pop.	1995	% of Total Pop.
Under 5	1,886	7.2%	2352	7.7%	2321	7.4%
5 - 11	2,524	9.6%	3146	10.3%	3199	10.2%
12 - 16	2,003	7.6%	1925	6.3%	2133	6.8%
17 - 21	3,672	14.0%	2719	8.9%	2729	8.7%
22 - 29	3,835	14.6%	4216	13.8%	3638	11.6%
30 - 44	4,045	15.4%	7209	23.6%	7904	25.2%
45 - 54	2,292	8.7%	2504	8.2%	3137	10.0%
55 - 64	2,504	9.5%	2322	7.6%	2101	6.7%
65 and over	3,520	13.4%	4155	13.6%	4172	13.3%
TOTAL	26,281	100%	30,548	100%	31,365*	100%

Source: U.S. Bureau of the Census, 1980 (actual); CACI, Inc. 1990, 1995 (estimates).

* 1995 CACI total population estimate anticipates a .4% annual growth.

The largest percentage of the Holland population is in the 30 - 44 year old age bracket. People 30 - 44 years old are generally the children of "baby boomers" and are nearing the middle-age categories (35 - 54 years). CACI estimates that the median age for 1990 is 31.9 (as compared to the 1980 Census figure of 28.4) and will increase to 33.1 by 1995. These figures significantly exceed the estimated 1990 median age of Ottawa County (27.6) and the State of Michigan (28.8).

The percentage of the population less than 16 years of age is projected to remain near the 1980 figure (24.5%). By 1995, the population between 17 and 29 years is projected to decrease over 7.5% from the 1980 figure of 27.9%. Also by 1995, the 30 to 64 age group is projected to grow to 41.9% of the total population as compared to the 1980 percentage of 23.9. The 65+ age group is projected to remain near the 1980 percentage of 13.4.

Population by Race

Holland's population is predominantly white (88.1 percent), with a significant number of Hispanics (14.1 percent). The percentage of Hispanics in Holland is much higher than the State of Michigan (1.8 percent) and surrounding communities (generally 2-3%).

Hispanics migrated into the Holland area very early in the century from Mexico and Texas, following the harvest of cucumber and sugar beet crops. The migrants were a seasonal population in Holland for decades, coming north in time for the summer and fall harvests and returning to the south during the winter. This trend continued until World War II, when a manpower shortage led to factory jobs for the migrants who, for the first time, began to settle in Holland.

Table 5
Population by Race
City of Holland, 1990

Community	White	%	Black	%	Span. Origin	%
City of Holland	26,791	88.1%	324	1.0%	4347	14.1%
Fillmore Twp.	2,278	97.7%	-	0%	53	2.3%
Laketown Twp.	4,057	93.3%	241	5.5%	51	1.2%
Park Township	10,354	97.3%	-	0%	292	2.7%
Holland Twp.	15,981	91.2%	90	.05%	1,623	9.2%
Allegan County	78,354	95.7%	1,471	1.8%	2,011	2.5%
Ottawa County	152,789	96.4%	632	0.4%	5,006	3.2%
Michigan (1,000)	7,872	85.0%	1,199	12.9%	162	1.8%

Source: U.S. Bureau of the Census, 1990 (preliminary).

The 1990 Spanish Origin count of 14 percent of the total City population is a 3 percent increase from 1980, however, the 1990 Spanish Origin count of 4,347 is a 49.3 percent increase from 1980 (2,911).

The Asian population within the City experienced a 253.4 percent increase between 1980 (277) and 1990 (979). This sector of the population represents 3 percent of the total 1990 City population in comparison to 1 percent in 1980.

ECONOMIC PROFILE

Household Income

The distribution of income for Holland's residents shows a balanced percentage of households in income categories that compares closely with the State of Michigan. 41% of Holland households earn between \$15,000 and \$35,000 per year. Over 45% of households earn less than \$25,000 per year.

There are 13.8 percent of the households earning less than \$10,300 per year in the City of Holland, an income classified as poverty level by the U.S. Bureau of Census. That figure is comparable to that of Grand Haven City and Ottawa County (both 14%). The 1990 poverty levels for the State are not yet available, but the 1980 Census indicated the number to be approximately 12%.

Table 6
Household Income Distribution
City of Holland, 1990*

Income Range	Households	Percent
\$ 0 - \$9,999	1,444	13.8%
10,000 - 14,999	1,122	10.7%
15,000 - 24,999	2,191	20.9%
25,000 - 34,999	2,100	20.0%
35,000 - 49,999	1,973	18.9%
50,000 - 74,999	1,097	10.5%
75,000+	549	5.2%
TOTAL	10,476	100%

* Source: The figures shown in this table are estimates prepared by CACI, Inc., 1990.

Household income includes the income of families and unrelated individuals.

Questions have been raised concerning the impact that Hope College students have on the household income distribution figures provided by either the Census Bureau or CACI, Inc.

The Hope College students living in dormitories or outside of the City are not included in the household income figures. Dormitories are considered group quarters rather than households.

Hope College has estimated that in 1990, approximately 250 students lived in private, non-college houses in the City and that approximately 350 students lived in 50 houses owned by the College. An average of four students per non-college owned house would indicate that of the actual 1990 Census count of 10,572 City households, perhaps, 100-150 (1%) are occupied solely by Hope students. This is a minimal impact on the household income distribution categories described in Table 6.

Median Household Income

The 1986 median household income estimate for Holland is similar to or higher than surrounding communities, yet, slightly lower than the average for Ottawa County. The 1980 median income for the City of Holland (\$19,344) was somewhat lower than surrounding townships although higher than nearby cities. CACI, Inc. estimates the City's 1990 median household income at \$27,290.

Table 7
Median Household Income
City of Holland and Surrounding Areas
1980 Census and 1986 Estimate

Community	1980	1986 Estimate
City of Holland	\$19,344	\$25,866
Laketown Township	\$22,197	N/A
Grand Haven (City)	\$18,776	\$25,211
Park Township	\$23,581	N/A
Allendale	\$17,548	\$23,389
Ottawa County	\$20,331	\$26,740
State of Michigan	\$18,596	\$22,721

Source: 1980 - U.S. Bureau of the Census; 1986 - Department of Management and Budget.

Employment

A comparison of employment by industry for the City of Holland, Allegan County, and Ottawa County shows that the distribution of employees in the various industries located in the City of Holland is very similar to Ottawa and Allegan Counties. The highest percentages of employees are in the manufacturing and service industries. Overall, the employment mix is indicative of a balanced economy.

1990 Census figures for employment were not available during preparation of this Master Plan. It is expected that the distribution amongst the various employment categories will be somewhat different in 1990 as compared to 1980. However, the 1990 employment base is likely to reflect a balanced employment mix.

Table 8
Employment by Industry
City of Holland and Surrounding Counties

Community	City of Holland	City of Holland	Allegan County	Ottawa County
Industry	Employees	Percent	Percent	Percent
Agriculture, forestry, and fisheries	96	0.8%	5.9%	3.8%
Construction and mining	499	4.1%	6.0%	5.8%
Manufacturing	4,453	36.6%	38.3%	34.2%
Transportation, Communications and Utilities	442	3.6%	4.1%	5.2%
Wholesale Trade	520	4.3%	4.2%	4.8%
Retail Trade	1,861	15.3%	14.8%	15.1%
Finance, Insurance, and Real Estate	504	4.1%	3.3	3.8%
Services	3,465	28.5%	20.8%	24.8%
Public Administration	335	2.7%	2.6%	2.3%
TOTAL	12,175	100%	100%	100%

Source: U.S. Bureau of the Census, 1980.

GOALS AND OBJECTIVES

The Planning Commission has established a series of goals and objectives covering the primary elements of the Master Plan. A goal is a statement of an end result that the community should strive to attain. An objective is a statement of the action needed to reach the goal.

The purpose of goals and objectives is to provide vision and direction to the Master Plan and the people responsible for implementing it.

The goals and objectives should be used by the Planning Commission, City Council, City staff, citizens, and others dealing with the elements in the City that are subjects in this Master Plan. Further, numerous decisions will be made throughout the life of the Master Plan wherein reference to the Plan will provide a City-wide direction to individual decisions.

The Planning Commission encourages everyone to become familiar with the Master Plan and to use it frequently.

Goals and objectives have been prepared for the following subjects:

The Environment

Public Utilities

Transportation

Recreation

Housing

Land Use

THE ENVIRONMENT

GOAL

TO PROVIDE OUR COMMUNITY WITH AN ENVIRONMENT THAT IS FREE OF AIR, WATER, GROUND, NOISE, AND VISUAL POLLUTION.

Objectives

- Incorporate environmentally-sensitive development techniques, such as tree, natural feature, and wetland preservation, into project site plans.
- Incorporate landscaping into all site plans to ensure development that contributes aesthetically and environmentally to the community.
- Develop solid waste management practices which reduce reliance on landfill disposal.
- Promote the development of both public and private uses for recycled goods and materials.
- The City should be a leader in recycling education through both public forums and public activities such as Project Pride, Spring and Fall cleanup, garbage and refuse legislation.
- Direct and regulate development to minimize air, water, light, visual, and noise pollution.
- Minimize the impact of signs upon visual pollution.
- Minimize the impact of overhead utility wires upon visual pollution by encouraging the Holland Board of Public Works to implement the systematic placement of all such wires underground.
- To develop and promote storm water drainage methods that minimize pollution and erosion.
- Maintain wastewater treatment facilities and techniques to protect surface water quality.
- To work on a regional level to ensure that pollution of area lakes and rivers is eliminated.

Background

Historically, land in Holland was developed with little regard for the existing natural systems that were present on a site. A detailed site analysis that considered natural systems and how they would be integrated into site development to benefit the community was not normally conducted. Instead, property lines, utility locations, and road frontages were the primary factors influencing site planning.

These development practices often turned the natural features of the site from an advantage into a disadvantage. Development of subdivisions meant that wetlands and streams were filled, destroying their natural stormwater retention and water purifying capabilities and forcing water into man-made storm drains. Large mature tree stands were leveled and replaced with smaller ornamental trees and shrubbery which had minimal impact on softening the hard surfaces created by man.

Leveling of the land complicates drainage and the provision of replacement landscaping. After their creation, these man-made stormwater systems and replacement plants require excessive maintenance just to fulfill their intended functions. Frequent cleaning of drain systems and installation of sprinklers (which at times imposes excessive demands on water supplies) are but two of the requirements to maintain these systems.

With increased environmental regulation and awareness, the environmental quality within the City has improved during the 1980s. However, much more needs to be done.

Holland's most significant natural features are Lake Macatawa, the Black River, and the notable amount of existing vegetation within the boundaries of the City.

Lake Macatawa/Black River

The shoreline of these two features has developed with a variety of land uses, with residential uses dominating the western shoreline and industrial uses dominating the eastern shore of Lake Macatawa. Other significant uses along the waterfront include City parks, such as Kollen and VanBragt Parks, and Windmill Island.

As noted earlier, the City, through the 2010 Strategic Plan, has established the waterfront as an important asset in need of attention. The goal established for the waterfront reads:

"Waterfront development from Kollen Park to VanBragt Park will be developed for public recreational use." (Target year 2010)

Objectives related to this goal included the following:

"Establish financial capacity for development." (Target year 1990)

"Aggressively seek public ownership of waterfront property from Kollen Park to VanBragt Park." (Target year 1988-1989)

"Establish a plan for the use and development of this waterfront area." (Target year 1995)

The Master Plan endorses this objective, and notes that there are other actions that can be taken to ensure that the public benefits from the waterfront. Views to the waterfront can be preserved through height restrictions and the imposition of maximum water frontage development. Owners can be encouraged to provide suitable access easements and to construct walkways. Other similar options need to be explored.

The City has taken steps to utilize the waterfront area through the Window on the Waterfront, which is to be redeveloped to mixed urban uses, pedestrian trails, and passive recreational uses adjacent the Macatawa Marsh. The Marsh too, is a significant environmental resource which includes approximately 75 acres and borders the Macatawa River between River Avenue and the C & O Railroad. This is an environmentally sensitive area which functions as a waterfowl and wildlife sanctuary and seasonal floodplain. This includes the river channel, and the adjoining marshland which is to be left in an undeveloped and undisturbed state.

The wetlands along the Black River near Chicago drive in the northeastern part of the City have been identified as a significant resource. Land use recommendations provide the opportunity to preserve this wetland (see Future Land Use, Policy Area #4).

Vegetation/Tree Cover

Another notable feature of the City is its abundance of trees, particularly in the older neighborhoods with their tree-lined streets and the trees left in parks. These trees serve many functions, including those which are noted above with respect to landscaping. They are assets that the City should protect.

Trees should also be incorporated into parking areas and along roadways to reduce the visual impact of broad expanses of pavement and provide instant shade to reduce glare and heat radiation. Additionally, it is cheaper to preserve an existing tree, when taken into account early in the design phase, than to install new nursery stock.

Areas of tree cover should be preserved because of their functional importance to the regional ecology as well as for their contribution to the visual character of the City. Rather than a hindrance to development, trees should be viewed for their opportunity to provide innovative site and building design that uses existing vegetation as amenities.

The City has been able to preserve a unique slice of Holland in the DeGraaf Nature Center. The Center, located northwest of 26th Street and Graafschap Road is intended for nature study and passive uses. Its 11 acres include a stream, valley, woodland, upland meadow, pond, nature trails, observation areas, a small interpretive building and parking area adjacent to the Graafschap Road entrance. The Van Raalte Farm site also provides an excellent opportunity to preserve natural vegetation features of the City for the benefit of its citizens.

Conclusion

The elements of the natural environment provide a vital part of the character of the City of Holland. It is important to remember that these features first attracted the original settlers to the area. This tradition continues today; preservation of the natural character of the area is important to the future growth and development of the City. The challenge is to accommodate desired growth while preserving the natural character which is so important to the fabric of the City.

PUBLIC UTILITIES

GOAL

TO PROVIDE EFFICIENT AND COST-EFFECTIVE PUBLIC UTILITIES, FACILITIES, AND SERVICES THAT BEST SERVE THE EXISTING AND FUTURE NEEDS OF THE CITY.

Objectives

- Encourage the Board of Public Works to plan for future utility expansion and to do so in accordance with this Master Plan.
- Concentrate development where public utility capacities are best utilized.
- Improve the City's stormwater collection, management, and infrastructure, especially in older areas of the city. Provide an upgraded system on a planned basis.
- Develop long-term management solutions for public utility services, including their quality, availability, and delivery.

WATER

Tragedy was a major motivating factor in propelling the city of Holland into the business of public utilities. In October, 1871, the day after the legendary Chicago Fire, Holland was also struck by a fire that decimated the town, destroying virtually all of the early community West of the central city. By the following Spring, a \$15,000 bond issue had been approved by the electorate for the start of a community water system, and within three years, some four miles of water main and 38 hydrants had been installed.

Initially the system was fed by a series of community wells, but by 1956, the well fields had been abandoned in favor of a filtration and pumping plant drawing Lake Michigan water from an intake crib situated a mile North of the Lake Macatawa channel, adjacent to Ottawa county's Tunnel Park.

Today, the water system has a capacity of 28 million gallons per day, and provides water not only to city residents, but to the City of Zeeland and neighboring Townships as well. The four miles of pipe in 1883 have grown to 16 miles of transmission line, 157 miles of distribution line, and 10.5 million gallons of storage in three strategically located tanks. The present capacity of this system is expected to satisfy city demands for the next five years. Expanded sales to other area governments could accelerate the need for expansion, but since utilities operate as enterprise funds, expansion would ultimately be funded through increased revenues.

At present, municipal water is available to approximately 95% of the developed portions of the city. An occasional residential street, developed before annexation and blessed with good water, may still be served only by wells. Such areas can be generally be served by minor expansions to the existing distribution system when petitions are filed or need arises.

Since the last major annexations of the late 1950's, however, Holland's planning policies have required municipal water, both for domestic and fire protection purposes, as a requisite for subdivision approval or major zone changes leading toward new development. In this regard, it can generally be assumed that future development with either have water available to it, or will be required to provide it as a condition of development approval.

During the coming years, planning policies and water utility policies will interact in several ways:

- Past practices of requiring municipal water as a condition of zoning and development to urban uses should be continued.
- Where planning and zoning decisions can foster or facilitate pipes or easements for looping dead-end lines, they should do so.
- Future decisions about expansion of services to additional areas outside the city will affect operation of the utility and promote additional development in particular directions within the region.
- Maintenance of water quality will continue to challenge the utility system. Directly or indirectly, most threats come from human impacts on sources of our water, including zebra mussels, airborne contaminants, local ground water regeneration, and sewage contamination of nearby rivers after every heavy rainfall. Despite their majestic size, the Great Lakes are not invulnerable to human abuse, and the jealous protection of the quality of our water resources must begin at the local level.

ELECTRICITY

The second entry into the field of utility services was electrical production and distribution. In the late 1880's, an enterprising pair of machine shop operators in the downtown area had installed a small electrical plant for their own use, and by 1890 were petitioning the city for a franchise to install poles on city streets for distribution of electricity to other businesses in the area.

At the same time, a petition initiative was filed by local citizens asking for installation of street lights by the city. This led to the overwhelming support of a referendum in 1892, authorizing the city to undertake construction of a city-owned light plant for purposes of providing street lighting. Within a year, the benefits of electricity for many other domestic uses had become apparent, and a second referendum in 1893, supported by an even larger margin, authorized increase of the original bonding authority from \$6,000 to \$12,000 to accommodate electrical uses beyond mere street lighting.

Originally located adjacent to the Macatawa Marsh northeasterly of 6th and college, electrical production was moved to Pine Avenue with opening of the De Young plant in 1940. Built with a 15,000 kilowatt capacity, subsequent expansions of this plant have increased production capacity at that site to 63,000 kilowatts. In addition the present system can produce another 20,000 kilowatts through a remote oil fired turbine generator intended to meet peak demands, and can draw upon another 48,000 kilowatts of production capacity owned in other systems.

In all, the total rated capacity of Holland's Board of Public Works (BPW) electrical system is 131,000 kilowatts. Along with growth in production capacity, there has also been growth in the service district. In addition to the 13 square miles and some 12,000 customers within the City served by BPW electricity, an additional 12 square miles and 6,800 customers in continuous areas outside the corporate limits are also served.

Holland has recently reaffirmed its commitment to maintaining generating capacity in the downtown area through ongoing improvement to the De Young plant, and through the innovative capture of former waste heat into a piped snowmelt grid system installed in downtown streets, sidewalks, and parking lots. Although the tradition of electrical production is likely to remain in the central city for many years to come, it is unlikely to expand appreciably, due to constraints on land availability.

With the present system satisfying average demands, current expansion programs are concentrating on additional peak-demand generating capacity through the addition of gas/oil-fired generating units located in the Southside Industrial Park area. It is anticipated that these units will satisfy customer needs through the year 2003, at which time additional electrical production needs will likely be met by the construction of additional local generating capacity, and by increased efforts toward conservation through demand and load control.

Of even more immediate planning interest than capacity is an emerging philosophy within the BPW and community in support of underground electric distribution. Despite the best effort of planners to encourage aesthetically attractive site development, overhead wiring has often given a cluttered rather than clean appearance to our urban streetscapes.

Utility and planning policies in recent years have required that new subdivisions be served by underground electrical service. More recently, however, steps have been taken toward relocating existing circuitry underground where conditions warrant and when changes are made to the distribution system.

Preliminary studies have estimated the cost for a community-wide underground wiring program upwards of \$75,000,000. Such an initiative would result in significant improvements to overall community aesthetics, protect electrical distribution systems from vulnerability to weather and accidental damage, and save urban trees from the ravages that are often required to minimize conflicts between limbs and wires. The cost, however, is obviously

formidable, and any such program is sure to come in phased increments, rather than one grand program.

Challenges facing planners with respect to the electrical utility include:

- Continued encouragement of screening efforts by the BPW around power production plants, substations, and similar large scale operations.
- Continued requirements in subdivision ordinances, site plan reviews, and other plan review processes for installation of new circuits underground.
- Assistance to the BPW and other agencies in prioritizing areas where existing wiring should be buried.
- Advocacy for conservation of energy resources in general, and in particular as a more desirable option to increased electrical production dependent upon burning fossil fuels.
- While the global market in petroleum fuels indicates that they will be an attractive source of power for electrical production in the near future, public leadership also calls for an awareness of alternative means of power production, and a willingness to test new technologies and methodologies. Though principally experimental up to now, such sources might include solar power, wind power, or waste-to-energy power for electrical generation.

WASTE TREATMENT

Holland's third entry into municipal utilities came in 1899 when an experimental reduction tank for wastewater was installed at the end of a private line near 3rd and Central. Within a year, the centralized treatment of sewage was an attractive enough alternative to on-site privies and septic systems that additional trunk sewers were developed heading in southerly and westerly directions.

Annual increments were added for a quarter of a century, until the resounding endorsement of a \$200,000 bond proposal in 1925 to construct a waste treatment plant. This plant served the community until 1962, when it was replaced by a modern treatment facility providing primary levels of sewage treatment. In 1970, higher levels of treatment were added, further improving the quality of treated water discharged back into the local watershed.

As the Holland urban area grew, and as the community struggled to extend sewer service into large outlying territories annexed in the late 1950's, another major expansion to the sewage system came in 1978 with massive infusions of federal aid under programs intended to clean and protect national water quality. In addition to expansion of treatment plant capacity, miles of new sewer were installed both within the city, and in surrounding townships.

Waste treatment services today are jointly owned and shared by the City, along with Holland, Park, Laketown, and Fillmore Townships, and are operated by the BPW under a joint operating agreement. As provided by this agreement, when urban development results in the waste treatment system approaching operating capacity, studies are to be initiated for future expansion. Such studies are beginning, and though they are in very preliminary stages, suggest that the present site may be limited with respect to future expansion potential, and that an alternative site or sites may have to be considered for the addition of treatment capacity.

Holland faces considerable challenge with respect to future treatment capacity, the location of treatment plants, and mitigation of visual and olfactory problems associated with wastewater treatment. In addition, the system faces major ongoing expenditures to replace old and failing sewers that are robbing treatment capacity by allowing ground water infiltration, or under the worst of conditions are collapsing.

Despite these challenges, however, Holland's system is better poised to face the future than many communities. Holland avoided the pitfall of combined wastewater and stormwater systems, and does not flood the watershed with raw sewage every time it storms. Industrial and commercial monitoring is in effect, and endeavors to deal with severe impacts at the source. Despite aging sewers in older areas, much of the collection and treatment system is of modern design. When land application of the byproducts of wastewater treatment is prohibited and landfilling is mandated, the BPW has an approved landfill site to meet this need.

Within the scope of this plan, Holland will face challenges in the management and treatment of wastewater in the following areas:

- As with water service, provisions for wastewater treatment must remain a requisite for any urban rezoning or development.
- Continued resources will have to be allocated to replacement of old and failing elements of the collection system. Though expensive, such a program helps preserve the effective capacity of the treatment plant by reducing the amount of uncontaminated ground water infiltrating old lines and being run through the treatment plant.
- Mitigation of odor problems around the treatment plant is critical to future stages of the waterfront park, and possible plans for private redevelopment within the area.
- With a possibility that future expansions of wastewater treatment capacity could be outside of the City limits, this utility, as with others, will have to be viewed not just as a municipal prerequisite to future development, but as a regional service, essential to the overall health of the greater Holland area.

STORM DRAINS

Storm drainage is a less evident aspect of the street system....except when it rains. Holland is fortunate in having complete separation between sanitary and storm sewer systems. Public expectations for storm drains are also less exacting than for sanitary sewers. Nothing short of absolute capacity will do when we flush a toilet. Brief periods of accumulated water standing in streets during a storm, once or twice a year, however, may be tolerable.

In fact, no city could afford to install pipe capable of the immediate accommodation of runoff from every downpour. In most instances, storm drain systems are designed to accommodate a three or five year storm, meaning that there is a calculated probability that a storm will exceed the capacity of the system and result in brief periods of standing water every few years.

Holland's storm drains are not a single system channeled into a single reception point such as the sewer treatment plant. About three dozen outlet pipes serve various sections of the community, discharging into Lake Macatawa, the marsh, or the river.

Neighborhoods in the West end, where soil is sandy and streets drain into major ravines, may never see significant flooding. The area around 19th and College, on the other hand, is double jeopardized by drains that were sized for a horse and buggy generation to begin with, and are further diminished in capacity by massive intrusions of roots. Yet other circumstances exist in Holland Heights where steep slopes and impervious soils turn even moderate rains into downstream gully washers for those living near the bottom of the hill.

In general, critical drainage problems were greatly reduced in the late 1970's by two intercounty drainage projects. Capacity of the Maplewood Drain which serves the industrial park and southeast area, and outlets near Fairbanks and Chicago Drive, was increased. Overloading of central City drains was reduced by the Lela Drain which intercepts neighborhoods south of 32nd and diverts this runoff from the old Pine Avenue outlet to a major new discharge point on Graafschap Road.

Because of major recent capital investments, remaining drainage problems are more localized in nature. Drainage challenges in many portions of the community still abound, however, and include:

- Improved discharge from the neighborhood near 19th and College.
- Additional discharge capacity from the Settlers Road Drain.
- A new outfall at the Wildwood Drain serving 17th and Ottawa areas.
- An additional outlet(s) from Holland Heights to the River.
- Extensive enclosure of open ditches in South and East areas.
- Continued requirements for detention on high-impact runoff sites.
- Enhanced drainage from the 22nd and Maple area to Lake Macatawa.
- Escalating maintenance of open drains and older enclosed systems.

In addition to functional elements of the drainage system, storm drains are coming under increasing national regulation for impact on water quality. Holland will do well to monitor and protect drainage outlets from illegal or accidental discharges, and to evaluate the ongoing impacts of street maintenance activities and massive expanses of additional paving on the quality of watercourses receiving this runoff.

TRANSPORTATION

GOAL

TO PROVIDE A TRANSPORTATION SYSTEM THAT AFFORDS SAFE, CONVENIENT, AND EFFICIENT MOVEMENT FOR VEHICLES AND PEDESTRIANS.

Objectives

- Require adequate building setbacks, management of access, and ample rights-of-way in those areas identified for development in the Land Use section of this Master Plan, so as to plan for the construction of new roads and expansion of existing roads.
- Develop driveway location standards and provide adequate building and parking setbacks to help prevent traffic congestion and accidents.
- Economic and land use impacts will be considered before transportation network changes, such as one-way streets, river crossing locations, and other road improvement plans are started, to ensure economic vitality, especially in the downtown area.
- Sidewalks and bicycle paths will be constructed along designated major roads and linked to schools and recreational facilities.
- Reduce the vehicular impacts upon residential areas in order to preserve City neighborhoods.
- Encourage concentrated, rather than linear, areas of commercial development to minimize traffic problems and unsightly development.
- Analyze the feasibility of the specific traffic recommendations described in the text of this Transportation section.
- Work with the Airport Advisory Board to ensure land development and infrastructure improvements which are consistent with the Airport Master Plan.
- Work with the appropriate organizations and businesses to maintain adequate water depths in Lake Macatawa for vessel access to the eastern portion of the Lake.
- Explore ways in which new developments in electrical transportation might serve public sector needs, or be promoted for private uses.
- Approach transportation planning, including mass transportation planning from a metropolitan or regional perspective, through such agencies as MACC, the Michigan Department of Transportation, or other areawide agency.

STREETS

Though the street network is most often considered by planners from the standpoint of areawide traffic movement, we should not overlook the simple utilitarian function that most streets perform.....simply providing access to our homes, jobs, institutions, and community services. And as a traditional adjunct of the street system, pipes, ditches, culverts, and bridges have also been installed as a way of draining both streets and the adjoining properties.

Holland funds street systems by way of gas taxes, property taxes, assessments, and other revenues, rather than by sending a monthly bill. Nevertheless, public expectations for the adequacy and maintenance of streets and drainage systems is often akin to that of other utility services. In the eyes of many all are perceived to be within a general category of governmental services known as "public works."

This perception is reinforced by the fact that streets, sidewalks, drain, sewers, water mains, hydrants, wires, and pipes share common ground...literally. More often than not, these installations lie within some 130 miles of linear corridor that are typically 66 feet in width, and known as the public street right-of-way network. As wired utilities such as electric, cable TV, and phone turn increasingly from their traditional overhead location toward underground installation, the fit gets tighter and peaceful coexistence becomes more difficult within this corridor.

Municipalities such as Holland are in a better position to assure harmony, however, simply because the oversight of so many of these systems is concentrated within the City, in contrast to the dispersion of responsibility amongst township, county, and private agencies outside the City.

Discussions of extending or widening streets are most often driven by capacity needs, but, like the sewers, water lines, and drains under them, many of Holland's streets are aging.

Some, such as 16th and 17th, and parts of 8th, 16th, 24th, 32nd, and Waverly, are subject to loading that exceeds design capacities. Others, such as West 17th, have been overlaid by successive layers of blacktop, so that virtually no curb is left, posing new demands for capital improvement allocations in years to come. The last resurfacing of 17th street was undertaken at a cost of approximately \$40,000 to overlay, compared to an estimated cost of \$400,000 to reconstruct. Next time, there simply may not be a choice.

Maintaining sound streets is a critical element in preservation of central city areas, and in attracting new development where it is desirable. Good initiative has been taken by BPW and Street Department administrators in using the systematic sewer reconstruction program begun in the 1980's as a springboard for complete reconstruction of the overlying street, rather than simply patching. This synergistic approach has resulted in making many old core-city streets new again, and should continue.

Milling off old pavement surfaces before adding new layers was largely a novelty in years past. Today, it is becoming an economically attractive way of preserving the structural, aesthetic, and safety benefits of old but intact curbs. Along with milling, other technologies may have to be explored for stretching too few dollars over too many demands. Hot tar crack filling and slurry seals are commanding renewed interest as possible tools for street preservation.

Both the physical and aesthetic conditions of the street and sidewalk systems are important to the character of a community. If for no other reason, it is simply the largest contiguous land mass in the city, encompassing upwards of 11% of the entire city area. As if the many functions listed above were not enough, it is also where we plan our curb lawns, curb strip trees, and tulip lanes. If a city is committed to putting its best foot forward, it will begin in its streetscapes.

Planners influence over the character and quality of the street system can be exerted in many ways:

- In the allocation of future capital resources, it will be increasingly incumbent upon planners to assure that what we build new is not at the expense of maintaining the street systems we have.
- Through site plan review and other tools, planners can reinforce that the character of our urban landscapes is literally the first impression of our neighborhoods and our community. Promoting tree planting, establishment of curb lawns, strategic burial of wires, sound maintenance of necessary street signs, and of course the floral investment that is the heart of Tulip Time, all foster the community character that defines Holland.
- Zoning regulations can support future expansion needs by establishing setback and open space requirements sufficient to accommodate additional lanes and traffic.

REGIONAL ACCESSIBILITY

The presence of U.S. 31 and I-196 allow Holland to be within commuting distance from the Grand Haven, Muskegon, and Grand Rapids metropolitan areas. U.S. 31, located east of Holland's central business district, bisects the city and provides north/south access along the Lake Michigan shoreline and facilitates travel from Chicago to Mackinaw. Convenient entry points into the city from U.S. 31 are located at Washington Avenue, Lincoln Avenue, 24th Street, 16th Street and Chicago Drive.

U.S. 31 is joined by Interstate 196 in nearby Laketown Township, south of the city. The interstate provides direct access to the Grand Rapids metropolitan area, U.S. 131, and Interstate 96. From the north, the most convenient route from I-196 to downtown Holland is by way of Chicago Drive, which is accessible from the expressway east of Zeeland.

Chicago Drive was the original route from Grand Rapids to Chicago but has since been replaced by I-196.

From the south, M-40 provides an access route from I-196 into the southern Holland area, including access to the airport and surrounding industrial areas. Southern access from I-196 is also facilitated by a connection to U.S. 31.

TRAFFIC VOLUMES

The average daily traffic (ADT) volumes shown on the Traffic Conditions Map (Page 39) were obtained from the City of Holland and Michigan Department of Transportation (MDOT). These counts were taken from 1985 through 1990, but most of the counts are 1989 or 1990.

Traffic volumes were the highest on River Avenue crossing the Black River; this bridge is the most accessible route to Holland Township. Drivers using the bridge travel to the commercial centers north of the bridge, to Holland State Park, located further west of the bridge, and south, into the City. The next highest traffic count was on Chicago Drive, at the east city limits, indicating the close ties with Holland and Zeeland and the entrance to I-196.

TRAFFIC ACCIDENTS

Traffic accident locations were provided by the Michigan State Police, Traffic Services Division. The average number of accidents from 1987 to 1989 was calculated and shown on the Traffic Conditions Map (Page 39). The number shown represents the total number of accidents recorded over this three-year period, then divided by three to represent the average number of accidents recorded per year. Only accidents reported to the Michigan State Police are included in the average.

In general, high accident locations are due to high traffic volumes travelling through an intersection, poor intersection design or traffic signal timing, inadequate sight distance, or other factors. Another cause of accidents is poor weather conditions. The highest number of accidents occurred at the intersection of Waverly Road and 16th Street with an average of 43 accidents from 1987 and 1989. This number should be significantly reduced since design and signal improvements were begun in 1990.

The second highest accident location was at River Avenue and 16th Street where there were an average of 21 accidents from 1987 and 1989. Other high accident locations included River Avenue and 17th (18) Washington and 40th (17), River and 8th (15), College and 9th (14), Lincoln and 8th (14), and U.S. 31 and 16th (14).

Accident statistics are often studied to determine whether or not a pattern of an accident type is present. For example, a high number of rear end accidents may indicate poor signal visibility, improper signal timing, slippery pavements, or higher traffic volumes than can be accommodated by the existing design.

ROADWAY CLASSIFICATION

The classification of existing roads has been completed by the City of Holland to determine the order in which improvement projects should be completed, and to assist in the determination of appropriate land uses along each road type. Functional classification assignments are based on the purpose of road segments for moving people and goods through an area in the most efficient manner. The existing roadway classification in the City of Holland is shown on the Traffic Conditions Map (Page 39).

State Trunklines

These roadways include major highways, under state jurisdiction, which serve trips between communities and other major activity centers throughout the region. Roadways of this type are designed to accommodate large volumes of traffic, usually traveling at speeds ranging from 45 to 55 miles per hour (mph) but are reduced within City limits. Since the primary function of state trunklines is to provide mobility, access to adjacent land uses may be limited in order to optimize capacity along the roadway.

Arterial Streets

This category includes roadways which serve longer trips within an urban area. Arterial streets connect neighborhoods or geographic areas and are used to move relatively high volumes from one part of the community to another. Roadways of this type are designed for speeds of 30 to 35 mph. More frequent curb cuts and on-street parking may be permitted in some cases but are usually regulated to preserve the traffic capacity of the street.

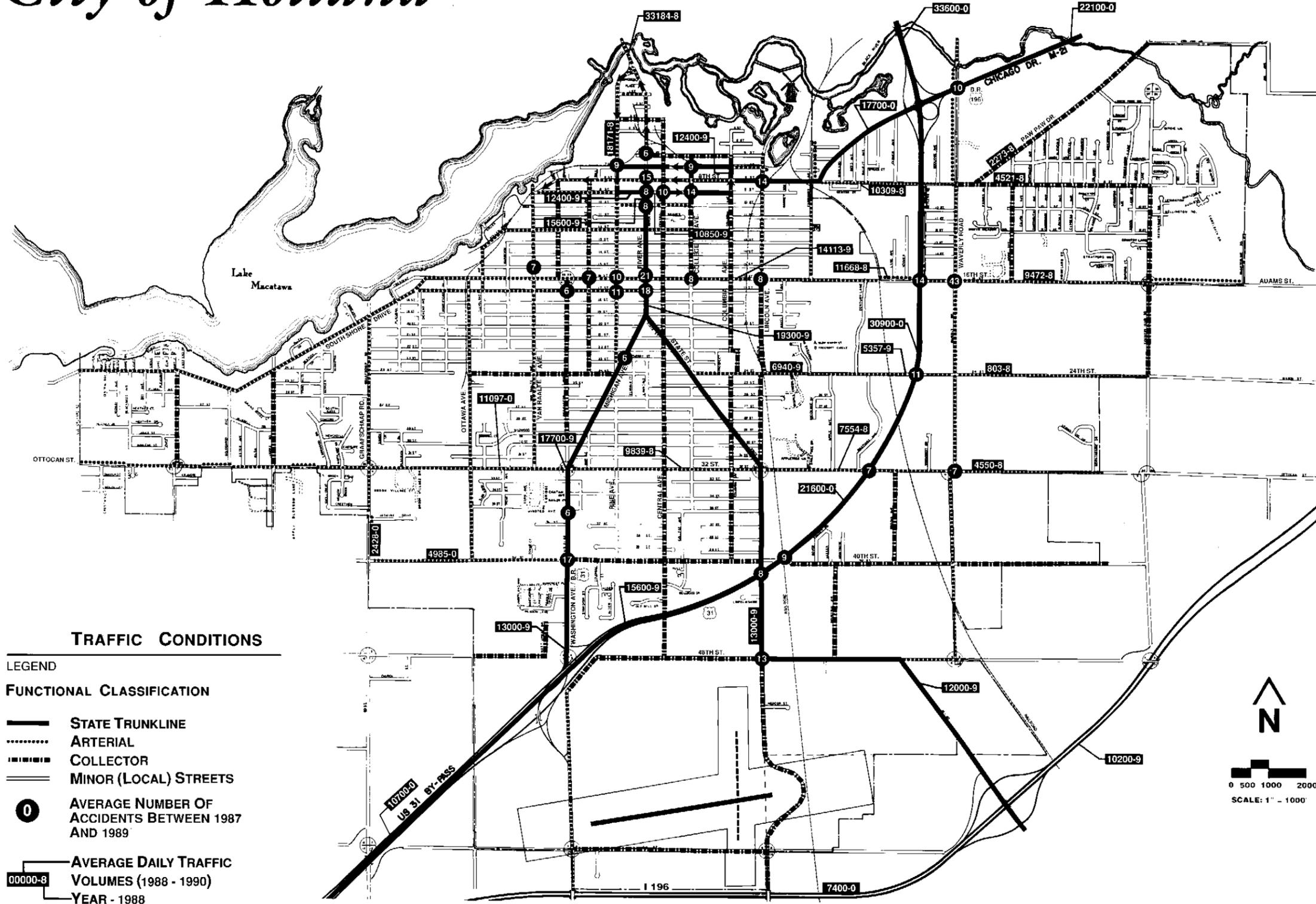
Collector Streets

Collector streets channel traffic from local streets into the community traffic network. Collector streets are often local in nature but may include some uses that generate significant traffic.

Local Streets

The remainder of the streets in the City function to provide access to individual properties, with limited continuity and mobility. Local streets are designed for low traffic volumes and speeds of 25 mph or less, with numerous curb cuts and on-street parking permitted.

City of Holland



TRAFFIC CONDITIONS

LEGEND

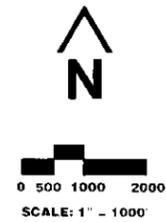
FUNCTIONAL CLASSIFICATION

- STATE TRUNKLINE
- ARTERIAL
- COLLECTOR
- MINOR (LOCAL) STREETS

AVERAGE NUMBER OF ACCIDENTS BETWEEN 1987 AND 1989

AVERAGE DAILY TRAFFIC VOLUMES (1988 - 1990)
YEAR - 1988

SOURCE: FUNCTIONAL CLASSIFICATION - CITY OF HOLLAND
ACCIDENTS - MICHIGAN STATE POLICE, TRAFFIC SERVICES DIVISION
TRAFFIC VOLUMES - CITY OF HOLLAND, MDOT



TRANSPORTATION NETWORK ANALYSIS

Areas of Concern

As part of the Master Plan review process, several locations or roadway segments were identified as existing or future areas of concern. These locations needed review to help the City set future policy and decide to what extent certain corridors should or should not be improved to help accommodate expected future traffic volumes.

The roadway segments or locations that were reviewed are:

- Fairbanks Avenue (16th to Eighth).
- State/32nd/Lincoln intersection.
- South Waverly Road extension.
- North Waverly Road cross section (16th to Chicago Drive).

The following sections discuss the existing conditions of these areas and outline recommendations the City should consider to help the roadway network respond to existing and future traffic demands.

Fairbanks Avenue Corridor

This two-lane north/south collector road is designated as a major roadway in the City's Act 51 Roadway Map but does not currently carry a substantial amount of traffic. It is designated as part of the truck route for vehicles entering the City from the northeast (BR 196). There have been discussions regarding the future enhanced use of Fairbanks south of Eighth Street as an alternative route to the standard Eighth-River access to the middle of the City.

The question of promoting greater use of this short corridor cannot be addressed without also reviewing the possible impacts to the 16th Street corridor from U.S. 31 westward to Pine Avenue. Sixteenth Street is currently a two-lane road that operates as a major collector as evidenced by the 14,000+ vehicles that use it on an average weekday near Columbia Avenue. The high daily volume indicates that it is already operating close to, if not at, its capacity and that expansion is needed. Promoting use of the Fairbanks corridor, therefore, goes hand-in-hand with the expansion of the 16th Street corridor.

When considering expanded use of these two corridors, the following points should be noted:

- Promoting use of Fairbanks at its junction with Eighth will be difficult without substantial changes to the existing configuration of the Eighth/Fairbanks/BR 196 intersection(s);

- Expansion of 16th Street will require at least a loss of on-street parking (Lincoln to Pine) and may require reconstruction of existing curb and gutter through an area that is predominantly residential;
- Increased use of the 16th Street corridor may also require that improvements be made at the 16th/River intersection;
- As 16th Street develops westward from I-196, higher traffic volumes will occur along the length of the corridor with or without the existing narrow cross section.

Recommendations

Based upon a traffic and roadway system improvement viewpoint, the expansion/promotion of the 16th Street and Fairbanks Avenue corridors will provide a needed access alternative to destinations near the center of the City and relief to the congested Eighth-downtown corridor.

These changes have to be weighed against the problems that the City may encounter by expanding a roadway through a residential area. However, given the layout of the existing roadway system and the expected future development east and northeast of Holland, expansion of 16th Street makes more sense than any of the other primary east/west roadways.

Therefore, given all of the above concerns, the following roadway improvements should be considered to allow these corridors to provide adequate service:

1. Realign the north end of Fairbanks (south approach) to meet Eighth directly opposite BR-196 (north approach) and signalize this new four-legged intersection;
2. Widen 16th to four lanes from Century Lane to Pine Avenue;
3. Where possible, provide left-turn lanes at intersections along this section of 16th, especially for eastbound left turns at 16th/Fairbanks; and
4. Monitor the traffic volumes and other warrant data at major intersections such as 16th/Fairbanks for possible traffic signal installation.

The expansion of 16th will require pavement widening from Century Lane to Lincoln Avenue but may not require additional pavement from Lincoln westward. This curb and gutter section of 16th is currently 44 feet wide (face of curb to face of curb). Given the low speed characteristics of this area, four 10.5 - 11 foot lanes can accommodate the traffic. Of course, standard 12-foot lanes (excluding gutters) would allow better operation but are not imperative. This expansion would eliminate the existing parking allowed on the north side

of 16th from Lincoln to Central Avenue. However, most if not all of the homes have driveways with adequate storage.

State/32nd/Lincoln Intersection

This intersection currently has five "legs" with State Street forming the fifth leg towards the northeast. It is signalized with a three-phase operation. The major movements through this intersection are along the M-40 route (Lincoln and State) and on 32nd Street. Concern has long been raised over the operation of this intersection, which has not significantly improved with the installation of the traffic signal.

Although minor changes to the signal timing may produce some improvement to peak-hour operating conditions, significant improvement will not be realized as long as this intersection retains its five-legged geometrics. This type of intersection suffers from delays not found at standard 90-degree, four-legged locations. Driver confusion, acute angle turns, and extended traffic signal cycle lengths all contribute to the inefficiency of an intersection of this type.

Recommendations

Based upon the above and a review of the site, the following improvements are recommended:

- Close the north leg of the intersection (Lincoln) and realign it to intersect State Street approximately 250 feet north of the intersection. This would require the acquisition of an existing home located just north of the intersection between Lincoln and State.
- Slightly realign the existing State/Lincoln northwest/south legs for a smoother transition than currently exists. This will impact the existing Mobil service station on the southwest quadrant of the intersection but will have little impact on the relatively undeveloped northwest quadrant.

The realignment described above will eliminate the inherent inefficiencies of a five-legged intersection while providing a smoother and safer through movement for the heavy M-40 peak-hour traffic volumes. The traffic signal green time currently given to the southbound Lincoln phase can also be redistributed to the M-40 or 32nd phases thereby providing better service to these approaches and increasing the overall efficiency of the intersection.

South Waverly Road Extension to M-40

Currently, Waverly Road ends at 48th Street approximately a half mile north of M-40. Traffic wishing to use the Waverly corridor from the south (M-40, I-196) must use 48th to get from M-40 to Waverly. The 48th/M-40 and 48th/Waverly intersections operate acceptably under existing conditions.

Although the existing configuration operates acceptably with current traffic volume levels, the future development of Waverly Road as a major commercial/light industrial corridor would be enhanced by a more direct route to the M-40/I-196 interchange. This connection may also divert some traffic from U.S. 31 to the I-196/M-40 interchange and subsequently to the Waverly Road corridor.

There are currently no major physical constraints, such as buildings, wetlands, major utilities, etc., to overcome if the City desires to add this section of roadway.

Recommendations

The addition of this roadway would be a positive step toward enhancing Waverly Road as a major commercial corridor. However, this improvement can probably wait until more development pressure is brought to bear on this area and traffic volumes warrant more than just the existing inconvenient 48th Street connection.

When this extension is constructed, an 80-100 foot right-of-way should be acquired to allow for future widening from an initial two-lane facility. The southbound approach to M-40 should be two lanes for separate left-turn and through/right lanes. This southbound approach should be curved southwestward to meet M-40 at a 90 degree angle and should be aligned opposite the southernmost Haworth driveway.

North Waverly - Future Cross Section

As mentioned previously, the Waverly Road corridor will probably become a primary commercial corridor in the near future and plans must be in place to help the roadway keep pace with the resultant increase in traffic volumes. With the recent widening from 16th south to 32nd, the next segments that will require improvement will be from 16th northward to Chicago Drive (BR-196).

This two mile section has two distinctly different segments, in terms of the adjacent land uses. The segment from Chicago Drive to Eighth is predominantly commercial with little access control to its present two lane cross section. However, the segment from Eighth south to 16th is predominantly residential (single-family homes) and therefore presents a wholly different set of constraints than any other section of the Waverly Road corridor.

Regardless, traffic volumes will be increasing along this corridor and improvements should be planned to accommodate through and destination traffic.

Recommendations

Given the current differences in adjacent land uses and the characteristic turning volumes of each, the following improvements are recommended:

1. The land uses along Waverly Road from Chicago to Eighth are and will be commercial and, therefore, will generate a substantial number of turning movements into adjacent driveways. It is important that a separate left-turn lane be provided to ensure safe and efficient access to the commercial establishments - especially during the peak-hour periods. Therefore, this section should be widened to at least three lanes under existing conditions and ultimately to five lanes as the corridor experiences expected traffic growth.
2. The section from Eighth to 16th should be widened to four lanes with short left-turn lanes at one or two mid-block intersections, as turning volumes warrant.

Driveway Standards

Based upon the review of the Holland roadway system that was completed as part of this study, it is apparent that the City should consider adopting and enforcing a set of driveway standards - especially for new commercial developments. Several existing roadway segments and individual sites within the City have an overabundance of driveways with inadequate spacing and/or poor design. This problem leads to inefficient operation of the adjacent roadway and can create unsafe driving conditions.

Driveway standards address several aspects of design including minimum spacing between driveways, minimum distances from driveways to the nearest intersection, the number of driveways allowed per site, and design parameters (radii, width, etc.) of the driveways. Further, with an adopted set of standards, developers know what the City expects.

It should be noted that, through the site plan review process, the City can enforce driveway design standards. Adopting driveway standards will give the City more control over the upcoming development by maximizing the safety and efficiency of the corridors that are most impacted.

VISUAL/DEVELOPMENT QUALITIES

Gateways

A community's physical image can be critical to its economic prosperity and its desirability as a place to live. Quality of life and business attraction are, to some extent, dependent on the image a community projects. The image of a City begins to be formed upon arriving at the outside edge of the community, when one enters through an imaginary "gateway" into the City. Holland has four major gateways: the South Gateway-U.S. 31, the Northeast Gateway-M-21 (Chicago Drive), the East Gateway-16th Street, and the North Gateway-U.S. 31.

South Gateway-U.S. 31

This entrance to the City is along U.S. 31 north of I-196. The South Gateway is characterized by high-speed traffic along a wide right-of-way for the highway. A boulevard contributes to the general attractiveness of the entry. While commercial development related to the highway dominates land use, buildings are, for the most part, attractive and well maintained, although some parking areas are unscreened and present an unattractive appearance. Generally, however, the South Gateway presents a favorable impression for visitors entering the City.

Northeast Gateway-M-21 (Chicago Drive)

The M-21 corridor is characterized by a mixture of commercial and industrial land uses. Much of the impression of the community and the area is formed prior to entering the Holland City limits by the uses present in Holland Township. Many of the land uses east of Holland on M-21 are industrial with unscreened outside storage. The City should undertake cooperative planning efforts with the township to coordinate landscaping, signs and other requirements to present a favorable impression of both communities.

East Gateway-16th Street

This is the least developed of all the major entryways into the City. The exit from I-196 is in Holland Township, which has approved a number of commercial, industrial and office developments along the corridor. As with M-21, many of the impressions are formed prior to actually entering the city, although in this case the impression formed is a favorable one.

Along 16th Street (Adams Street in the township) and I-196 a large manufacturer is constructing a planned development, with commercial uses along Adams and industrial uses to the north. This development is well planned and has an attractive entrance.

Entering Holland the dominant land uses are single family and multiple family residential, until reaching Waverly Road, which begins a commercial area related to U.S. 31. At Country Club Road and 16th Street an entry sign has been erected surrounded by attractive landscaping.

Care will have to be taken with respect to future development to ensure that adequate setbacks, proper access management, and effective landscaping are planned to maintain an attractive entry into the City. The City of Holland and Holland Township have, at times, discussed the possibility of a joint corridor study to plan and implement design and access controls.

In addition, it is likely that 16th Street will eventually have to be widened to accommodate traffic volumes, particularly if strong land use controls are not coordinated between the township and the City. This project should take into account the need for roadway aesthetics, such as street trees, sidewalks, adequate setbacks, etc. to present the best possible entryway into the City.

North Gateway-U.S. 31

The North Gateway is similar to the South Gateway, dominated by the automobile related uses (restaurants, retail stores, etc.) along U.S. 31. at the end of the freeway portion of the highway. The control of access and wide right-of-way presents a favorable impression. Some of the development at the major crossing streets is designed to attract the attention of the motorist, and, as a result, some of the favorable characteristics are diminished.

Important Entrances

In addition to the four identified Gateways, Holland has several Entrance roadways which also lead into the City. These corridors function similarly to that of the Gateways, but may not have the high volume of traffic, especially from tourists or other long distance travellers. These Entrances may, however, play an equally important role in creating an image, especially for the residents of the City and the immediate area. Therefore, the general recommendations in the "Gateways" section are applicable with the Entranceways.

Examples of Important Entranceways include:

- Ottagan Street
- Lincoln Avenue, near M-40
- Blue Star Highway/South Washington
- 8th Street, west of U.S. 31
- River Avenue, South of the Bridge

Corridors

The management of development along major street corridors is one of the most difficult planning problems faced by any community. Without proper management, major corridors

can develop into areas of conflicting land uses, poor aesthetic conditions, and become centers for traffic congestion and safety hazards. Holland has several heavily travelled, commercial corridors.

U.S. 31

The Michigan Department of Transportation controls access along U.S. 31, which limits the magnitude and frequency of traffic-related problems (accidents and congestion). The aesthetics of the corridor are also improved with the wide right-of-way and boulevard cross section. Greater attention needs to be paid to the relationship of the land uses along the corridor to the views from U.S. 31. In many instances parking, waste storage, and other unaesthetic features have been placed along the view from U.S. 31. It is also important to regulate the development of the cross streets entering U.S. 31 since much of the development along these streets is visible from U.S. 31.

M-21 Chicago Drive

For the most part, access is also controlled on M-21, east of the city. Uses along the corridor are mixed, with commercial uses, primarily, and industrial uses.

This area acts as a transition from the higher speeds along M-21 to the lower speeds leading into the more developed area of Holland Township and the City of Holland west of U.S. 31.

A gateway for travellers entering the City from the northeast, this corridor should also receive attention to aesthetics and the view. The corridor is especially important from an image standpoint because it is visible also to travellers entering on southbound U.S. 31.

8th St. (CBD Entry)

This short segment of commercial corridor leading into the downtown is important for a number of reasons. First, and foremost, it introduces the driver to the central business district. Much time, effort, and money has gone into making the CBD an attractive and convenient place to shop, work, live, eat, and visit. This effort needs to be complimented at the entry to the downtown.

The control of access and landscaping provided along this segment is reasonably effective. The fast-food restaurants actually have provided constructive examples of the use of landscaping to draw attention to their uses without unfavorably impacting the aesthetics along the corridor.

While some attempts have been made to present an entrance to the downtown, continuing efforts are needed. Lakeshore Plaza, a small, park-like area at the northwest corner of Lincoln and 8th Street, acts as a statement of entry to the downtown. A gazebo provides the

necessary vertical identifying element which highlights this statement. Appropriate downtown identification signs should also be considered for strategic locations.

This privately funded amenity is being complemented by completion of the depot renovation, known as the Padnos Transportation Center. Funded by a combination of a private gift and public grants, the Center houses Tulip Time and visitor information, along with Amtrack depot accommodations.

Washington Avenue

Washington Avenue, from U.S. 31 to Michigan Avenue, has developed as a typical strip commercial area. Many of the problems present on older corridors are present on Washington. Older buildings along the strip have inadequate setbacks which create parking conflicts with pedestrian areas; vehicles parked in front of the building must back up over the sidewalk in order to maneuver to the curb cuts. Other problems include inadequate curb radii, excessive curb cuts, inconsistent sign placement, poor or non-existent landscaping, and conflicting land uses.

New commercial uses and professional offices along the corridor have been designed and constructed to higher standards of style, aesthetics, and accessibility, which has the potential of encouraging the improvement of older developments.

Traveling north on Washington and along Michigan Avenue, the land uses change from commercial to institutional and office, including the hospital. For the most part this transition is effective, with the residential uses behind the offices reasonably well protected.

Corridor Analysis and Recommendations

For the most part the corridors in Holland present a relatively favorable impression. The primary areas needing attention are access management, landscaping, development guidelines, and signs.

Access Management

The number, design, and location of driveways along the major roadways along the City's corridors will affect traffic flow, ease of driving, and accident potential. Transportation studies have consistently shown that uncontrolled design and placement of driveways can have a great effect on the ability of a road to safely move traffic and provide access for adjacent land uses.

Every effort should be made by the City to limit the number of driveways and encourage access from side streets, service drives, frontage roads, and shared driveways. The most effective means of ensuring proper access management is the site plan review process, enforced through the zoning ordinance.

However, in order to properly administer site plan review, Holland should have a corridor development plan for the major road corridors within the City for which access management is desired. Corridor plans should have an examination of traffic conditions, aesthetics (signs, landscaping, etc.), zoning (lot sizes, setbacks, etc.) and land use.

Following the completion of the corridor plan, guidelines should be put into effect that can be used by the Planning Commission to ensure consistent application and enforcement of access management. Other standards for site development, including landscaping, could also be included in a corridor plan.

Landscape Design

Another important element of corridor development is landscaping. Landscaping can perform a number of vital functions, including screening, micro-climate control, improving aesthetics, and preserving the natural environment. Each of these functions may have a specific application to an individual situation. Therefore, any guidelines should have some degree of flexibility to recognize changing conditions. For example, an urban site will be less concerned with preserving natural features than with screening, aesthetics, and micro-climate control.

Architectural Guidelines

Of all the corridor guidelines, architectural quality is the most difficult to ensure. The variety of uses that are likely to occur along a corridor make development and enforcement of a consistent set of architectural guidelines impractical. Innovation and unique design should be allowed to flourish.

Consideration could be given to encouraging earth-tone colors, smaller scale buildings (lower lot coverages), setbacks that are sufficient to reduce the impact of longer buildings, and other factors that create a more compatible urban/suburban style of development. In older, developed areas of corridors which have more residential uses, architectural styles should emphasize a residential appearance.

Given the extent to which the corridors in the City of Holland are already developed, implementation of strict architectural controls is impractical. However, where new development does occur, the principles stated above should be observed to the extent possible.

Signs

Signs along a corridor should reflect their function. Those uses which require a high profile should have enough signs to adequately identify their purpose for the motorist. Those uses which require less identification should have smaller, less intrusive signs. A consistent placement of signs should also be encouraged so that drivers develop an expectation of where identification for individual buildings can be found. In addition, multiple business signs should be encouraged to use a single identification name, noting the name of the development as a group of businesses, rather than a list of individual businesses which are difficult to read.

PARKS AND RECREATION

GOAL

QUALITY FACILITIES WILL BE PROVIDED THROUGHOUT THE CITY IN ORDER TO PROVIDE EXCELLENT RECREATIONAL OPPORTUNITIES FOR ALL AGE GROUPS.

Objectives

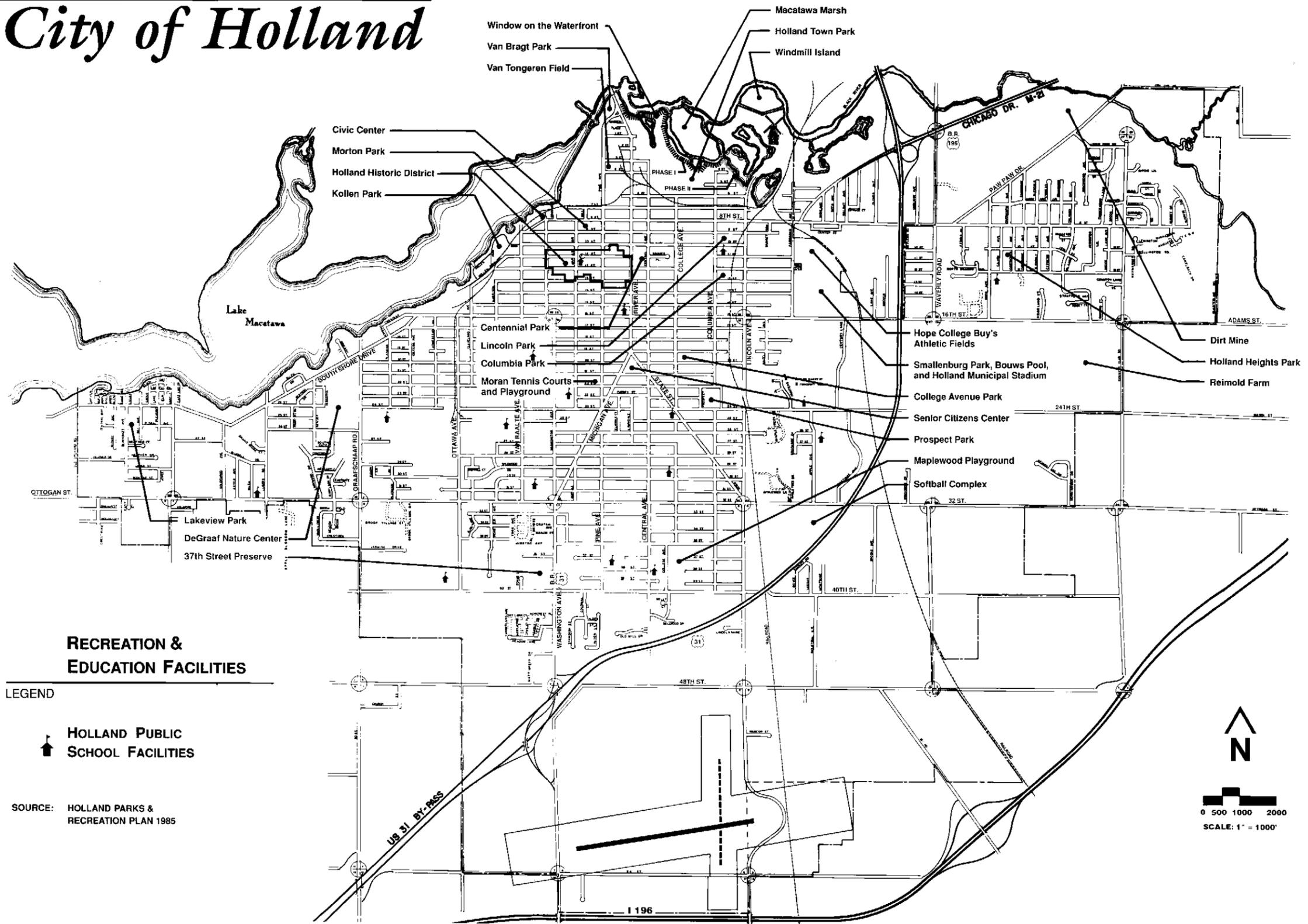
- Parks or recreational facilities will be provided within 1/4 to 1/2 mile of all residential areas.
- Excellent recreation facilities and programs will be developed and maintained to accommodate residents of all age groups.
- A balance will be maintained between those parks and recreational facilities that offer active recreation opportunities (ballfields, tennis, etc.) and those that provide only passive recreation (nature trails, nature areas, etc.).
- All neighborhood parks will be improved and maintained in a quality manner.
- A level of park maintenance will be provided that will ensure a high degree of quality in all parks.
- The Civic Center will be utilized as a community-wide recreational facility.
- To improve public access to Lake Macatawa by acquiring additional lakefront property and maintaining existing access locations.
- Encourage widespread availability and utilization of recreational opportunities, by both public and private sources, for the physically and economically disadvantaged.
- Support current endeavors to expand facilities and market the rich recreational resource available at Windmill Island.

Holland Community Recreation Plan - 1991, Inventory of Existing Parks

The following list describes recreational facilities in the City of Holland. Page 52 depicts the location of many of these facilities. The facilities are provided primarily by the City of Holland, Holland Public Schools, and Holland Christian Schools. Although they contribute to overall community recreation, many other recreation and entertainment activities that are privately owned and operated have not been cataloged.

Master Plan

City of Holland

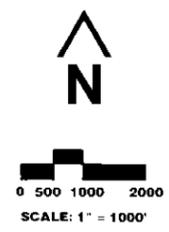


RECREATION & EDUCATION FACILITIES

LEGEND

 HOLLAND PUBLIC SCHOOL FACILITIES

SOURCE: HOLLAND PARKS & RECREATION PLAN 1985



City Facilities

1. **Civic Center** - The Center is located at the southwest corner of Pine Avenue and Eighth Street; contains a combination gymnasium, auditorium, and exhibition hall which serves a variety of interscholastic and city sponsored athletic, cultural, and recreational activities. The offices of the City's Leisure & Cultural Services Department are also located in this building. The indoor auditorium has maximum seating capacity for 2,800, with on-site parking for 320 cars.
2. **Centennial Park** - This park was originally set aside as the village market area, but was redeveloped and dedicated to park use in 1876. Located between 10th and 12th Streets and River and Central Avenues, this 5.6 acre park contains pedestrian walkways, trees, tulip beds, and a fountain and pool. Both the Veterans Memorial and a Michigan Historic marker honoring Dutch settlers in Michigan are located in the park.
3. **Kollen Park** - Situated between the western end of 10th Street and Lake Macatawa, this park is a family oriented, all-purpose waterfront park. The 14.5 acre park contains a picnic shelter, band shelter, playground, boat launch ramps, limited docking facilities, and parking.
4. **DeGraaf Nature Center** - Located northwest of 26th Street and Graafschap Road, the Center is intended for nature study and passive uses. Its 11 acres include a stream, valley, woodland, upland meadow, pond, nature trails, observation areas, an interpretive building, a log cabin, and parking area adjacent to the Graafschap Road entrance.
5. **Window on the Waterfront** - This area is part of an overall planning area to be redeveloped to mixed urban uses, pedestrian trails, and passive recreational uses adjacent the Macatawa Marsh. This phase incorporates a linear waterfront park from River to Lincoln Avenue, including several scenic overlooks and rest areas.
6. **Macatawa Marsh** - This marsh includes approximately 75 acres and borders the Macatawa River between River Avenue and the C & O Railroad. This is an environmentally sensitive area which functions as a waterfowl and wildlife sanctuary and seasonal floodplain. This marsh serves as a natural boundary between the commercial/industrial districts of the City and Holland Township. This includes the river channel and adjoining marshlands in an undeveloped and undisturbed state.
7. **Windmill Island** - The Island, located in the Macatawa Marsh, contains a historic imported Dutch Windmill, parking, landscaped garden, and supplementary Dutch style buildings and attractions. This facility is an attraction to both local citizens and over 100,000 tourists annually.

8. **Smallenburg Park, Bouws Pool, and Holland Municipal Stadium** - These facilities are located on 24 acres northeast of 16th Street and Fairbanks Avenue. Smallenburg is a family oriented park and playground adjoined by the Bouws outdoor community pool and the Holland Municipal Stadium which is used for interscholastic football and soccer for area schools.
9. **Moran Park** - The park is located on a 4.2 acre City block between 21st and 22nd Streets and Maple and Pine Avenues. Park facilities include tennis courts, a play field, and shuffleboard courts which serve a variety of recreational programs.
10. **Van Bragt Park** - The park is on 3.4 acres of land bordered by River and Pine Avenues on the east and south and Macatawa River on the north and west. This park attracts tourists, fishermen, nearby employees, and people wanting to relax or picnic.
11. **Van Tongeren Field** - This park is located northeast of Pine Avenue and 4th Street on 2 acres of land. The park contains a lighted ball field with bleachers. Adjacent traffic conditions, however, mandate a reevaluation of the use of this park.
12. **Maplewood Playground** - This facility located at the southeast corner of College Avenue and 35th Street on 10.5 acres of land. Park facilities include lighted ballfields, open play fields, tot lot playground, restrooms, and parking. These ballfields are used by the city's organized recreational softball programs.
13. **Prospect Park** - Prospect Park lies on 7.5 acres of land between Columbia and Prospect Avenues and 22nd and 24th Streets. It contains a wooded area, picnic tables, playground, fitness course, and a dense stand of mature trees.
14. **Lincoln Park** - This is located across from Lincoln School at the northeast corner of 10th Street and Columbia Avenue. This neighborhood park lies on 2 acres of land and contains a playground area and a public square. This park is at the edge of the Hope College Campus.
15. **College Avenue Park** - A 3.2 acre park located at the northeast corner of 20th Street and College Avenue. This open field is used for a variety of purposes and includes one unlit ball diamond and a shaded tot lot.
16. **Columbia Park** - This park is surrounded on all four sides by Hope College, and is most heavily used by college athletic and recreational programs. The park is located at the southeast corner of 12th Street and Columbia Avenue on 1.4 acres of land and has Public tennis courts and a small shaded play area.

17. **Holland Heights Park** - This is a 1 acre neighborhood park with a tot lot, playground, and picnic tables.
18. **Lakeview Park** - This park is located west of Bay and Floral Avenues on 2.8 acres of land. It is a newly developed neighborhood park with an open field, assorted play apparatus, and a heavily wooded area.
19. **Morton Park** - This is a small 0.1 acre park at the northwest corner of Graham Avenue and 8th Street and serves as open space and buffer area but, also, attracts usage for lunch and coffee breaks by the employees of adjoining industry.
20. **Van Raalte Farm** - Located on 160 acres of land at the northwest corner of 24th Street and Country Club Road, this city park contains a century-old farmhouse, outbuildings set on a hilltop overlooking pasture, croplands, and a stream. First phases of the long-range plan for predominately passive uses have been implemented, including a 3.5 mile hiking & skiing trail.
21. **Softball Complex** - This complex is located on 23 acres of land located southeast of Lincoln Avenue and 32nd Street. The site will have four back-to-back softball fields, a soccer field, children's play area, picnicing and volleyball area.
22. **Paw Paw Reserve** - This is bottom land of a river floodplain originally purchased as source of black dirt to mix with leaves for tulip bed mulch and other park-related horticulture. This area is one of the few points of public access to the river.
23. **Holland Town Park** - This park is located north of 6th Street and Central Avenue, and contains the Riverview Athletic Field and former BPW operations site. Currently being redeveloped to park land for primarily passive recreation uses, it will complement the existing Window on the Waterfront walkway.
24. **37th Street Preserve** - This area is located at the end of 37th Street, west of Washington Avenue. It is currently left as open space and serves as a buffer area to the neighboring high density condominiums and apartments.

School Facilities

25. **Longfellow School** - A K-5 neighborhood elementary school and playground with a variety of play apparatus, a pickup softball field, and a gym.
26. **Jefferson** - A K-5 neighborhood elementary school and playground with a variety of playground apparatus, ballfields, gym, and therapy pool for special education uses.
27. **Washington School** - A K-5 neighborhood elementary school and playground, including play apparatus, magic square, and ballfields.

28. **Van Raalte School** - A K-5 neighborhood elementary school, with associated playground and small gym.
29. **Maplewood School** - A K-5 neighborhood elementary school with adjoining playground and small gym.
30. **Lincoln School** - A K-5 neighborhood elementary school, adjoining Lincoln Park and Hope College, with a playground facility and gym.
31. **Holland Heights School** - A K-5 neighborhood elementary school with a playground area, and moderate size gym. A ball field is lighted for night use and is extensively used in the city recreational softball program.
32. **Lakeview School** - A K-5 neighborhood elementary school with a large playground area including magic square, softball field, and a moderate size gym.
33. **West Middle School** - This facility is located south of W. 24th Street and Homestead Avenue extended; and includes outdoor physical education and recreation facilities.
34. **East Middle School** - Located at E. 24th Street and Apple Avenue extended, this is a recently completed facility which has tennis courts, a football field, baseball fields, and an athletic track.
35. **Holland High School** - This campus is on spacious grounds along Van Raalte Avenue, south of 24th Street, and is augmented by on-site parking lots, athletic courts and fields, and open landscaped areas. Buildings include an athletic field house and performing arts center, and hosts many events and programs open to the general community.
36. **Holland Community Pool** - An indoor pool and diving well, located on 22nd Street near the Moran tennis courts, that is designed for instruction and competition, with spectator seating area and an on-site parking lot. During periods of non-school use, the pool is open to the public through organized programs or open swimming. The site also has a running track and football/soccer field which is available to organized community recreation programs and the public.
37. **Apple Avenue Center** - Formerly a neighborhood elementary school and school administration building, it still retains the playground and gym.
38. **Maplewood Christian School** - An elementary school with a playground; located near 37th Street and Pine Avenue.

39. **South Side Christian School** - Located along Central Avenue, south of 29th Street, this elementary school also has a playground.
40. **Christian Middle and High Schools** - Adjoining middle school and high school campuses, along with the school administrative offices, surrounded by landscaped open areas, a variety of athletic courts, fields for physical education and interscholastic sports uses.
41. **Calvary Baptist School** - Located at W. 22nd Street and Plasman Avenue, the school has a playground area.
42. **St. Francis De Sales Catholic School** - This K-5 school also has a playground area and is located at W. 13th Street and Maple Avenue.

Hope College Facilities

43. **Hope College** is a 4-year liberal arts college with a 1991 fall enrollment of 2,746 students. In addition to the variety of curriculums offered, Hope College also provides many cultural and recreational facilities to the residents of the community. The Dow Center, DePree Art Center and Gallery, Knickerbocker Theater, and the Summer Repertory Theater are among the facilities enjoyed by City residents.
44. **Buy's Athletic Fields** - An outdoor athletic complex located along Fairbanks Avenue near 11th Street. This 28 acre tract of land is used for college physical education, intramural, and interscholastic athletic events. Though not generally accessible to the public for general uses, the location of this area next to Smallenburg Park and the Municipal Stadium establishes this area as a major recreational focal point of the community.

Other Facilities

43. **Evergreen Commons Senior Citizens Center** - This Center is located on a 2 acre site south of the intersection of State Street and Michigan Avenue funded by private gifts and a major endowment by the Prince Corporation. Initially set up as a non-profit corporation with a board of directors and administrator, it is anticipated that public programming through the City Park and Recreation departments will increase in the coming years.

Planned Improvements - Recreation

The following improvements are proposed in the City's five-year Recreation Action Plan. These priorities were determined by the Holland City Council and the Planning Commission; the City Manager; Director of Leisure and Cultural Services; Planning, Engineering, and Park and Recreation staff; and direct public input from a hearing held in 1991:

1. **Van Raalte Farm** - The City intends to preserve the historic elements of the farm and provide trails for low intensity activities such as hiking, cross-country skiing, sledding, jogging, and track. The first phase of the Van Raalte Farm Master Plan has recently been completed.
2. **Town Park** - This project involves the development of approximately 25 to 30 acres of land located north of 6th Street and between Columbia and Central Avenue. The park location was previously used as a City landfill and electric power plant. The pathway system installed as part of this project will link downtown to the already existing Window-on-the-Waterfront pathway system.
3. **Baseball/Softball Complex** - Approximately 18 acres of city-owned land is being developed south of 32nd and east of Lincoln Avenue. Four ball fields, parking and restroom facilities will be constructed.
4. **DeGraaf Nature Center Building Addition** - An addition to the existing Nature Center facility is planned to house additional displays and educational facilities.
5. **Kollen Park Restroom Renovation** - This will involve the construction of new restrooms in Kollen Park.
6. **Kollen Park Seawall** - This would complete the remaining area of Kollen Park waterfront property to be protected by a steel piling seawall.
7. **Centennial Park Improvements** - This will involve completion and renovation of the park based on the 1986 Centennial Park Master Plan.
8. **Neighborhood Park Improvements** - This includes a planned program for upgrading each of the city's neighborhood parks with landscaping, parking, and when feasible, replace playground equipment, upgrade recreational facilities, i.e. tennis courts, ball fields, shuffleboard, etc.
9. **Maplewood Park and Sports Complex** - This improvement involves the upgrading of this facility which serves as both a neighborhood park and sports complex for baseball, softball, and soccer.

10. **Window-on-the-Waterfront Extension** - The original walkway will be extended from its present east boundary to Lincoln Avenue.

Other improvements include:

- Civic Center Improvements
- Library Expansion
- Indoor Ice Skating Facility
- Municipal Greenhouse
- Civic Center Parking Lot Expansion and Improvement
- Farmer's Market Canopy
- Windmill Island Improvements
- New Museum Renovation
- Existing Museum Facility Reutilization
- Municipal Marina
- Macatawa River Park Improvements
- Land Acquisition
- Observation - fishing docks
- "Sugarbeet" Property (northeast corner of Cleveland Avenue and 15th Street)
- U.S. 31 Open Space Preserve
- Future Holland Heights Parkland
- Handicapped Accessible Playgrounds
- Windmill Island - Depot Overlook
- DeGraaf Nature Center Parking and Land Acquisition
- Indoor Soccer Facility

HOUSING

GOAL

LAND USE POLICIES WILL BE IMPLEMENTED THAT PROTECT PROPERTY VALUES AND NEIGHBORHOOD STABILITY, AND THAT FACILITATE A VARIETY OF HOUSING OPPORTUNITIES.

Objectives

- Develop and implement a land use plan that provides for a variety of housing types and prices.
- Preserve the character of existing residential neighborhoods through sensitive zoning, site plan, and traffic management.
- Protect the stability of neighborhoods through enforcement of housing codes and zoning regulations, with particular emphasis given to the areas of older housing concentrated in central city neighborhoods.
- Examine existing zoning regulations to ensure that there are not impediments to the provision of needed housing.
- Study the City of Holland Comprehensive Housing Affordability Strategy (CHAS) and the City Housing Task Force Report to become aware of City housing needs and the means by which the City Planning Commission can facilitate the provision of safe, affordable housing.

The City of Holland and area non-profit organizations are identifying and attempting to meet the various housing needs of the City. These needs range from emergency homeless situations to facilitating home ownership.

Because of the activities underway by others, this Master Plan does not address the specifics of City housing except to establish a policy of working with the City and organizations to meet the housing needs as identified by these groups.

Following, however, is basic information on housing to serve as an introduction to the Planning Commission.

Rental Housing Conditions Survey

Rental housing conditions were evaluated by City staff in February, 1990. A "block-by-block" (visual) survey was conducted of the rental properties within the City limits in order

to identify areas needing rehabilitation. The housing quality information will assist the City in determining areas that are in need of financial resources for neighborhood improvements.

The condition of the units was evaluated based on the need for major or minor repairs. Major repairs included: a cracked foundation, a falling, unsafe porch, leaking or deteriorated roof, rotted wood window casings, or broken windows. Minor repairs included: painting, re-siding, broken or missing porch handrail, necessary brick work, or adjustments to decorative features such as shutters.

The survey placed each block of rental units in the majority of one of five categories as described below.

Adequate: These rental units have no need for major exterior repair. They are in very good condition, needing no more than one minor exterior repair.

Standard: Units identified as standard were generally in good shape. No major and no more than two minor repairs appeared necessary.

Deficient: Units identified as deficient were in need of one or two major or three or more minor repairs.

Substandard: Units identified as substandard were in need of between three and five major repairs and one or more minor repairs.

Dilapidated: Dilapidated units were identified as those which were vacant or close to being uninhabitable because of their instability, broken windows or doors, etc. Homes in this category required six or more major repairs and three or more minor repairs.

The findings of the survey are displayed in on the Rental Housing Conditions Map (Page 63). The information displayed on this map identifies the condition of housing in general areas rather than for a particular home. Areas not identified on the Rental Housing Condition map do not contain rental units or contain rental units needing less than one minor repair. The block condition was determined by taking the most dominant condition of units within that block. For example, if a single block contained three standard rental units and two deficient units, the entire block was considered standard.

Blocks dominated by above standard, standard, deficient, and substandard rental units are present throughout the City but no block had a majority of dilapidated housing units. Most of the blocks occupied by rental units are dominated by deficient units, located primarily east of River Avenue. Only four blocks had more substandard units and no blocks were dominated by dilapidated rental units. In fact, only two rental units were identified as dilapidated in the entire City.

Improvements made to rental housing should be given priority in those blocks indicated as substandard. When those problem areas are addressed, the deficient and standard housing blocks should then be examined.

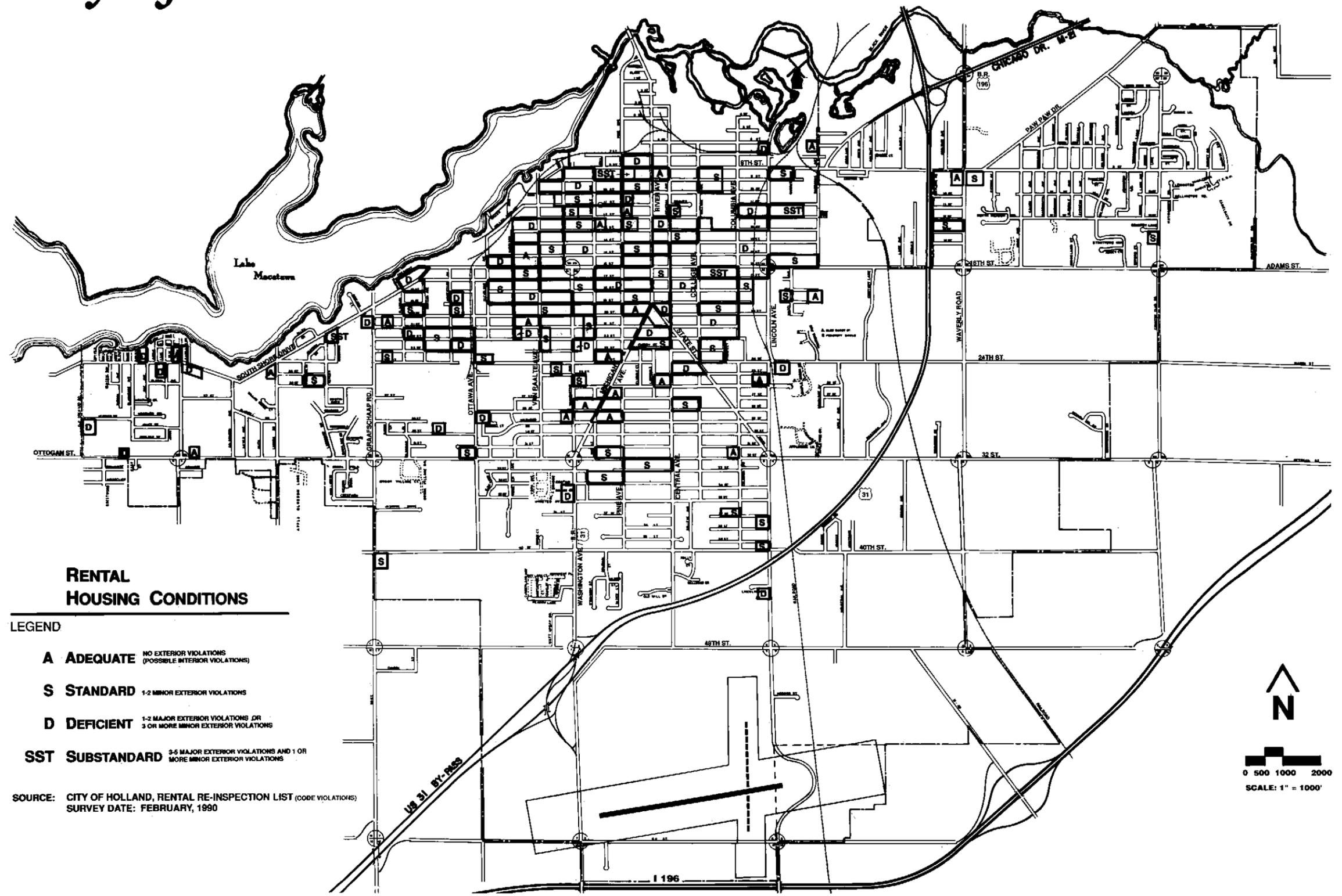
Table 9
Housing Characteristics
City of Holland, Allegan and Ottawa Counties, 1980

Housing Characteristic	City of Holland Number	City of Holland %	Allegan County %	Ottawa County %
Year-round Housing Units	9,618	99.5%	90.9%	97.8%
Seasonal and Migratory	44	0.5%	9.1%	2.2%
Total Housing Units	9,662	100%	100%	100%
Owner-occupied Units	6,563	68.2%	76.9%	78.7%
Renter-occupied Units	2,625	27.3%	17.1%	16.9%
Vacant Units	430	4.5%	6.0%	4.4%
Total Year-round Units	9,618	100%	100%	100%
One Unit at Address	7,451	77.5%	81.3%	84.0%
2 to 9 Units at Address	1,506	15.7%	7.0%	8.9%
10 or More Units at Address	494	5.1%	1.6%	2.4%
Mobile Homes	167	1.7%	10.1%	4.7%
Total Year-round Units	9,618	100%	100%	100%

Source: U.S. Bureau of the Census, General Housing Characteristics, 1980.

NOTE: 1990 Census figures for Housing were not available during the preparation of this Plan.

City of Holland

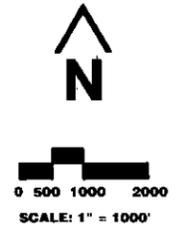


RENTAL HOUSING CONDITIONS

LEGEND

- A ADEQUATE** NO EXTERIOR VIOLATIONS
(POSSIBLE INTERIOR VIOLATIONS)
- S STANDARD** 1-2 MINOR EXTERIOR VIOLATIONS
- D DEFICIENT** 1-2 MAJOR EXTERIOR VIOLATIONS OR
3 OR MORE MINOR EXTERIOR VIOLATIONS
- SST SUBSTANDARD** 3-5 MAJOR EXTERIOR VIOLATIONS AND 1 OR
MORE MINOR EXTERIOR VIOLATIONS

SOURCE: CITY OF HOLLAND, RENTAL RE-INSPECTION LIST (CODE VIOLATIONS)
SURVEY DATE: FEBRUARY, 1990



LAND USE

GOAL

TO PROVIDE A BALANCED LAND USE PATTERN, COMPATIBLE WITH SURROUNDING COMMUNITIES, WHICH PRESERVES THE RESIDENTIAL CHARACTER OF THE CITY, YET, PROVIDES FOR COMMERCIAL, INDUSTRIAL, AND INSTITUTIONAL USES.

Objectives

- Direct high intensity, non-neighborhood commercial development away from residential areas to help protect the residential character of the community.
- Encourage selected commercial development in appropriate locations as needed to provide necessary community services.
- Where neighborhood service districts already exist, work with local merchant associations for parking and aesthetic enhancements to keep them attractive and competitive.
- Encourage appropriately located industrial development to provide community employment and tax revenue.
- Promote attractive design of commercial and industrial sites to improve community aesthetics.
- Encourage cooperation between the city and surrounding jurisdictions in directing and regulating development.
- Reduce the negative impacts resulting from high intensity land uses near residential areas by requiring adequate buffer space/uses.
- Promote the provision of open space within new development or redeveloped sites.
- Base rezoning decisions on the Land Use Plan included as part of this Master Plan.
- Rezone property only after all utilities are secured for the site.
- Determine the future land use needs of the City and plan for their proper location.
- Develop a sign ordinance that enhances the aesthetics of the City and provides opportunities for adequate identification.

- Work with the Mainstreet/Downtown Development Authority, and others, to ensure that the policies of the Planning Commission are consistent with efforts to strengthen downtown for the betterment of the community.
- Work with the Holland Historic District to ensure that the policies of the Planning Commission are consistent with efforts to preserve and expand the historic district.
- Work with the School Districts to ensure that their land use needs are met and are done so in harmony with this Master Plan.

EXISTING DEVELOPMENT PATTERNS

Historical Development

The original settlers of the Holland area, Reverend Albertus C. Van Raalte and his followers, located near an abundance of natural resources, such as bogs, forests, Lake Macatawa, and Lake Michigan to begin an American community built on Dutch ideals. The natural features encouraged the lumbering, agricultural, and furniture industries which grew steadily and created an economic base for the settlement. A gridiron street and block pattern influenced early land use patterns as Dutch immigrants flocked to the new settlement and built homes and businesses along the American-style street layout. By 1867, a diversified community with a strong lumbering and agricultural economic base was formally chartered as the City of Holland.

The growth of agricultural industries attracted many Hispanics to seasonal, and later permanent, residency in the Holland area. The decline of lumber as an abundant raw material fostered a broader diversification of manufacturing employment. These factors profoundly influenced both the economic base and the cultural diversity of the City of Holland.

The proximity to water was a dominant factor in shaping the physical character of Holland. When the city was founded, the outlet from Lake Macatawa into Lake Michigan was a shallow natural stream inadequate for shipping commerce. One of the earliest tasks completed by the settlers was to excavate a shipping channel interconnecting the two water bodies. This channel was well travelled by ships carrying lumber, food products, and general merchandise produced in the region. The port facility was essential to the long-term success of Holland.

The function of the channel slowly changed from primarily commercial shipping to recreational boating. Holland today ranks high in the number of moorings for pleasure craft among port communities on the eastern shore of Lake Michigan. Unlike the logging operations and heavy industries which once lined the Lake Macatawa shoreline, the lake perimeter is now bordered with beautiful single family homes, summer houses, parks, and some industrial development near the central portion of the city.

Development, which had been concentrated between 3rd and 9th Streets, gradually spread outward to 12th Street with the establishment of the Academy of 1851 - now Hope College. The Academy was located on five acres of land which had been donated by Van Raalte to the community. Southward growth continued with subsequent City boundaries at 16th, 32nd, and 64th Streets. Today the southernmost boundary lies at I-196.

Suburban growth was facilitated by the movement of industry away from the port facilities and closer to highways and railroads, as the preference for transporting goods shifted from shipping to trucking and railroads, although a significant amount of industry remains along the waterfront area. Truck transportation was favored for shipping vegetables and food products, which increased as a primary resource. The shifting of industrial uses farther away from the waterfront created opportunity for residential uses to be constructed there. This helped promote the downtown as a tourist/resort area, using the water as an attraction for recreation and tourism, highlighted by the Tulip Festival which draws thousands of visitors to the area.

The vitality of the City of Holland remains closely tied to the same amenities as when Dutch settlers first built near the estuary of the Macatawa River and Lake Macatawa: the abundance of water, agriculture, and land situated near convenient transportation routes.

The Existing Development Patterns Map (Page 67) displays the use of land in early 1990, which was determined through the use of field survey and aerial photography.

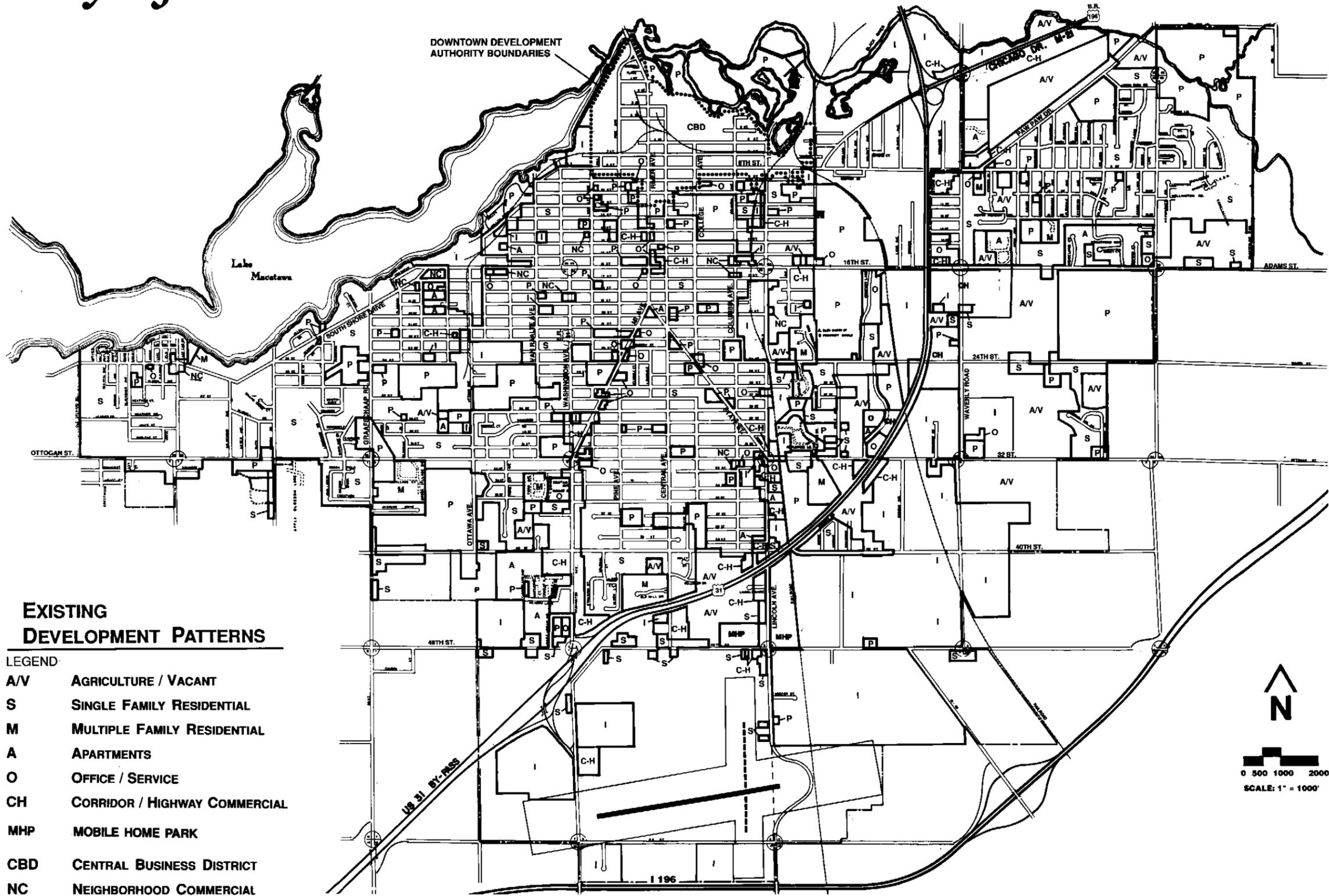
Agriculture/Vacant

This land use category includes all active farmland including single farmsteads, greenhouses, and all vacant or undeveloped land. There still are a few vacant parcels of land close to the downtown area, however, the largest areas of vacant and agricultural land lie along the southern and eastern boundaries of the City. It is estimated that 15-20% of land within the City is now vacant.

Single Family Residential

This is the most abundant land use in the City and includes all single family homes, two family homes and mobile home parks. The majority of the single family residences occurs just south of the downtown area extending south to U.S. 31. Other concentrations of single family development occur in the northeastern section of the city (bordered by 16th Street on the south and Paw Paw Drive on the north), and in the western section of the City along South Shore Drive extending south to 32nd Street.

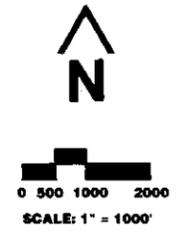
City of Holland



EXISTING DEVELOPMENT PATTERNS

- LEGEND
- A/V AGRICULTURE / VACANT
 - S SINGLE FAMILY RESIDENTIAL
 - M MULTIPLE FAMILY RESIDENTIAL
 - A APARTMENTS
 - O OFFICE / SERVICE
 - CH CORRIDOR / HIGHWAY COMMERCIAL
 - MHP MOBILE HOME PARK
 - CBD CENTRAL BUSINESS DISTRICT
 - NC NEIGHBORHOOD COMMERCIAL
 - I INDUSTRIAL
 - P PUBLIC / SEMI-PUBLIC

SOURCE: AERIAL PHOTOGRAPHS, 1989
FIELD SURVEY 4/90



DATE: SEPTEMBER, 1990

THE WBDG GROUP
10101 2nd St
Ann Arbor, MI 48106
Tel: 313-963-1700
Fax: 313-963-1701

Multiple Family Residential

This category includes all homes having greater than two family units. Those residential developments which have three or more attached units such as condominium are also part of this category. Major areas of Multiple Family Residential land uses include:

- In the vicinity of U.S. 31 and Central Avenue.
- Near the area of 32nd Street and Hastings Street.
- East of Lincoln Avenue - one development on each side of 24th Street, and one development on each side of 32nd Street.
- On east 16th Street between Waverly Road and Country Club Road.
- The area east of Graafschap Road and south of 32nd Street.
- Along the Washington Avenue corridor from 32nd Street to 48th Street.

Apartments

This land use category includes all apartment complexes, senior housing, and concentrated student housing developments which are typically greater in density than Multiple Family developments. Four apartment clusters are located on the outskirts of the developed portions of the city and two smaller student and senior housing developments are located closer to the downtown. The dormitory and apartment developments on the campus of Hope College were included in the Public/Semi-Public category.

Office/Service

The office/service category includes professional offices, day care facilities, banks, and restaurants. Concentrations of this type of development are located just south and east of the downtown, along the Washington/Michigan/River Avenue corridor, and close to the 16th Street and U.S. 31 intersection. Office/service type facilities act as a transitional buffer between residential development, which is set back from the street, and commercial developments which have developed along busy corridors.

Corridor/Highway Commercial

This category includes the majority of the commercial uses in the City, excluding the downtown area. These land uses are concentrated along the Washington/Michigan Avenue, U.S. 31, and Chicago Drive/M-21 corridors. These commercial developments tend to prosper on the visibility and access which these corridors provide.

Community Commercial Center

Regional commercial uses, which depend upon a large area population, good highway accessibility, and visibility, are categorized as Community Commercial Centers. The concentration of commercial uses at the U.S. 31/24th Street and U.S. 31/16th Street intersections are included in this category.

Central Business District

This land use category includes the concentrated commercial, office, and service uses in downtown Holland. This area, under the planning guidance of the Mainstreet/Downtown Development Authority, is roughly bounded by 10th Street, Kollen Park, Fairbanks Avenue, and Lake Macatawa.

Neighborhood Commercial

There are several "neighborhood commercial" developments in the City. These developments are most often located at the intersection of two moderately busy streets and are surrounded by the residential developments which they serve. These areas typically include a single service station or small market. Examples are located on Washington Avenue between 18th and 19th Streets and at the intersection of 13th and Maple Avenue.

Industrial

This land use category includes all light and heavy manufacturing and industrial uses, large auto body shops, and salvage yards. The abundant modes of transportation in and near the City (rail, roadway, air, and water) and the plentiful employment base serve to attract larger industrial developments to the area. Heinz, Haworth, Herman Miller, and Prince are just a few of the major industrial uses located within the City limits.

Public/Semi-Public

This land use includes educational facilities, libraries, government offices, public parking areas, public and private recreational facilities (parks and golf courses), publicly-owned land, and all public utilities. These uses are located throughout the City. Hope College facilities are also part of this category.

FUTURE LAND USE

The Land Use goal of this Master Plan is to:

To provide a balanced land use pattern, compatible with surrounding communities, which preserves the residential character of the City, yet, provides for commercial, industrial, and institutional uses.

The Planning Commission discussed future land use in two formats:

1. According to areas - the City was divided into 12 "Policy Areas" and general direction as to future land uses was determined for each area.
2. Traditional land use map - after discussion of the policy areas, the Planning Commission developed a future land use map which is more definitive than the area determinations.

Future Land Use - Policy Areas

Within "Policy Areas", the intent and nature of development is described without reliance on firm land use categories. Rather, the descriptions outline the nature of development which should occur within each area, including general land use, development quality, and other relevant characteristics. The policy areas served as the base for the more definitive decisions of the future land use map.

The "Policy Areas" map on Page 71 outlines these policy areas.

Policy Area #1 - Southeast Holland/Airport Industrial

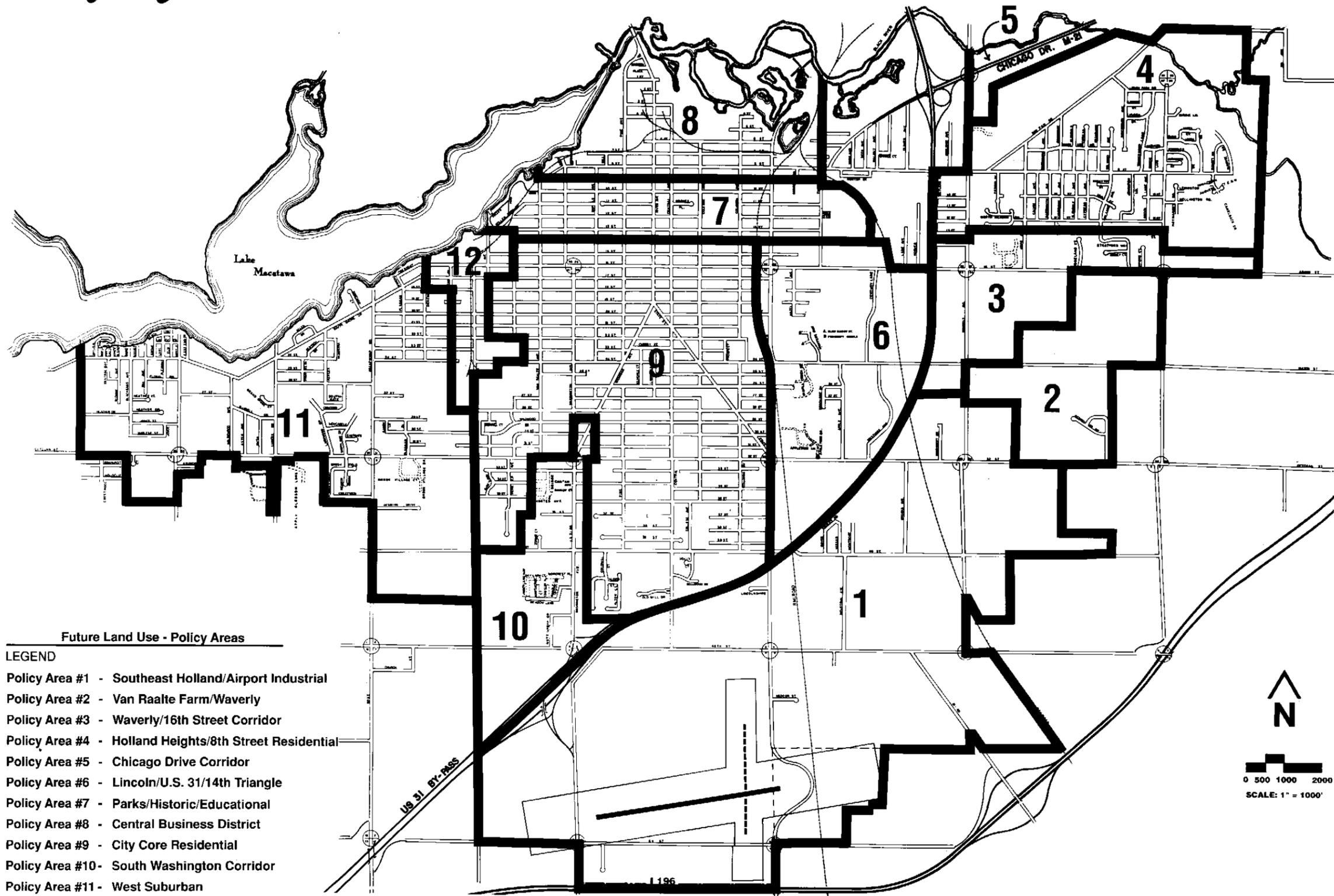
Land Use Character

The majority of land in this policy area is committed to light industrial uses, agriculture/vacant land, and the Tulip City Airport. Bounded by U.S. 31 on the north and I-196 and the City limits to the south, this area also contains commercial services oriented to motorists travelling on U.S. 31 and I-196. Mobile home development is located north of the airport and near U.S. 31/Lincoln Avenue/48th Street area and is the only concentrated residential use within this policy area.

Development Policies

The Tulip City Airport is a strong influence for land use in this Policy Area. Development of large residential areas in the vicinity of the airport is undesirable since noise would be a factor in the marketability of those homes. The mobile home development in the north

City of Holland



- Future Land Use - Policy Areas**
- LEGEND**
- Policy Area #1 - Southeast Holland/Airport Industrial
 - Policy Area #2 - Van Raalte Farm/Waverly
 - Policy Area #3 - Waverly/16th Street Corridor
 - Policy Area #4 - Holland Heights/8th Street Residential
 - Policy Area #5 - Chicago Drive Corridor
 - Policy Area #6 - Lincoln/U.S. 31/14th Triangle
 - Policy Area #7 - Parks/Historic/Educational
 - Policy Area #8 - Central Business District
 - Policy Area #9 - City Core Residential
 - Policy Area #10 - South Washington Corridor
 - Policy Area #11 - West Suburban
 - Policy Area #12 - Ottawa Industrial

central portion of the area should be allowed to continue, since it is largely outside the flight path areas of the Airport.

The dominant land use in the Southeast Holland/Airport Industrial area will be lower intensity manufacturing industrial facilities. Buildings developed within this area will be of high quality, with attractive architecture and landscaping. Adequate setbacks to provide greenbelt areas along the street and to help visually reduce the scale of buildings should lend to the industrial park quality development desired in these industrial areas.

Road improvements scheduled for 1991-1992 along M-40 might tend to interest commercial businesses, related to either I-196 or U.S. 31. With the exception of the area in the immediate vicinity of U.S. 31, however, commercial development should be discouraged. Along U.S. 31, select, highway service oriented, businesses should maintain the same level of quality desired for the industrial areas within this Policy Area. Control of driveways, both in terms of number and location, should be emphasized to ensure that safety and road capacity are maintained.

Policy Area #2 - Van Raalte Farm/Waverly

Land Use Character

This area is characterized by public land, agriculture/vacant land, and single family residential uses. Residential uses are located along 24th Street and in a small subdivision north of 32nd Street.

Development Policies

A large portion of this area is taken up by City-owned property, known locally as the Van Raalte Farm. The Farm is located on 155 acres of land at the northwest corner of 24th Street and Country Club Road. A century-old farmhouse and outbuildings are set on a hilltop overlooking pasture and croplands that include a valley and stream. There are no specific recreational facilities located on the farm at this time, however, access for cross-country skiing is provided. A Master Plan has been developed for this property and should be implemented as funds are available.

The southeastern part of the area has been developed with high quality homes, which should be carefully considered when reviewing development in the vicinity. It is important that these homes be protected by ample setbacks and transitional uses, where appropriate. Appropriate transitional uses may include low-intensity offices or multiple family uses. Research-oriented industrial uses may also be appropriate.

The properties at the southeast corner of 24th and Waverly will act as a transition boundary for the residential uses to the east and the more intensive uses in the Waverly Road corridor. Ideally, growth in this transition area should have a non-intrusive nature, possibly

including such uses as offices, personal services, or a mixture of these uses, along with residential development with low to moderate densities.

Properties north of 32nd Street will also act as a transition for the residential areas to the east. Land uses in this area should be directed toward very low intensity industrial, or high quality research oriented projects. Multiple family developments of moderate density would also be appropriate transition uses. As with other transition areas, this development should emphasize attractive buildings and landscaping, with setbacks sufficient to provide landscaped parking area buffers and open areas between dissimilar uses.

Policy Area #3 - Waverly/16th Street Corridor

Land Use Character

Land uses in this area are primarily commercial and office/services oriented to traffic along 16th Street and Waverly Road. The area's close proximity to U.S. 31 and I-196 access makes this area attractive for commercial uses. Access to these commercial areas is also convenient for the apartment units and single family homes located in the area.

Development Policies

The Waverly Road and 16th Street Corridors are significant development influences in the eastern Holland area. In particular, 16th Street acts as a gateway to Holland from Holland Township and I-196. Therefore, maintaining high quality development is important to portray the positive image of Holland. The corporate office development occurring on 16th Street in Holland Township, on the border of the City and township, will act as an influence on other parcels in the area.

Within the city, office development is expected to locate from Country Club to Quarter Line. Offices constructed in this area should be of high quality, to compliment the residential development to the north, with greater than normal setbacks to allow sufficient and attractive landscaped areas, and stringent access control.

From Country Club to Waverly, along 16th Street, the dominant land use should be multiple family, to compliment existing development and to lower the overall intensity (and, therefore, traffic) of land use in the corridor. Direct access to 16th Street should be avoided in this area to prevent congestion and safety problems associated with turning movements along 16th Street. Similarly, multiple family uses should be established in the parcels abutting the Van Raalte Farm property along 16th Street, east of a line extending south from Hope Avenue.

Further north of 16th Street, the single family homes should be preserved and enhanced. The transition area between these homes and the uses along 16th Street should emphasize open space setbacks for both parking and buildings and the raising of berms and plantings

to provide an adequate buffer between these dissimilar land uses.

Toward the southern boundary of this Policy Area, office and commercial development should be established. As with all development, quality should be emphasized, with setbacks sufficient for landscaping, and attractive buildings. Stringent access controls should be maintained to ensure smooth traffic movement and safety for turning vehicles.

Land use and development planning within the 16th Street corridor should be undertaken as a cooperative effort with Holland Township. Since much of 16th Street (and Adams Street within the township) is two-lane roadway, efforts to control driveways and maintain a lesser intensity of land use is imperative to maintain the traffic carrying capacity of the roadway and to make efficient use of road improvement funds as development increases. A joint corridor study for 16th Street, if undertaken as a cooperative project, would allow development of consistent land use, aesthetic, and access management guidelines for both communities.

Policy Area #4 - Holland Heights/8th Street Residential

Land Use Character

Single family residences and a large wetland area between Chicago Drive and Paw Paw Drive dominate this area. Well-established neighborhoods with some small office/services and public uses along 8th Street contribute the stability of this area. The non-residential uses provide needed services and facilities to residents in the immediate area.

Development Policies

An important aspect of this Policy Area is the need to maintain the integrity of the residential neighborhoods along Waverly Road, 8th Street, and Paw Paw Drive. Future homes established north of 16th Street, abutting Policy Area #3, should have the benefit of sufficient setbacks for both parking and buildings and the raising of berms and plantings to provide an adequate buffer.

The residential areas west of Waverly Road should be protected, to the extent possible, to prevent the encroachment of office and commercial uses. However, over the long term, large scale conversion of this area to office and lower intensity commercial uses may be feasible. This conversion, however, should not be undertaken at the expense of this neighborhood. Individual property conversions should be limited in favor of the simultaneous conversion of several properties, as a unified development in locations where the remaining residential properties are left undisturbed, or are protected with adequate fencing, setbacks, landscaping, and other measures.

Another important aspect of this Area is the environmentally sensitive area (wetlands) between Paw Paw Drive and Chicago Drive. These wetlands are included in Area #4 to

establish their attachment to the residential areas along Paw Paw, rather than allowing their use as an extension of the commercial properties along Chicago Drive. Accordingly, this area should be encouraged to be developed with increased depth of frontage along Paw Paw or to allow clustered single family homes, planned to preserve the wetlands and use the available developable property.

Policy Area #5 - Chicago Drive Corridor

Land Use Character

Highway commercial and industrial uses are located along much of the Chicago Drive corridor. Although active and viable businesses, most of the industrial and commercial uses, north of the road, are older structures developed on sites that lack aesthetically pleasing site features (e.g. landscaping, architecture, signs, etc.). Commercial uses on the south side of the road are relatively new and draw a high number of vehicles each day from Chicago Drive. Traffic safety is a concern for this area due to the numerous driveways, higher traffic speed, vehicle turning movements in and out of these businesses, and the high percentage of truck traffic occurring along this major artery.

Development Policies

Land use along this heavily traveled corridor entering the City of Holland should be primarily commercial in nature along the frontage properties of Chicago Drive. As with other major corridors, driveway locations should be controlled along Chicago Drive to reduce congestion and increase safety. Other landscaping and aesthetic guidelines developed for corridors in the city should also be applied. Greater building and parking setbacks and landscaping along Chicago Drive and Waverly Road should be implemented to provide a positive impression of the community.

Substantial areas of environmentally sensitive lands (floodplain, wetlands) also exist in this corridor. These areas are to be preserved or replaced with equivalent resources, subject to the requirements of state, federal, and local regulations dealing with these resources. Preservation of these resources along the frontage can also provide a break in the intensity of development along the corridor and contribute to the overall positive impression of the community.

The efforts undertaken to provide this image should be carefully coordinated with Holland Township, since the borders between the two communities are virtually indistinguishable along this corridor.

Policy Area #6 - Lincoln/U.S. 31/14th Street Triangle

Land Use Character

This is a large area of a wide variety of uses, ranging from industrial along U.S. 31 to multiple family residential uses in the southwest; no single land use type characterizes this area. A large portion of the land area contains the Smallenburg Park, Bouws Pool, and Holland Municipal Stadium, located on 24 acres northeast of 16th Street and Fairbanks Avenue. Smallenburg is a family oriented park and playground and adjoins the Bouws outdoor community pool and the Holland Municipal Stadium, which is used for interscholastic football and soccer for area schools.

Of special interest in Area #6 is the section extending east of Lincoln to the railroad, north of 32nd Street. This area holds a concentration of many land uses, including local and highway commercial, single family and multi-family residential, public, industrial, and offices. Pilgrim Home Cemetery encompasses a large portion of this area, both north and south of 16th Street. The section of the cemetery which is south of 16th, extends from the residences along Hazel Avenue to the office and commercial uses along Century Lane.

Development Policies

U.S. 31 is an important gateway corridor for the City. Visitors approaching from the north and east gather their first impression of the City from this roadway. Special attention should be given to landscaping and maintaining this area.

The intent of this Plan is to limit the expansion of industrial facilities outside their current boundaries. This intent does not extend to the point of eliminating these uses, however, they should be carefully monitored to minimize any negative influences on surrounding land uses. A replacement industrial or public/semi-public use should be sought for the vacant facility located at the southwest corner of 16th Street and U.S. 31. Additional industrial uses are not to be encouraged in this area.

Most of the residential uses in this area are located north of 32nd Street in multi-family and condominium projects. Another such development, Centennial Farms, is nearing completion in the area south of 32nd. These neighborhoods provide a needed transition between the intensive uses along U.S. 31 and the single-family residences in Policy Areas #7 and #9. Existing residential uses should be protected and multi-family housing should be encouraged, especially in the Lincoln Avenue/32nd Street/U.S. 31 triangle.

Some multi-family residences are located near 24th Street on both Century Lane and Hastings Avenue. Most of Hastings Avenue, which extends from 24th to 32nd Street, is developed with commercial and office land uses. Proposed development along this corridor should be limited to multi-family residential to help protect the established residential neighborhoods.

Policy Area #7 - Parks/Historic/Educational

Land Use Character

This area is primarily single family residential uses scattered with public buildings, small commercial, and office uses, established in one of the oldest sections of the City. Many of the non-residential uses in this section are extensions of the central business district establishments, especially along River Avenue, 9th and 10th Streets. A key use is Centennial Park, bounded by 12th Street, 10th Street, Central Avenue, and River Avenue. City Hall and the Herrick Public Library are also located in this area.

Development Policies

From a historic perspective, this area is one of the most important in the City of Holland. Preserving the historical character of the City is one way to preserve the City's heritage for all Holland residents. Centennial Park is a central anchor to this area, having been in park use for well over 100 years. Markers describing the original Dutch settlers and a Veterans Memorial attest to the historic values held by the City.

Preservation of the housing in this area is important since many of the homes are some of the oldest in the City. To the extent possible, these residential areas should be protected from the encroachment of non-residential uses, except for those which are compatible with or provide immediate services to nearby homes. These may include churches, small offices for doctors, and small neighborhood shopping areas. While these uses should continue to provide services for the area, they should not be allowed to expand into the built-up residential blocks in the area.

Another significant use is Kollen Park, situated between the western end of 10th Street and Lake Macatawa. This is a 14.5 acre family oriented, all-purpose waterfront park equipped with a picnic shelter, playground, boat launch ramps and limited docking facilities, and parking. This park highlights the use of the waterfront for public uses.

It is the land use policy of the City of Holland to preserve, expand, or extend public uses along the waterfront wherever possible. Policy Area #7 provides some of the best opportunities for acquiring and improving waterfront property.

Perhaps the most influential land use in this area is Hope College. Street realignments and closings have created a campus setting for the College. With almost 9% of Holland's year-round population counted as students, the economic and land use impacts of the College have a direct influence on the business and residential character of the area surrounding it. The relationship between the City and College has been a positive one; each recognizes the needs of the other and accommodations are made where possible.

Policy Area #8 - Central Business District

Land Use Character

There is currently a wide variety of land uses that comprise the central business district and surrounding area. Commercial, office/service, industrial and public are all important elements of this concentration of businesses. Detailed land use analysis was not completed for this area due to the planning efforts conducted by the Mainstreet/Downtown Development Authority. The land uses depicted on the future Land Use Plan are consistent with the intentions of the Mainstreet/Downtown Development Authority and the other development groups downtown.

There are, however, a number of important uses in this area in addition to the downtown. In particular, the Riverview Recreational Area, Window on the Waterfront, Town Park, the Macatawa Marsh, Van Bragt Park, and Windmill Island all attract tourists, fishermen, and area residents. Windmill Island alone draws over 100,000 visitors annually. Taken together, these areas provide unique opportunities for active recreation, tourism, and natural habitat preservation, all within a confined area of around 100 acres.

Development Policies

Much of the active development within this area will be governed by the plan of the City's Mainstreet/Downtown Development Authority. The waterfront areas contribute to the policy of maintaining public uses and access along the waterfront. As a notable tourist center, the image presented by this area is largely the one with which many area visitors leave. The gateway into the downtown, described earlier, is a pivotal element of this impression. Efforts should continue toward providing a favorable entry into the downtown and to these tourist-oriented areas.

Policy Area #9 - City Core Residential

Land Use Character

This area is largely dominated by residential neighborhoods served by small commercial/service centers, schools, and churches. Many of the homes in this area were built long ago and contribute to the historical heritage of the City. A number of compatible non-residential uses are located in the area, including Holland Hospital, a number of school facilities, churches, and small businesses along the major streets.

Development Policies

This area, while substantially residential in character, is divided into three pieces by the River/Michigan/State corridors. Development along portions of these corridors is mixed, with a number of public, office, and small commercial businesses. Michigan Avenue in particular has developed a number of offices which maintain a residential appearance. Although this practice intrudes somewhat on nearby residential areas, this development is not a serious problem to the maintenance of the residential character of the area, as long as these uses are limited to the corridor areas and do not extend further into the neighborhoods.

Maintaining the integrity of the neighborhoods is important. Neighborhoods make up the fabric of any community and while some degree of diversity in architectural style, landscaping, and other elements is desirable, this diversity should not extend to the proliferation of uses which are not compatible with the area.

Incompatible uses may include multi-story office buildings, retail businesses which do not depend on local, or nearby markets, and auto-oriented uses, such as drive-in restaurants, auto repair facilities, etc. The concept of neighborhood integrity, therefore, rests on the ability to integrate a variety of housing styles and non-residential uses that are appropriate to the neighborhood, without sacrificing residential character.

Even with a mixing of residential and appropriate (compatible) non-residential uses, consideration needs to be given to protection of the function of both uses. For example, a neighborhood shopping area should be provided with adequate space for parking. Many older uses of this type are often squeezed onto lots that were originally platted as a residential lot. As a result, parking is limited to a small area which may remain on the lot, with the remainder of the necessary parking taking place on the street, often intruding on residential areas.

Parking provided on the site needs to be properly related to the residential area which likely adjoins the lot. Given the limited areas often involved, there are two considerations necessary in assuring this relationship. Access to the site should ensure that traffic is not directed into the neighborhood, meaning the parking lot access may have to be on the main street, rather than the side street. In addition, adequate screening of adjacent residential uses may be provided through a fence, wall, or hedges. Berms are probably inappropriate in most instances, given the confined area involved.

Other relationship considerations may include architecture and building design that is not incompatible with the character or scale of existing structures. Large scale buildings with expansive parking areas would not be appropriate. Colors should be muted and advertising/identification signs limited in size and height. Lighting should be carefully designed to prevent light spillage onto adjacent properties.

Policy Area #10 - South Washington Corridor

Land Use Character

New apartment complexes, corridor commercial, public uses, vacant land and scattered single family residential uses establish the development character along the Washington Avenue corridor. Numerous driveways along Washington Avenue serving commercial uses along the road frontage create traffic safety concerns due to the high traffic volumes. The apartments west of the frontage uses provide an effective land use buffer from the intensive commercial uses along Washington Avenue.

Development Policies

The Washington Avenue commercial corridor should continue to develop with commercial, office, and service uses. However, access management (driveway controls) should be enforced to preserve the traffic carrying capacity of the street, reduce traffic hazards, and improve aesthetics. Parking should be prohibited in front yards, where possible, in order to provide landscaping along the frontage, ensure sufficient storage distance for cars exiting the access points, and to assure uninterrupted vision for traffic exiting onto Washington. As with several of the other Policy Areas, attention should be devoted to maintaining a compatible relationship between residential and non-residential uses. (See Policy Area #9)

Outside the Washington Street corridor, higher density development should be extended west of Washington, south of 40th Street.

The area south of 48th Street will require some sensitive treatment. Existing uses in the immediate area range from apartments to low-intensity industrial/research development. Therefore, future projects in the vicinity will have to take the influences of these uses into account.

The combination of surrounding land use sensitivity and the limitations of the roadway design would indicate that development should be of a low intensity nature. The exact nature of that use can be flexible, ranging from medium or high density residential to low intensity industrial uses. The road system is residential in nature; the sharp curves of access streets to the area should not be stressed with substantial volumes of truck traffic.

Whatever development is eventually approved should take into account the residential development which dominates land use west of the City limits. Industrial uses should have substantial setbacks from the City border, truck traffic should be limited (although this would be difficult to enforce), activities such as loading docks and parking lots should not be allowed adjacent the City/township border.

Policy Area #11 - West Suburban

Land Use Character

This area is similar to Policy Area #9, due to the high percentage of single family residential uses and with a scattering of small commercial, office/service and public areas. The Lake Macatawa shoreline is intensely developed with residential uses. The nature of the residential uses is generally suburban, with larger lot, subdivision development.

Development Policies

Maintaining the strength of the neighborhood development is a high priority in the area. Incompatible uses should not be permitted, although small commercial service uses should be allowed to continue, as long as they only provide goods and services to the residents in the immediate area. Since much of the waterfront is developed with residential uses, waterfront access will necessarily be limited.

Another important element in the development of this area is the DeGraaf Nature Center. As development has intensified in the area, this property represents an island of natural beauty which should be preserved for future generations.

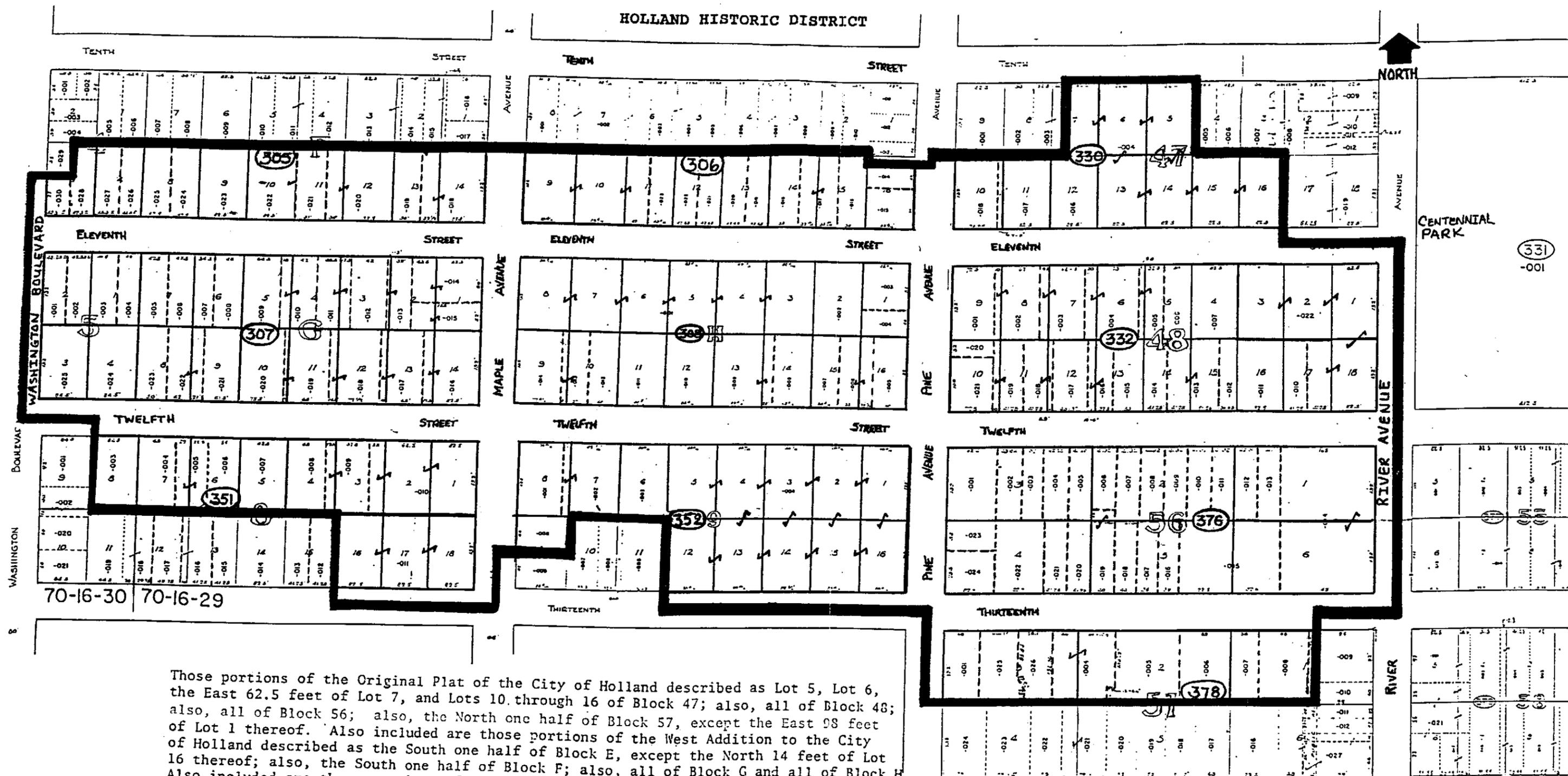
Policy Area #12 - Ottawa Industrial

Land Use Character

Industrial and other non-residential development forms a pocket of high intensity land uses surrounded by residential areas. Some of the older industrial uses are being revitalized or converted into other uses. The fringe areas present conflicts with adjacent residential uses due to noise, odors, dirt and other minor nuisances on occasion, yet, the commercial and office uses along Homestead Avenue and the public uses along Ottawa Avenue provide a buffer between the industrial and residential uses.

Development Policies

The industrial uses which developed over the history of the City present a unique land use challenge. Over the years an accommodation of residential and industrial uses has developed; each has "grown up" with the other. Some of the properties along the northwestern fringe have developed as commercial and offices uses, which have also been absorbed into the neighborhood. Major changes within this area are unnecessary. However, new activities or uses which may be added to the industrial uses should be carefully monitored so that the existing compatible mix of land uses is not substantially altered. Where possible, the existing industrial uses should be allowed to upgrade and modernize.



Those portions of the Original Plat of the City of Holland described as Lot 5, Lot 6, the East 62.5 feet of Lot 7, and Lots 10 through 16 of Block 47; also, all of Block 48; also, all of Block 56; also, the North one half of Block 57, except the East 98 feet of Lot 1 thereof. Also included are those portions of the West Addition to the City of Holland described as the South one half of Block E, except the North 14 feet of Lot 16 thereof; also, the South one half of Block F; also, all of Block G and all of Block H. Also included are those portions of the Southwest Addition to the City of Holland described as the South one half of Block 4, except the North 55 feet of the West 42 feet thereof; also, all of Block 5; also, Lots 1 through 8 and Lots 16 through 18 of Block 8; also, Lots 1 through 8, the North one half of Lot 9, and Lots 12 through 16 of Block 9 thereof. For purposes of district continuity, the foregoing descriptions shall be deemed to extend to the centerlines of any streets or highways adjacent thereto.

Holland Historic District

Although the Historic District is not a specific policy area within this Plan, the importance of the district warrants attention from the Planning Commission concerning overall policy.

The Holland Historic District was created in 1986 by a local ordinance initiated by a special citizens committee and approved by property owners, Holland City Council, the Michigan Historical Commission, and the State Historical Advisory Council. The designation helps stabilize and improve property values by requiring pre-approval of all exterior alterations of structures within the District.

Any construction, alteration, repair, moving, or demolition affecting the exterior appearance of a structure within the District must have the approval of the Holland Historic District Commission before a building permit is issued.

The present boundaries of the Historic District are shown on Page 82. The Historic District Commission is presently studying the possibility of expanding the district.

The Master Plan recognizes the value of the Historic District to the community and a specific objective of the Plan is to:

- Work with the Holland Historic District to ensure that the policies of the Planning Commission are consistent with efforts to preserve and expand the historic district.

Future Land Use - Land Use Plan

The Future Land Use Plan (found in the back pocket of this document) indicates the land use pattern desired by the Planning Commission for the entire City. The Land Use Plan is a tool to guide growth. It is not recommended that the Planning Commission undertake a massive effort to rezone properties to bring them into conformance with the Land Use Plan. However, rezoning should occur in those areas where the existing zoning is in direct conflict with the Plan.

For example, there are properties in the central City area which are now zoned for higher density residential but where the Land Use Plan depicts preservation of the current single family character. These properties should be rezoned before the single family character is altered.

There are vacant properties for which the Land Use Plan identifies a future desirable use. Unless the current zoning permits development clearly in conflict with the Plan, the present zoning should remain as a "holding zone". The market ultimately determines land use development and it is not the intent of this Plan to alter property values nor mandate location until developments are proposed.

It is the intent of this Plan, however, to ensure that development occurs in a manner that is compatible with surrounding land uses, infrastructure, and community goals. Further, it is the intent of the Plan to ensure that there are properties available to meet the land use needs of the City, whether these needs be residential, commercial, industrial, recreational, or otherwise.

Future land uses should be considered in relation to this Land Use Plan. There will be circumstances where the benefits to the City of a future proposal exceed that proposed by this Plan for a particular property. In those instances, strict adherence to the Plan is not advocated. In many more circumstances, though, it is likely that following the Plan will provide the City with orderly development and redevelopment that is most beneficial to the community.

IMPLEMENTATION STRATEGY

Although this section is located at the end of this document, it is, perhaps, the most important section. With an implementation strategy, a plan for action, the ideas and dreams of this document are much more likely to become reality. This strategy summarizes the objectives of each plan subject area, identifies the organization responsible for implementation, and provides a timetable. It is now the Planning Commission and staff's responsibility to disseminate this information, to promote the purpose and value of each objective, and to monitor the progress on achieving them.

The following acronyms are used in the responsibility column of this strategy:

- AAB = AIRPORT ADVISORY BOARD
- BPW = HOLLAND BOARD OF PUBLIC WORKS
- CC = CITY COUNCIL
- CPC = CITY PLANNING COMMISSION
- CSD = COMMUNITY SERVICES AND DEVELOPMENT DEPARTMENT
- EHD = ENVIRONMENTAL HEALTH DEPARTMENT
- HEDCOR = HOLLAND AREA ECONOMIC DEVELOPMENT CORPORATION
- LCS = DEPARTMENT OF LEISURE AND CULTURAL SERVICES
- MACC = MACATAWA AREA COORDINATING COUNCIL
- PVT = PRIVATE SECTOR

<u>OBJECTIVE</u>	<u>RESPONSIBILITY</u>	<u>TIMETABLE</u>
ENVIRONMENT		
1. Incorporate environmental techniques into project plans	CPC/PVT	ONGOING
2. Incorporate landscaping into all site plans in the community	CPC/PVT	ONGOING
3. Development waste management to reduce landfill disposal.	CC/EHD/PVT	ONGOING
4. Direct & regulate development to minimize pollution.	CPC/EHD	ONGOING
5. Minimize the impact of signs upon visual pollution.	CPC/CC	MAY 1, 1992
6. Reduce visual pollution. BPW to place all wires underground.	CC/BPW	ONGOING

- | | | |
|---|----------|---------|
| 7. Develop storm drainage methods to minimize pollution & erosion. | CSD/CPC | 1992/93 |
| 8. Maintain wastewater treatment facilities. Protect water quality. | BPW | ONGOING |
| 9. Work on regional level to ensure Grand River pollution eliminated. | CPC/MACC | 1992 |

PUBLIC UTILITIES -

- | | | |
|--|---------|---------|
| 1. BPW to plan utility expansion in accordance with Master Plan. | CPC/BPW | 1992 |
| 2. Concentrate development where public utilities best utilized. | CPC/PVT | ONGOING |
| 3. Improve & upgrade the City's storm system on a planned basis. | CSD | ONGOING |
| 4. Development long-term solutions for public utility services. | BPW | 1992/93 |

TRANSPORTATION -

- | | | |
|--|------------|---------|
| 1. Implement Land Use section of Master Plan for new/existing roads. | CPC/CSD | ONGOING |
| 2. Set driveway location standards to prevent traffic congestion. | CSD/CPC | 1992/93 |
| 3. Economic impacts considered before traffic. | CSD/CPC/CC | ONGOING |
| 4. Construct sidewalks/bikepaths along roads to schools & rec. facilities. | CSD/CPC/CC | ONGOING |
| 5. Reduce vehicle impacts in residential areas to preserve neighborhoods. | CSD/CPC/CC | ONGOING |
| 6. Cluster commercial growth to reduce traffic problems/unsightly areas. | CSD/CPC/CC | ONGOING |

- | | | |
|---|---------|---------|
| 7. Analyze feasibility of traffic suggestions in Transportation section. | CSD/CPC | 1992/93 |
| 8. Work with Airport Advisory Board to ensure consistency with Airport Master Plan. | CPC/AAB | ONGOING |
| 9. Work to maintain adequate depths in Lake Macatawa for vessel access. | CSD/PVT | ONGOING |

PARKS AND RECREATION

- | | | |
|---|---------|-----------|
| 1. Parks/recreation facilities within 1/4 to 1/2 mile of residential areas. | LCS/CSD | ONGOING |
| 2. Recreation facilities/programs developed/maintained for all ages. | LCS | ONGOING |
| 3. Balance maintained between parks with active & passive recreation. | LCS | ONGOING |
| 4. All neighborhood parks to be improved/maintained with quality. | LCS | ONGOING |
| 5. Civic Center to be utilized as a community wide recreational facility. | CC/LCS | ONGOING |
| 6. Maintain Lake Macatawa lakefront property, acquire new to improve public access. | CC/CPC | 1992-2000 |

HOUSING

- | | | |
|---|-------------|--------------|
| 1. Develop land use plan to provide variety of housing types/prices. | CPC | JANUARY 1992 |
| 2. Preserve character of existing residential neighborhoods. | CPC/CC/CSD | ONGOING |
| 3. Protect stability of neighborhoods through housing codes/zoning regs. | EHD | ONGOING |
| 4. Examine zoning regs. to ensure they are not impediments to housing need. | CSD/EHD/CPC | 1992 |

5. Study Housing Task plan & CHAS to ensure safe and affordable housing.	CPC/CSD	1992
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LAND USE

1. Direct commercial development away from residential areas.	CPC	ONGOING
2. Selected commercial development to provide community services.	CPC	ONGOING
3. Encourage industrial development to provide employment and tax revenue.	CC/CPC/CSD/HEDCOR	ONGOING
4. Improve community aesthetics by attractive commercial/industrial site designs.	CPC/PVT	ONGOING
5. City & surrounding jurisdictions to direct/regulate development together.	MACC	1992
6. Require buffer space/uses between high-intensity land uses & residential areas.	CPC	ONGOING
7. Promote open space provision within new and redeveloped sites.	CPC	ONGOING
8. Base rezoning decisions on Land Use Plan included as part the Master Plan.	CPC/CC/CSD	ONGOING
9. Rezone property only after all utilities are secured for the site.	CPC/CC	ONGOING
10. Determine future land use needs of City and plan for their proper location.	CPC/CSD	1992/93
11. Develop sign ordinance to enhance City aesthetics & provide identification.	CPC/CSD	JANUARY 1992

COMMUNITY ISSUES

The following list of issues was taken from a workshop with the Planning Commission conducted by The WBDC Group as part of the completion of this Plan.

Visual

16th Undeveloped - chance for positive statement

- Boulevard
- Shared w/ Holland Twp. - different development goals complications of two gov't.s attitude
- Green approach

Other entries - also green approach

Environmental

- Trees in curb strip - short/medium benefit - maintenance/planting
- Inncity park location/adequacy - walking distance
- Valve of undeveloped (open space)
- Curb & gutters needed
- Drainage problems
- Water quality in Lake Mac. - affected by upstream influences
- Water as a natural resource. Preservation of waterfront public use
- Sewer treatment plant - odors - actions underway
- Visual/environmental quality of neighborhoods - housing codes

People

- Good college/city relationship
- Positive interpersonal relationship
- Racial/ethnic tolerance tolerant community - interest/concern
- Giving
- People want to live here, retire here, and summer here
- Industrious and work ethic
- Diversity of religion
- Recreation/climate attraction
- Geography

Utilities

- Managed - not crises
- Planning for future - maintenance of past
- Storm drainage needs to be addressed
- Adequate and reliable
- Cogeneration

Traffic

- Impact on downtown - bring downtown two-way? adequate retail base? ELU movement
- Major Street - width vs. volume (capacity), land use, access, sidewalks
- Future concerns over ??? use
- Future U.S. 31 - route to activities
- River crossings limited

Recreation

- Softball/tennis
- Marinas
- Civic Center - work on
- Dedicate ice skating facility area

Housing

- Maintenance - homes & neighborhoods, maintain programs
- Affordable to whom?
- Comparatively affordable
- Rental available now
- What is needed? Demographic/economics may lead to segregation economically/racially

Land Use

- Development - mix of uses, use of transitions
- Redevelopment - quality needs to maintained

EXCERPT OF MINUTES

At a regular meeting of the Planning Commission of the City of Holland, Michigan, held at City Hall at Holland, Michigan, on the 10th day of March, 1992 at 4:00 p.m.

PRESENT: Magennis, DePree, Hamilton, Haveman, Rohlck, Silva, Van Eyl, and Van Uffelen.

ABSENT: Berghoef.

The following Resolution was offered by Planning Commission Member Silva and supported by Planning Commission Member DePree

RESOLUTION

WHEREAS, pursuant to Act 285 of the Public Acts of 1931, as amended, and Act 163 of the Public Acts of 1943, as amended, the City of Holland is authorized to create a Planning Commission by Ordinance.

WHEREAS, the Planning Commission of the City of Holland is created by Ordinance pursuant to Section 2-16 et seq. of the Ordinance Code of the City of Holland and pursuant to Act 285 of the Public Acts of 1931, as amended, and Act 163 of the Public Acts of 1943, as amended;

WHEREAS, the Planning Commission of the City of Holland ("Planning Commission") pursuant to MSA 5.2996; MCLA 125.36 has determined the need to update the Master Plan for the Physical Development for the City of Holland;

WHEREAS, Public Act 285 of 1931, as amended, MSA 5.2996; MCLA 125.36 requires that the Planning Commission prepare a Proposed Master Plan for the Physical Development of the City of Holland;

WHEREAS, the Planning Commission of the City of Holland has prepared a draft report dated January 21, 1992 setting forth the Master Plan of the City of Holland with accompanying maps, plats, charts, and other descriptive material which show the Planning Commission's recommendations for the development of the City of Holland in compliance with Act 285 of the Public Acts of 1931, as amended;

WHEREAS, the Planning Commission of the City of Holland has held a public hearing for the adoption of the Master Plan on the 10th day of March, 1992;

WHEREAS, public notice of such public hearing has been given not less than 15 days prior to the public hearing by one (1) publication in the Holland Sentinel, a newspaper of general circulation in the City of Holland (a copy of the Affidavit of Publication is attached hereto as Exhibit A);

WHEREAS, notice of the public hearing has also been given to each public utility and to each railroad company owning or operating any public utility or railroad within the jurisdictional limits of the City of Holland (a copy of the notices evidencing mailing are attached hereto as Exhibit B);

WHEREAS, the Planning Commission has held two open forums to receive public input for the adoption of the Master Plan.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission of the City of Holland finds the following:

1. The Master Plan of the City of Holland dated March 10, 1992 (attached as Exhibit C) is hereby adopted as the Master Plan for the Physical Development of the City of Holland (hereinafter called "Master Plan");

2. That the charts, maps, and all descriptive material set forth in the Master Plan are hereby fully adopted and incorporated by reference;

3. That the Planning Commission of the City of Holland finds that the adoption of the Master Plan will be in accordance with the present and future needs and general welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for traffic, the promotion of safety for fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements of the City of Holland;

4. That the Master Plan of the City of Holland is hereby adopted as a whole by this single resolution;

5. That the Chairman of the Planning Commission, Janet Magennis, is hereby authorized to certify the adoption of the Master Plan by the execution of this Resolution;

6. That an attested copy of the Master Plan of the City of Holland shall be certified to the Council of the City of Holland and to the County Register of Deeds of Ottawa and Allegan Counties, Michigan as required by statute and ordinance;

This Resolution was adopted on the date and year first noted above.

Ayes: Haveman, Rohlich, Van Eyl, DePree, Hamilton, Van Uffelen, Silva, and Magennis.

Nays: None.

I, Janet Magennis, Chairperson of the Planning Commission of the City of Holland, hereby certify that the foregoing is a true and complete copy of the Resolution adopting the Master Plan of Physical Development of the City of Holland by the Planning Commission of the City of Holland at a regular meeting held on the 10th day of March, 1992.

CITY OF HOLLAND PLANNING COMMISSION

By Janet Magennis
Its Chairperson