

# DRAFT CHAPTER 1

## Issues and Opportunities

### 2017 Town of Holland Comprehensive Plan Update Prologue

A comprehensive plan is intended to be a living, dynamic document that sets an overall vision while maintaining flexibility to efficiently respond to opportunities and challenges all communities face. A comprehensive plan's vision is generally considered to be over a 20-year horizon; however, keeping the same plan unchanged for 20 years will lead to the document becoming irrelevant if it is not occasionally updated to reflect current realities for a community. The 2005 Town of Holland Comprehensive Plan recognized this need and included an implementation recommendation of reviewing and revising the comprehensive plan at a minimum of every 10 years to update background data, review the goals and objectives, and evaluate the overall implementation of the plan. It is this recommendation the 2017 Town of Holland Comprehensive Plan Update is intended to address.

As this is an update, much of the background data from the 2005 plan is still relevant and therefore is not changed. However, with regard to specific instances where additional and/or more recent data is available such as new census data, population projections, and existing land uses, the maps, graphs, and recommendations reflect the new data.

It is anticipated within another 10 years, consistent with the recommendation in the 2005 plan, this update will be supplanted by a new Town of Holland Comprehensive Plan. In the meantime, this comprehensive plan update provides the necessary bridge to ensure development decisions continue to be considered and acted upon in a manner consistent with the original vision in the 2005 plan, while addressing the issues and opportunities of 2017.

#### **Introduction**

The Town of Holland is located in southwestern Brown County, Wisconsin. The Town is primarily rural in nature with agricultural uses dominating the landscape. Residential uses are located primarily along the town roads, with the unincorporated community of Hollandtown located in the extreme southwestern corner of the Town. The Town of Holland is bordered on the north by the Town of Wrightstown, on the east by the Town of Morrison, on the south by Calumet and Manitowoc Counties, and on the west by Outagamie County.

#### **Purpose and Intent**

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. The following list identifies the State of Wisconsin goals for comprehensive planning. Therefore, not all the Wisconsin comprehensive planning goals necessarily pertain to the Town of Holland as an agricultural community, but they would apply to the State as a whole.

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.

2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Town of Holland Comprehensive Plan is adopted by ordinance and should be used by Town officials when revising and administering its zoning and other land-related ordinances. The plan should be the basis for siting future developments and should be a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Town of Holland. The maps and graphics contained within this plan are general in nature and are based on the best information available and should not be utilized for detailed site planning.

## **Comprehensive Planning Process**

The most recent comprehensive plan for the Town of Holland was adopted in 2005. The Brown County Planning Commission (BCPC) was contracted to provide professional planning assistance. Staff from BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the town planning commission members, public input, 2004 town-wide visioning session, 2017 town-wide survey respondents, and sound planning principles.

This document is comprised of nine chapters reflecting the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Natural, Cultural, and Agricultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, and, therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use Chapter of the comprehensive plan provides the vision of how the Town of Holland could look 20 years from now. While there are recommendations regarding the location, density, and design of future development, agricultural production is anticipated to continue to be the primary activity in the Town. Since agriculture is such an important part of Holland's past and future, throughout the document the terms "agriculture" and "farming" are both used and are intended to be used interchangeably. The future land use map is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising municipal ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

This document is not the end of the planning process. For the Town of Holland to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise.

## Community Goals and Objectives

A major element of the comprehensive planning process is the identification of Holland's goals and objectives. This identification is often difficult, as values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.

In order to identify the Town's priorities for community development, as well as key issues and concerns to be addressed, the Brown County Planning Commission facilitated a public visioning session on May 5, 2017, at St. Pats Church that utilized the nominal group method. The results from the visioning session were then mailed to all Holland residents and property owners who attended the visioning session to develop a ranking of the top issues within the Town. The following list identifies the top issues resulting from the 2017 visioning session and survey:

### Rank

1. Continue to support farming.
2. Continue a conservative spending approach.
3. Maintain/continue garbage and recycling level of service.
4. Maintain motor vehicle infrastructure.
5. Maintain existing trails.
6. Address locating and constructing a new multi-purpose Town Hall.
7. Monitor the development of the landfill.
8. Maintain a rural (farming) character.
9. Mow roadway ditches more than once a year (especially near intersections)
10. Keep wind turbines out of the Town.

The nominal group session, 2017 town-wide survey respondents, input from the Holland Planning Commission members, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives of the plan.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process - policies and programs - is discussed in each chapter specific to that comprehensive plan element.

The comprehensive plan and future development of the Town are based on the following goals and objectives.

### **Land Use Goal**

To manage growth and land uses to ensure that development does not negatively impact existing and future agricultural activities in Holland and that the Town's rural country atmosphere is maintained.

#### Objectives

- Identify, adopt, and implement planning tools and techniques that minimize the impact of development on agricultural activities in the Town.
- Discourage the development of large subdivisions.
- Ensure that large farms and other industrial uses are environmentally-sound.
- Ensure the compatibility of adjoining land uses for both existing and future development.
- Maintain large tracts of contiguous farmland in 40-acre parcels.
- Identify a commercial and/or industrial area that does not detract from the rural setting of the Town.
- Ensure that the rights of landowners and farmers are protected.

### **Transportation Goal**

To develop a safe and efficient multi-modal transportation system that serves all Holland residents.

#### Objectives

- Monitor the growth of the Town to allow for the identification of future roadway needs.
- Maximize safety and accessibility at the Town's intersections.
- Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance.
- Foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Public Works Department, and surrounding communities in order to coordinate future improvements.
- Maximize street connectivity among and within subdivisions.
- Consider the impacts on the existing road network when reviewing zoning amendment requests.
- Review the number, location, and design of driveways serving properties that abut heavily traveled roads.
- Work with Brown County to apply for grants to help fund the development of the Town's multi-modal transportation system.
- Maintain existing bicycle and pedestrian facilities in the Town.

### **Economic Development Goal**

Broaden the tax base and strengthen the Town's economy and employment base through agricultural, commercial, and industrial development activity.

## Objectives

- Continue to promote and develop the Town's industrial area.
- Encourage farmers, businesses, and industries to promote environmentally-friendly practices, such as recycling, erosion control, and pollution controls.
- Encourage the recruitment of businesses that support the agricultural economy.
- Utilize government programs to aid in the retention of existing and attraction or promotion of new agricultural, industrial, and commercial activities.
- Recognize farming and other agricultural activities as important components of the local economy and encourage those farmers who wish to remain active in the Town.
- Enhance the Town's economic development partnerships with agencies, such as USDA-Rural Development, Advance, Brown County Planning Commission, and the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

### **Housing Goal**

Provide a variety of quality housing opportunities for all segments of the Town's population while maintaining the Town's rural character.

## Objectives

- Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- Promote the enhancement and reinvestment of the existing housing stock within the Town.
- Identify residential development areas to take advantage of existing utilities and public services and to minimize the effects on agricultural activity.
- Develop and implement a property maintenance code for nuisance issues like junk cars and building dilapidation.
- Identify and utilize government programs, such as Brown County's Community Development Block Grant - Housing loan program and the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock and assist first-time homebuyers.

### **Utilities and Community Facilities Goal**

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Town of Holland residents and businesses.

## Objectives

- Determine the course of action for replacement of the current Town Hall.
- Maintain the Town's current level of municipal services and evaluate the need for additional services as the Town continues to grow.
- Coordinate future parks and greenspace with adjoining communities and the recommendations in the Brown County Parks and Outdoor Recreation Plan.

- Maintain the Town's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
- Ensure that necessary infrastructure is expanded in the most orderly, cost-effective, and efficient manner possible.
- Protect the health and safety of Holland residents while remaining current on wind turbine siting regulations to be consistent with state requirements.

### **Natural, Cultural, and Agricultural Resources Goal**

Capitalize on the amenities offered by the Town's natural, cultural, and agricultural resources and integrate these features into new development to enhance the rural character of Holland.

#### Objectives

- Protect the farmers' right to farm.
- Make new residents aware that Holland is an agricultural community.
- Provide for the right for existing farms to expand their operations.
- Enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, and other beautification techniques.
- Maintain the 35-acre minimum lot size requirement for new homes within the Exclusive Agricultural zone.
- Preserve the natural features of the Town, such as wooded areas, wetlands, and stream and river valleys.
- Protect the environment from objectionable and potentially unsafe land use practices.
- Provide more recreational activities associated with the parks within the Town.
- Ensure that the environment is protected during the course of new development.
- Require a comprehensive approach to stormwater management and consider incorporating stormwater management requirements into an ordinance.
- Assist in the preservation of historic buildings within the Town.
- Explore the possibility of starting a purchase of development rights program using potential future money derived from the landfill to help preserve agricultural lands within the Town.

### **Intergovernmental Cooperation Goal**

To maintain an efficient, responsive Town government and to work with the surrounding communities, school districts, Brown County, and the State of Wisconsin to cooperatively plan, develop, and provide services to the Town and region.

#### Objectives

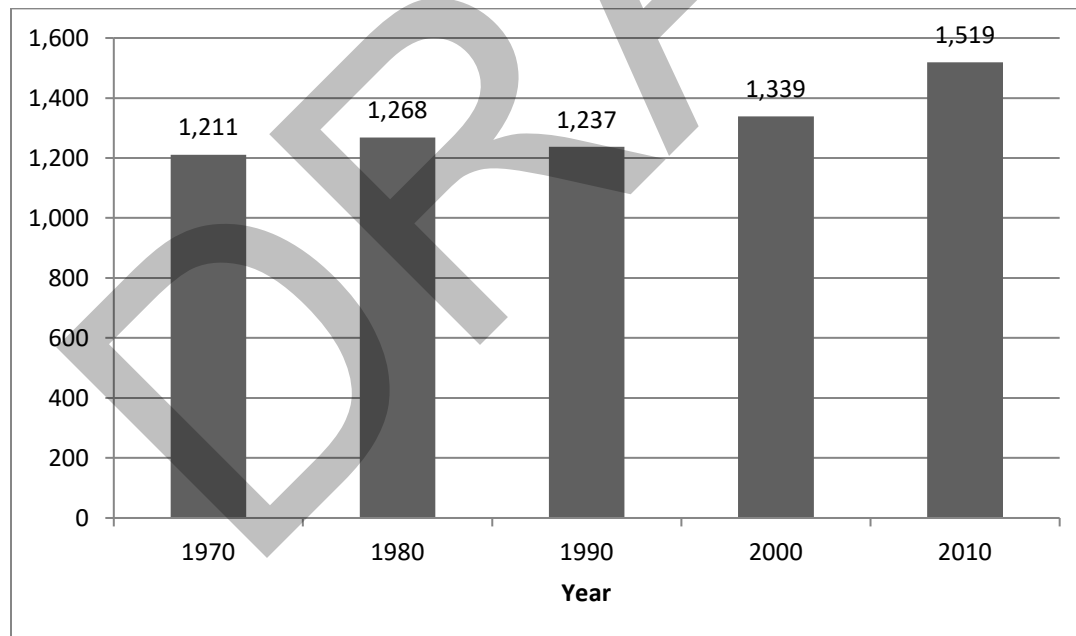
- Provide outreach and improve communication between the Town government and Town residents through various forms of media to keep residents informed about what is happening in the town.
- Coordinate with the Kaukauna Area, Wrightstown Community, and Brillion School Districts and Brown County Planning Commission to evaluate the need for future schools based on future population trends.

- Continue to work cooperatively with other municipalities and government agencies.
- Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
- Continue to work with the surrounding communities and Brown County to develop a bicycle and pedestrian system that serves the Town and region.
- Utilize the Brown County Planning Commission as a resource to assist in reviewing development proposals.
- Identify potential partnerships with other local, county, state, and regional agencies, as well as with nonprofit and private enterprises.
- Ensure that the Town Board and Town Plan Commission follow the recommendations within the comprehensive plan when making land use decisions.

## Demographic Trends

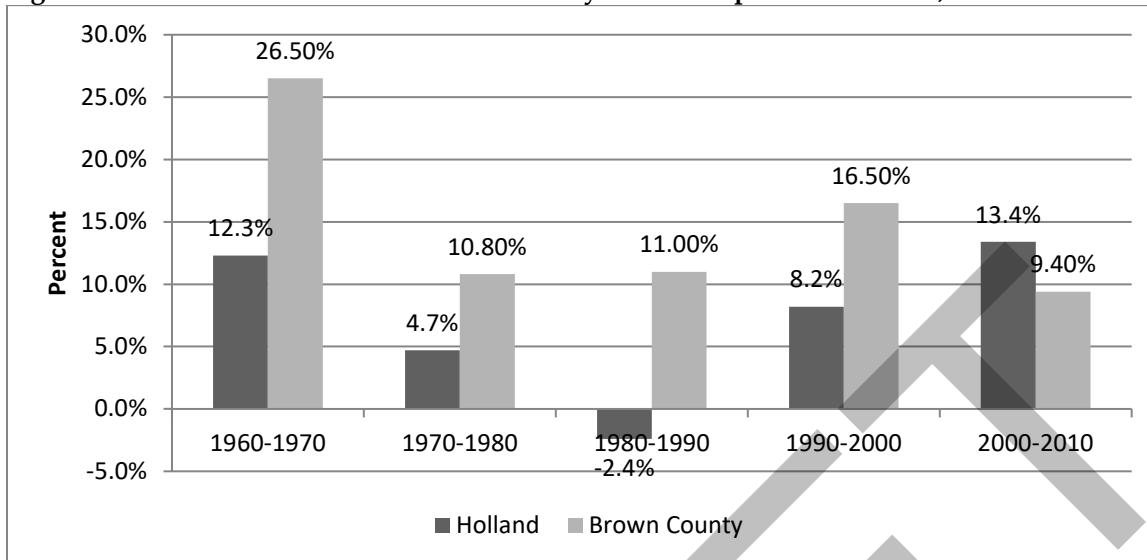
As depicted in Figure 1-1, the Town of Holland’s population trend has increased slightly over the past 40 years. According to the U.S. Census Bureau, in 1970 the population of the Town was 1,211 residents and in 2010 it was 1,519 residents, an increase of about 300 persons over the 40-year time period. This slow growth is common in neighboring Brown County communities such as the Town of Morrison and the Town of Wrightstown; however, development pressure from the Outagamie County, namely the Kaukauna area may become evident in the near future. Figure 1-2 identifies the percent population growth between decades in Holland as compared to Brown County for reference.

**Figure 1-1: Town of Holland Historic Growth Trend, 1960-2010**



Source: U.S. Census of Population, 1960-2010 Decennial Census.

**Figure 1-2: Town of Holland and Brown County Percent Population Growth, 1960-2010**

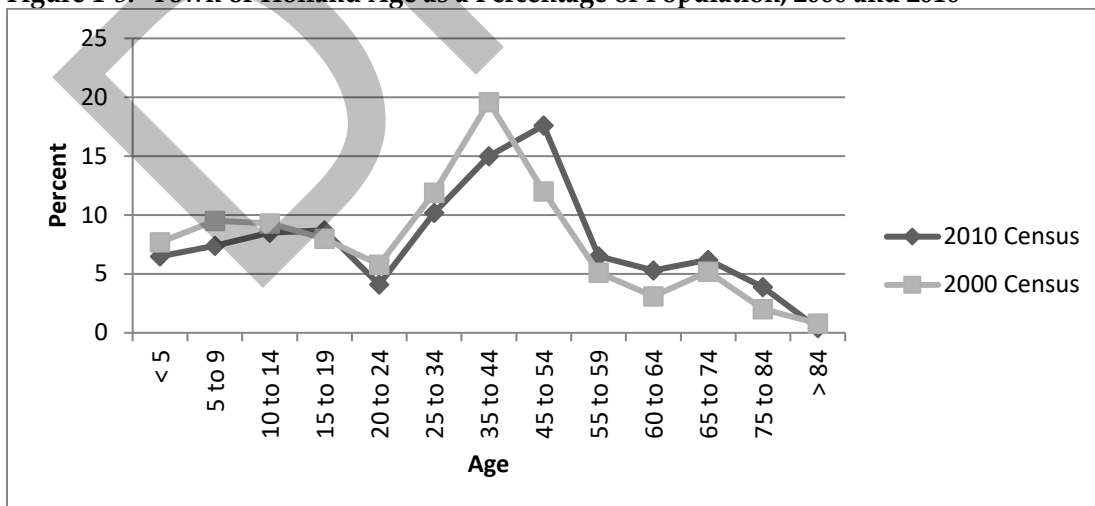


Source: U.S. Census of Population, 1960-2010 Decennial Census.

### Age Distribution

The age distribution chart depicts the general aging of the population of the Town of Holland. As of 2010, the largest age group in the Town is those residents aged 45-54. Ten years ago, it was the same group of people, but they were aged 35-44. Within the younger age cohorts the percentage has generally decreased. A general aging of the population follows state and national trends, as the largest population segment, the Baby Boomer generation, continues to age. However, an older population is more pronounced in Holland than is typically experienced in other Brown County's communities. For instance the median age in Holland is 38.7 years old, as compared to Brown County's median age of 36.2 years old. In terms of planning for Holland, issues such as elderly care, alternative transportation, health care, and emergency response will become increasingly important. Figure 1-3 compares Holland residents' age as a percentage of total population for 2000 and 2010.

**Figure 1-3: Town of Holland Age as a Percentage of Population, 2000 and 2010**



Source: U.S. Bureau of the Census, 2000 and 2010 Decennial Census.

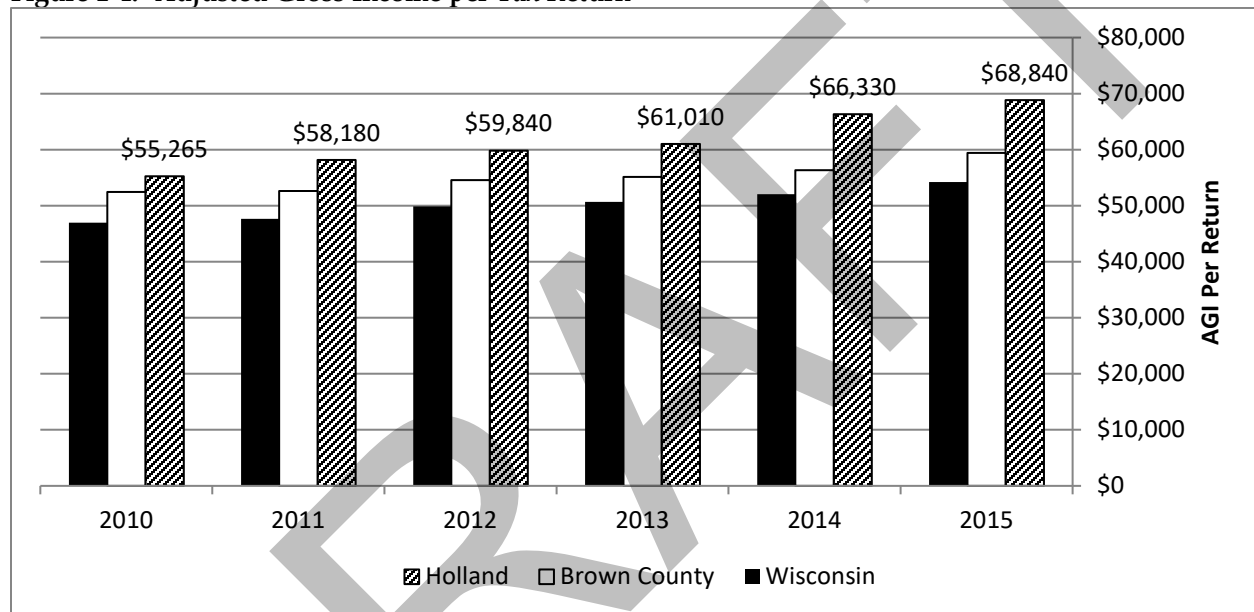


## Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Holland's adjusted gross income (AGI) per tax return is generally similar to Brown County's, only slightly higher as depicted in Figure 1-4.

When reviewing this data it is important to note that Wisconsin's adjusted gross income per return includes only income subject to tax and income of persons filing tax returns. Second, income per return is not necessarily indicative of income per household because tax filings do not correspond with households as several members of a single household may file individual tax returns, and the very high or very low (negative) income of a few tax filers can distort the total income and income per return of a given municipality and county.

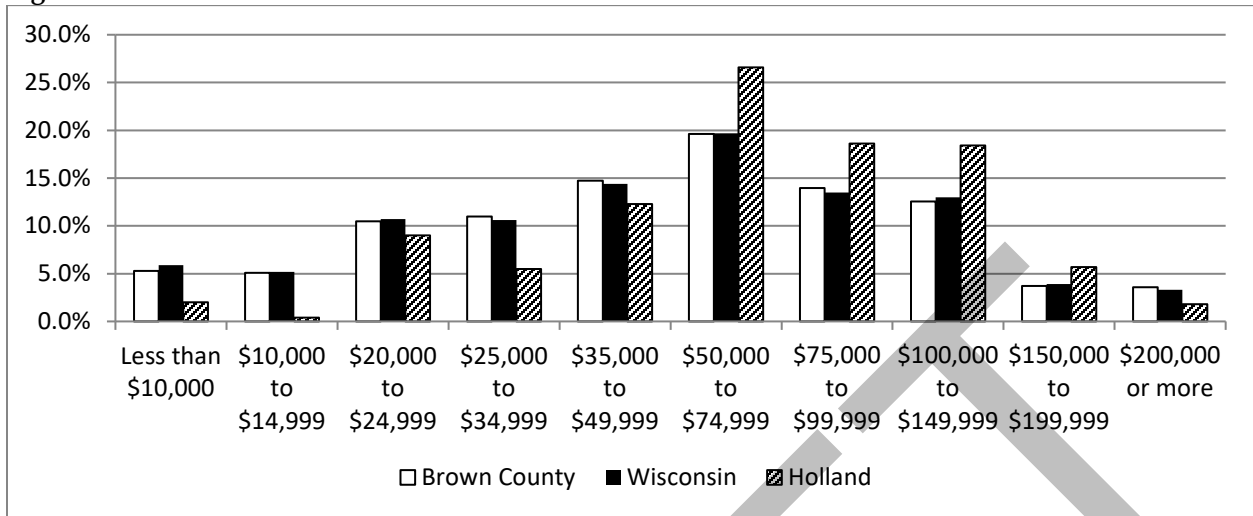
**Figure 1-4: Adjusted Gross Income per Tax Return**



Source: Wisconsin Department of Revenue, Adjusted Gross Income (AGI) per Filed Tax Return, 2010-2015.

The American Community Survey (ACS) is a rolling national survey that samples a representative portion of the American people every year. Based upon the results of the survey, estimates for each community are prepared in one and five-year increments. The ACS provides ranges for income levels. Based on the results of the ACS, the largest percentage income group in Holland is those households with \$50,000 to \$74,999 in annual income, similar to the County and State. There are also generally higher percentages of households with higher incomes in all income ranges from \$75,000 and higher, as compared to Brown County and the State of Wisconsin. According to the ACS, the median household income for the Town of Holland is approximately \$56,406, slightly less than the AGI per tax return. The household income percentages are displayed in Figure 1-5.

**Figure 1-5: Household Income**

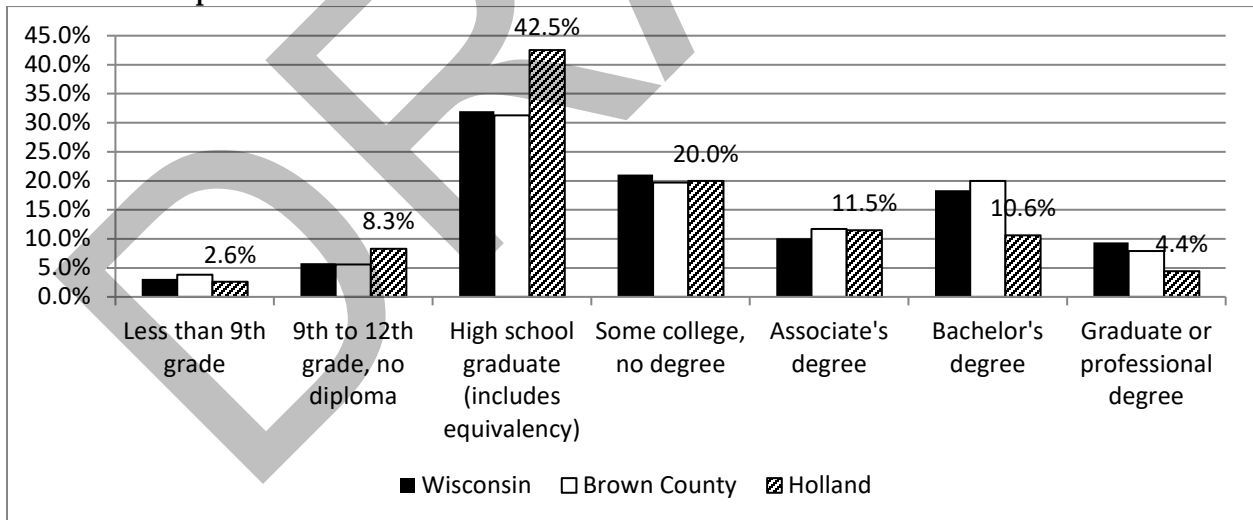


Source: U.S. Bureau of the Census, 2011-2015 American Community Survey 5-Year Estimates.

## Educational Levels

Educational attainment levels of people 25 years and older in the Town of Holland are typical of those found in other rural areas. Holland's percentage of non-high school graduates and high school graduates is higher than in Brown County and the State of Wisconsin. The educational levels are displayed in Figure 1-6.

**Figure 1-6: Town of Holland, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older**



Source: U.S. Bureau of the Census, 2011-2015 American Community Survey 5-Year Estimates.

## Employment Characteristics

As displayed in Figure 1-7, 27.1 percent of the Town of Holland population is employed in management, business, science, and arts occupations and 21 percent in sales and office occupations, which is typical of most rural Brown County communities. Also similar to other rural Brown County communities is the comparatively higher percentage of occupations in the Natural Resources, Construction, and Maintenance fields.

**Figure 1-7: Town of Holland Employment by Occupation**

Management, business, science, and arts occupations:	204	27.1%
Sales and office occupations:	158	21.0%
Natural resources, construction, and maintenance occupations:	155	20.6%
Production, transportation, and material moving occupations:	137	18.2%
Service occupations:	98	13.0%

Source: U.S. Bureau of the Census, 2011-2015 American Community Survey 5-Year Estimates.

## Employment Forecast

In September of 2015, the Wisconsin Department of Workforce Development updated the long-term employment projections for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano, and Sheboygan Counties. The profile identifies projected job increases or decreases by industry for the 10-year period between 2012 and 2022 and factors in macro-economic conditions experienced by the area through September 2015.

According to the profile, total employment is projected to increase by 24,782 (8 percent) by the year 2022. The Education and Health Services is projected to add 8,207 jobs over the 10-year period, which is the largest numeric growth for all industry sectors in the Bay Area. In terms of growth rate, the Construction sector is expected to grow by 19 percent (2,005 jobs) over the same 10-year period.

Manufacturing with its projected slow growth rate, will be overtaken by the Education and Health Services industry by 2020 with a total of 68,837 and 69,444 jobs respectively. Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this plan. Figure 1-8 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

**Figure 1-8: Industry Projections for Bay Area Workforce Development Area, 2010-2020**

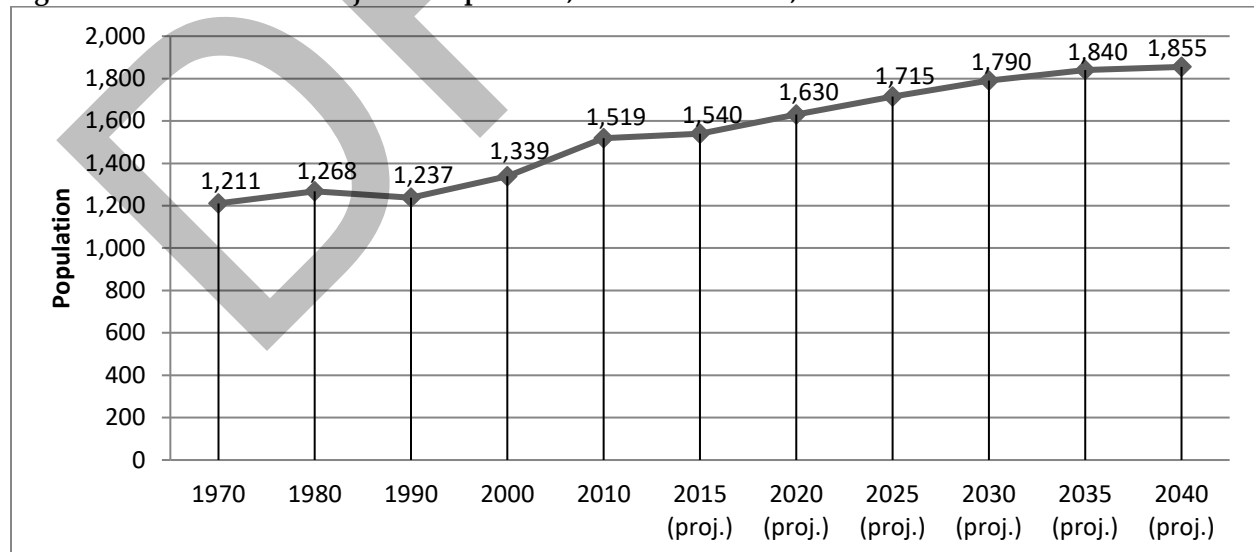
Industry Title	Employment		Ten-Year Change	
	2012 Employment	2022 Projected	Numeric	Percent
<b>Total Employment</b>	<b>323,664</b>	<b>348,446</b>	<b>24,782</b>	<b>8%</b>
Construction	10,700	12,705	2,005	19%
Natural Resources	8,255	8,862	607	7%
Manufacturing	67,700	68,837	1,137	2%
Trade, Transportation, and Utilities	55,602	58,517	2,915	5%
Information	2,879	3,084	205	7%
Financial Activities	16,123	17,420	1,297	8%
Professional and Business Services	27,659	32,241	4,582	17%
Education and Health Services	61,237	69,444	8,207	13%
Leisure and Hospitality	30,300	32,236	1,936	6%
Other Services	8,197	8,691	494	6%
Public Administration	17,188	18,085	897	5%
Self-Employed and Unpaid Family Workers	17,824	18,324	500	3%

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015.  
[http://worknet.wisconsin.gov/worknet\\_info/Downloads/CP/brown\\_profile.pdf](http://worknet.wisconsin.gov/worknet_info/Downloads/CP/brown_profile.pdf)

## Population and Housing Forecasts

In October 2013, the Wisconsin Department of Administration released new population projections for Wisconsin municipalities through 2040, which took into account the 2010 census and recent population growth trends. According to these projections, the Town of Holland is forecasted to grow slightly to approximately 1,850 residents over the next 25 years. This is likely due to development pressures in the Fox Valley (Outagamie County) pushing further north and east. The historic and projected population for the Town is displayed in Figure 1-9.

**Figure 1-9: Historic and Projected Population, Town of Holland, 1970-2040**



Source: Wisconsin Dept. of Administration, 2015.

Based upon this information, a baseline projection of the housing units required for the 2040 design year of this comprehensive plan can be determined. According to the 2010 census, the Town of Holland had an average household size of 2.88 people per household. Dividing this amount into the 1,855 people projected to live in the Town by 2040 yields a result of 644 total housing units required for the future population. Subtracting the 528 existing (2010) housing units results in a need for approximately 116 additional housing units in the Town by 2040, provided the persons per household average or population projection does not significantly change over time.

## **Summary**

The goals and objectives identified in the Issues and Opportunities Chapter are intended to guide the Town and create a community that is reflective of residents' desire to continue to encourage sustainable agricultural production and protect the Town's rural character. Objectives, such as utilizing various development techniques to maintain the Town's rural character and agricultural activities, identifying strengths and weaknesses in the Town's ordinances, and enhancing the Town's natural features, are all topics that will be further discussed with specific policy recommendations within the plan.

As the demographic trends indicate, the Town's population is aging more quickly than Brown County as a whole. As Holland continues into the next 20 years, it will need to be cognizant of the increasing number of older residents in the community and make sure that if future development occurs, the patterns and styles take the needs of an aging population into account, as well as the desires of the rest of the community to remain primarily agricultural. Future population and housing growth, limited though it may be, must be guided in a manner that meets the stated objectives in the comprehensive plan, including providing services to existing and future Town residents, while protecting the Town's natural, cultural, and agricultural resources.