

CHAPTER 9

Implementation

The completion of this comprehensive plan update should be celebrated as a significant milestone in providing guidance for the future of the Town of Holland. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation the Town of Holland has at its disposal. The following matrices identify the primary action steps for the Town to take in order to implement this comprehensive plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as “medium” or “low,” the fact it is identified as an action step at all indicates it is still a very important component in implementing this comprehensive plan, however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a comprehensive plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption, these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement comprehensive plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

It is important to note that the Future Land Use Map does not take the place of the Town’s official zoning map. Instead, the Future Land Use Map is to be utilized as a reference when reviewing proposed rezoning applications to ensure consistency between rezoning actions and the comprehensive plan. In addition to the Future Land Use Map, the Planning Commission and Town Board should utilize the plan’s goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on the comprehensive plan provides the Town with a much more defensible position, should the decision be challenged.

Action Steps:

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|-----------------|---|---|--|------------------|
| High | When the Town considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record. | Town Planning Commission, Town Board | Zoning Administrator, Board of Appeals | Ongoing |
| High | Document how any approved rezoning's out of the certified farmland preservation zone meets the rezoning criteria set forth in Section 91.48 Wis. Stats. | Zoning Administrator, Town Planning Commission | Town Board, Brown County Planning, DATCP | Ongoing |
| Medium | Provide to DATCP and Brown County by March 1 every year, a report documenting the rezoning's out of the certified farmland preservation zone. | Zoning Administrator, | Brown County Planning, DATCP | Ongoing |
| Medium | Document zoning map changes and provide to Brown County at least once a year for updates to the Town zoning map. | Zoning Administrator | Brown County | Ongoing |

Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan. The Town does not currently have a land division ordinance and relies on the Brown County Planning and Land Services Department to review all land division requests in the Town.

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|----------|---|--------------------------------------|---|-------------|
| Medium | It does not appear that the Town has an adopted land division ordinance. Therefore the Town should adopt a land division ordinance to provide a clear process for review and approval / disapproval of a land division. Whenever a decision is reached either approving or disapproving land division requests, in addition to how the division meets or does not meet the ordinance, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record. | Town Planning Commission, Town Board | Zoning Administrator, Brown County Planning | Future Task |

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended. The Town of Holland does not currently have an adopted official map, although an official map would be useful if the Town decides to identify future road connections.

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|----------|--|--------------------------------------|--------------------------|-------------|
| Low | Develop an official map to identify future road connections. | Town Board, Town Planning Commission | Consulting Engineer | Future Task |

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. The Town may have a major capital improvements on the horizon with the continued deterioration of the Town Hall and a CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that all projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Action Steps:

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|----------|--|-------------------------|-------------------------------------|-----------|
| Low | Based on the comprehensive plan's recommendations, the Town should create a CIP to identify the priorities and schedules for public works projects, such as road construction and maintenance, culvert and bridge maintenance, and other capital improvements. | Town Board | Town Treasurer, Consulting Engineer | 2020 |

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built.

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|----------|--|-------------------------|----------------------------------|-----------|
| Medium | Provide information to Town residents regarding Brown County's housing rehabilitation loan program for low and moderate income households. | Town Clerk | Brown County Planning Commission | Ongoing |

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|------------|---|--------------------|--|---------|
| Low | Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan. | Building Inspector | Wisconsin Department of Safety and Professional Services | Ongoing |
|------------|---|--------------------|--|---------|

Outdoor Recreation Facilities

The comprehensive plan identifies the need to create a Park and Recreation Plan. This would make the Town eligible for grant funding through various programs offered through the state and it would provide a framework for the Town of make decisions on where to locate new park facilities and prioritize improvements to existing park facilities.

The Wisconsin Department of Natural Resources provides matching grants through the Knowles-Nelson Stewardship program to help fund park purchase or development, provided the proposed project is identified in a locally adopted park and recreation plan. A park and recreation plan must be updated at least once every five years for a community to be eligible to apply for Stewardship funds.

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|-----------------|---|--------------------------------------|---|------------------|
| Medium | Develop a comprehensive park and outdoor recreation plan to provide eligibility to the Town for Stewardship grants. | Town Board, Town Planning Commission | Brown County Planning, local service groups | 2020 |

Erosion and Stormwater Control Ordinances

- Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques.
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| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|-----------------|---|--------------------------------|-----------------------------------|------------------|
| Low | Keep abreast of proposed changes to state and federal laws pertaining to stormwater management. | Zoning Administrator | Town Board, Brown County Planning | Ongoing |

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of Holland. It is necessary for the Town to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|----------|---|-------------------------|--|-----------|
| Medium | Continue to maintain open lines of communication with surrounding communities to discuss issues or opportunities of common concern. | Town Board | | Ongoing |
| Low | Stay informed of current events at the county, region, and state levels that may impact the Town. | Town Board | Brown County Planning, Brown County Towns Association, and Wisconsin Towns Association | Ongoing |

Comprehensive Plan

With adoption of this comprehensive plan update, the Town will continue to meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every 10 years. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what Holland can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

| Priority | Action Step | Responsible Party/Dept. | Other Partners/Resources | Timeframe |
|----------|---|--------------------------|-----------------------------------|-----------|
| Medium | Set aside one Planning Commission meeting per year to review the comprehensive plan. | Town Planning Commission | Zoning Administrator | 2018 |
| Low | Update the comprehensive plan as warranted and completely revise it at least once every 10 years. | Town Planning Commission | Town Board, Brown County Planning | 2027 |

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant programs administered by local, state, and federal agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture–Rural Development, and the (U.S.) Department of Commerce–Economic Development Agency all provide sources of funding.

Typically, the grant programs require a local match. However, the local match may include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying.

In addition to the following sampling of programs, the Wisconsin Economic Development Corporation maintains an online database of community assistance programs at <http://inwisconsin.com/community/assistance/>. Identified on the following pages are a number of programs that may be particularly applicable to the Town of Holland. However, this is just a sample, and a comprehensive list can be found with the link to the online database of community assistance.

Brown County Planning Commission

Brown County Revolving Loan Fund

The Brown County Planning Commission administers the Brown County Economic Development Revolving Loan Fund Program for businesses seeking reduced interest loans for a business startup or expansion that will result in job creation or retention opportunities in Brown County. Additional information regarding the revolving loan fund may be found at the Brown County Planning Commission website under the “economic development” link.

Northeastern Wisconsin CDBG-Housing Region

The Brown County Planning Commission is the lead agency administering the Community Development Block Grant - Housing program for a 10-county region of Northeastern Wisconsin counties. The program provides 0% deferred payment loans (until sale) of the property to low- and moderate-income persons for improvements to owner-occupied housing. Such improvements can include private onsite wastewater treatment systems, window replacement, insulation, lead abatement, roof replacement, and other typical home improvements. Information regarding the program may be found at the Brown County Planning Commission website under the “housing” link.

Wisconsin Department of Administration

The Wisconsin Department of Administration (WDOA) has historically provided funding for the writing or updating of comprehensive plans every 10 years. However, the program has not been funded for the past several years. This does not mean that the program will not be funded in the future. Holland should keep track of this funding opportunity should it become available again in the future. Additionally, WDOA administers the statewide community development block grant programs listed below:

- **CDBG-Emergency Assistance Program (CDBG-EAP)** – Can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.
- **CDBG-Public Facilities (CDBG-PF)** – Helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low-moderate income residents.
- **CDBG-Public Facilities for Economic Development (CDBG-PFED)** – Offers grants to communities to provide infrastructure for a particular economic development project.

- **CDBG-Economic Development (CDBG-ED)** - Provides grants to communities to loan to businesses for startup, retention, and expansion projects based on the number of jobs created or retained.

There are significant administration requirements associated with these programs. Should the Town of Holland decide to pursue any of these programs, the Town should first reach out to the Brown County Planning Commission, or private consulting firm for assistance.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) has a broad range of financial assistance programs to help communities undertake economic development. WEDC maintains a network of area development managers to offer customized services throughout Wisconsin.

WEDC-administered programs include:

- **Brownfields Program** - Provides grants to individuals, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.
- **Community Development Investment Grant Program** - Supports urban, small city, and rural community redevelopment efforts by providing financial incentives for shovel-ready projects with an emphasis on, but not limited to downtown community-driven efforts. The grants will be limited to 25% of eligible project costs up to \$250,000.

Additional information on any of the above listed programs can be found at <http://inwisconsin.com/community/assistance/>, the assigned WEDC Area Development Manager, or Brown County Planning Commission.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the Town of Holland. Generally, the Town will need to have an approved (within the past five years) park and outdoor recreation plan in place to qualify for these programs. The Town should contact the Northeast Region office of the WDNR to determine eligibility and availability if the Town decides to pursue any of the grant programs listed below.

Stewardship - Aid for the Acquisition and Development of Local Parks (ADLP)

The ADLP program funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants located in their region.

Stewardship - Urban Rivers

Funds are available to acquire land, rights in land, or develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas in order to preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature-based outdoor recreation activities. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Stewardship – Urban Greenspace

Funds are available to acquire lands to provide natural space within or near urban areas, protect scenic or ecological features, and provide land for nature-based outdoor recreation, including noncommercial gardening. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

Acquisition of Development Rights

Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development would enhance nature-based outdoor recreation.

Land and Water Conservation Fund (LAWCON)

LAWCON is a federal program administered through the WDNR. However, projects funded under LAWCON are not restricted to nature-based outdoor recreation projects as the Stewardship program funds are. Eligible projects include:

- Land acquisition.
- Development of recreational facilities.
- See eligibility list for ADLP program for additional eligible projects.

Recreational Trails Act (RTA)

RTA is also a federal program administered through the WDNR. RTA funds may only be used on trails which have been identified in or which further a specific goal of a local, county, or state trail plan included or referenced in a statewide comprehensive outdoor recreation plan required by the federal LAWCON program. Eligible projects in order of priority are maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

Additional information regarding community assistance programs can be found at the following WDNR Bureau of Community Financial Assistance (CFA) website at <http://dnr.wi.gov/Aid/>.

Wisconsin Department of Transportation

In addition to the Local Road Aids Program, the Wisconsin Department of Transportation has additional programs to help fund transportation activities in the Town.

- **Local Roads Improvement Program (LRIP)** – Assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. As a reimbursement program, LRIP pays up to 50 percent of total eligible costs, with local governments providing the balance.
- **Surface Transportation Program-Rural (STP-R)** – Allocates federal funds to complete a variety of improvements to rural highways eligible for federal aid (primarily county highways classified higher than rural minor collector).
- **Disaster Damage Aids** – Assist local governments with improving or replacing roads and roadway structures that have sustained major damage from a disaster event. The program helps defray the costs of repairing major damage to any public highway, street, alley, or bridge not located on the State Trunk Highway System.

- **Wisconsin Information System for Local Roads (WISLR)** – Ongoing effort that provides WisDOT and local governments convenient and secure access to comprehensive geographic information system data on Wisconsin’s road network. Local units of government and counties are required to submit pavement ratings to WisDOT on a biennial basis.

Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page at:

<http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/default.aspx>.

Comprehensive Plan Review and Update

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if Holland’s comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the last year. Should changes to the comprehensive plan be warranted, the following process should be followed.

Action Steps:

1. The public will be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town will consider public input in evaluating how a proposed amendment would meet the amendment criteria.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable principles from the following:
 - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
 - b. How the proposal is more consistent with each the objectives from Chapter 1 than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - c. Changes should also demonstrate that a substantial change in circumstances has occurred since the original designation.
 - d. Scope of Review. The review and evaluation of proposed comprehensive plan map changes should consider both the likely and possible future use of the site and associated impacts.
 - e. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments should also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
3. The Town should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
4. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
5. At least once every 10 years, the plan should be reviewed and updated using a formal process that may include a full citizens advisory committee and/or the Town Planning Commission to guide the process.

APPENDIX A
TOWN OF HOLLAND CITIZENS PARTICIPATION PLAN
CITIZEN PARTICIPATION PLAN FOR THE
TOWN OF HOLLAND COMPREHENSIVE PLAN UPDATE

The Town of Holland Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Holland Planning Commission

The Holland Planning Commission will serve as the primary steering committee for the comprehensive plan update. The planning commission will review data and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during their regular meetings, unless otherwise publicly noticed. All meetings are open to the public and the public is encouraged to attend.

Public Open House Meeting

When the draft plan update has been compiled, at least one public open house meeting will be held to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and planning commission members and to suggest modifications to be considered during the statutory review period.

Service Group Meetings

Upon request, Brown County will present the process and findings of the comprehensive plan update to Holland-area service groups.

Town of Holland Website

All draft chapters will be placed on the Town of Holland website for public review.

Other Locations for Draft Chapters

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6480.

Public Hearing

Following the open house meeting and a recommendation of approval from the Holland Planning Commission, a public hearing will be held at the Town Hall to receive additional input on the comprehensive plan update.

Adjacent Governmental Jurisdictions

Neighboring governmental jurisdictions will receive via mail or email, all agendas and minutes of the planning commission meetings, when the comprehensive plan is on the agenda.

Town Board Meeting for Adoption

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Town Board for action at a regular Town Board meeting.

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APPENDIX B

TOWN OF HOLLAND PLANNING COMMISSION RESOLUTION

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APPENDIX C

HOLLAND TOWN BOARD ADOPTION ORDINANCE

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