

CHAPTER 2

Land Use

As presented in the Issues and Opportunities chapter, the Town of Holland desires to protect its agricultural base and rural character. This section of the plan identifies the Town's existing land uses, and based on Holland's identified goals and objectives, it provides recommendations for the Town to implement in order to attain its desired future land uses and patterns.

Existing Land Use

In order to plan for future land use and development in Holland, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in October 2010 and updated in summer of 2014. As detailed in Figure 2-1, the 2014 land use is compared to 2004 to determine potential trends. It is important to note that there is variability in assigning land uses in a computerized geographic information system, particularly when comparing land use inventories that were performed ten years apart. In reviewing the data, users should note general trends rather than specific increases or decreases of a few acres. Oftentimes, small increases or decreases are the result of differences in interpretation between the persons assigning the land use classifications. Using this data, the various land use categories were broken down by acreage. Figure 2-2 identifies the location of the various 2014 land uses within the Town.

Figure 2-1: Town of Holland July 2017 Land Use Acreage

Land Use	2004 Total Acres*	2004 % of Total	2010 Total Acres	2010 % of Total	2017 Total Acres	2017 % of Total
Residential	675.09	2.93%	753.54	3.27%	796.1	3.46%
Commercial	8.83	0.04%	4.87	0.02%	5.84	0.03%
Industrial	58.62	0.25%	69.39	0.30%	74.74	0.32%
Transportation	741.78	3.22%	707.85	3.07%	705.1	3.06%
Communication/Utilities	116.24	0.50%	50.86	0.22%	54.58	0.24%
Outdoor Recreation	466.22	2.02%	83.88	0.36%	82.55	0.36%
Institutional/Governmental	17.8	0.08%	13.93	0.06%	15.8	0.07%
Agricultural	14,902	64.70%	14,901.56	64.70%	14,960.39	64.95%
Natural Areas	6,007	26.08%	6,424.94	27.90%	6,313.66	27.41%
Total Water	39	0.17%	21.76	0.09%	23.82	0.10%
GRAND TOTAL*	23032.58	100.00%	23032.58	100.00%	23032.58	100.00%

Residential Land Uses

Residential land uses in Holland account for 796.1 acres, or approximately 3.46 percent of the Town. This is an increase of approximately 42.56 acres (< 1 percent) over the past seven years, which is significantly lower than most other Brown County communities. Outside of Hollandtown, homes in Holland are very scattered and are without any real focal area or pattern of development, which is typical of many rural

towns throughout Brown County. Residential uses tend to be located along existing town and county roads rather than on new roads created for the new development.

The unincorporated community of Hollandtown, located in the extreme southwest portion of the Town, has the densest concentration of people. The Town added 74 singlefamily homes between 2004 and 2017. Most of the new homes have been constructed in either the Holland Heights Subdivision or the Brookfield Estates Subdivisions.

The residential uses in the Town are almost exclusively single-family residences. In 2017, more than 99 percent of the acres devoted to residential use were for single-family residences. Two-family residences and mobile homes make up less than 1 percent of the developed residential acreage in the Town. These percentages have not changed much since the 2004 and 2010 land use inventories, largely because of the rural nature of the Town and the lack of multifamily development in it.

Commercial Land Uses

Commercial land uses are those that can typically be divided into retail and service-oriented businesses. Retail businesses may include grocery stores, department stores, or other similar uses where the patron is actually purchasing a good. Service-oriented commercial enterprises, such as accounting offices and dry cleaners, provide a service to a patron in exchange for payment.

Commercial uses in the Town occupy 5.84 acres of land, or less than 1 percent of the total area of Holland. The few commercial activities in Holland are primarily located in Hollandtown in addition to a few other individual commercial uses in the Town. Holland residents typically travel to the Village of Wrightstown or Kaukauna for the majority of their commercial activities.

Industrial Land Uses

Most of the industrial establishments within the Town reside in or very near Hollandtown. The larger industrial establishments include Schmidt Building Supply, Arla Foods Hollandtown Dairy, and a mine located on Man-Cal Road which account for nearly half of the 74.74 acres.

Communication/Utilities

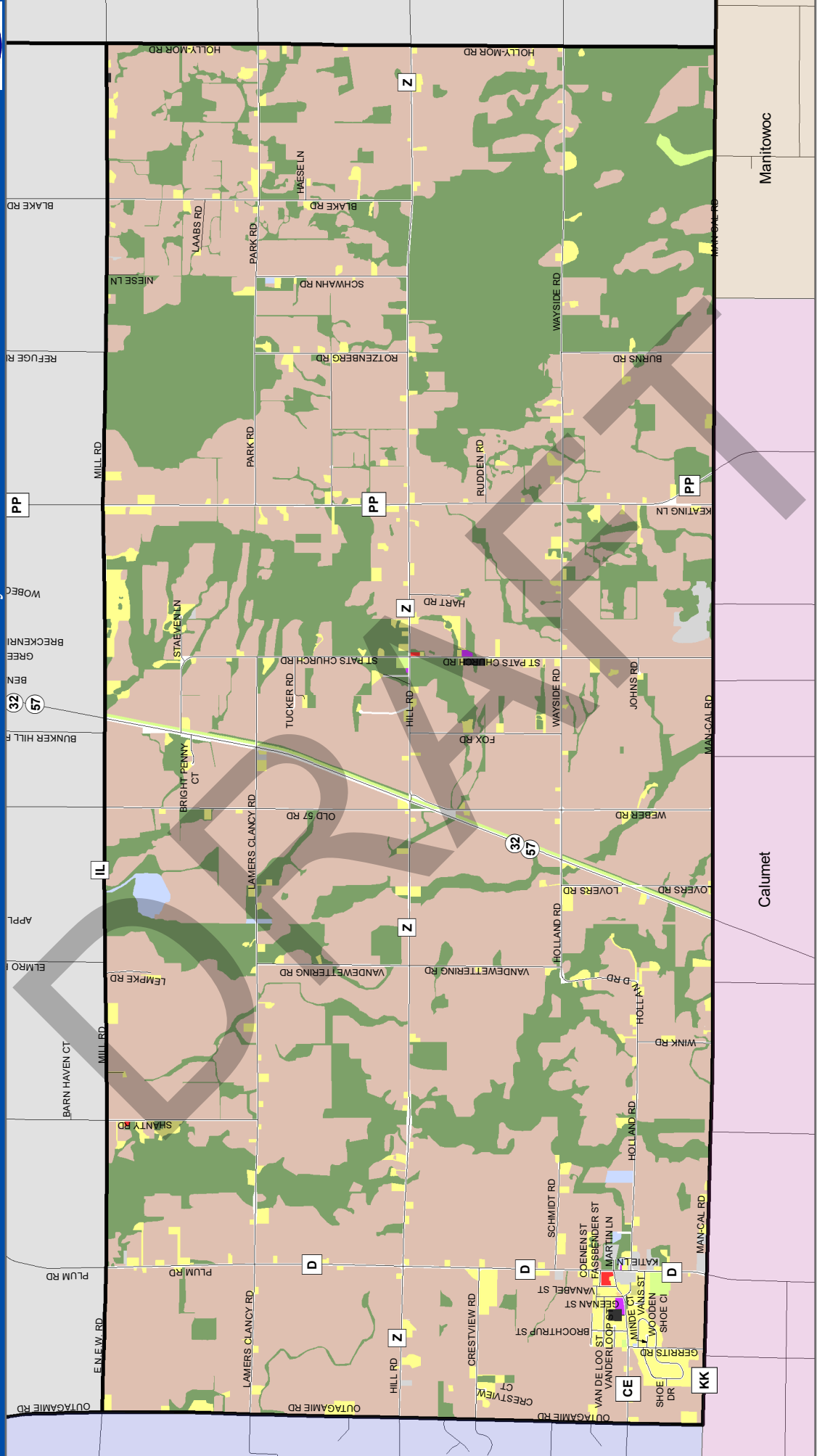
Communication/utility land uses in Holland are generally those involved in transmitting communications (television and radio towers) and for the treatment of wastewater. Although not reflected in the land use tabulations because they are overhead, there are also three high-voltage power line corridors that generally traverse north south through the center of the Town. Communication and utility uses account for about 54 acres or less than one percent of Holland's total land uses as compared to 50 acres in 2010. The dramatic decrease in the number of utility acres from the 2004 land use inventory was a result of improper coding of an overhead transmission line.



Existing Land Use

Town of Holland, Brown County, Wisconsin

Figure 2-2



Legend

LandUse

- Calumet County
- Manitowoc County
- Outagamie County
- Surrounding Communities
- Town of Holland

- Single Family Residential; 180; 199; 190
- Two Family Residential
- Multi-Family Residential
- Commercial

- Industrial
- Transportation
- Communications/Utilities
- Institutional/Governmental Facilities

- Cemeteries
- Outdoor Recreation
- Agricultural
- Natural Areas

Source: Brown County Planning Commission, 3/15/2018

Institutional/Governmental Land Uses

Institutional/governmental land uses total approximately 15 acres of land in Holland, which has not changed significantly since the 2004 land use inventory. The primary uses include the Holland Town Hall and religious-related facilities (churches, school, and cemeteries).

Outdoor Recreation Uses

Over the last three land use inventories, Outdoor Recreation has gone from 466 acres in 2004 to 83.88 and 82.55 acres in 2010 and 2017. The large reduction in the number of outdoor recreation acreage between 2004 and 2010 was likely due to a change in the identification of the private shooting/hunting facility located on Man-Cal Road in the southern part of the Town. The majority of these acres were converted to a land use code that falls under Natural Areas.

The 82.55 acres that are categorized as outdoor recreation are publically owned parks and trails. The facilities include the Hollandtown Community Park (below), Fox River State Trail, and Askeaton Park.



Agricultural Land Uses

Agriculture and agricultural-related activities (including agricultural buildings) constitute the vast majority of the land uses in Holland, accounting for 14,960 acres (or 64.95 percent of the total area of Holland). In comparing the 2004, 2010, and 2017 land uses, there has been very little agricultural land converted to other uses. The 2004 inventory of agricultural land uses identifies 14,902 acres of land, which is nearly identical to the 2010 total (14,901) and slightly less than the 2017 total mentioned previously. The relative little agricultural acreage converted to other uses in the Town of Holland likely reflects the Town's land use policies that are geared toward protecting agricultural production and the Town's rural character over residential or other types of development.

There are many large tracts of contiguous agricultural lands in the Town, which is desirable for efficient farming activities. When agricultural lands are fragmented, it is typically due to a natural stream or river corridor. However, in the past some large homes were developed in the middle of active farmland connected to the road by a long driveway, which consequently fragments a large tillable parcel of land into two smaller ones.

Natural Areas

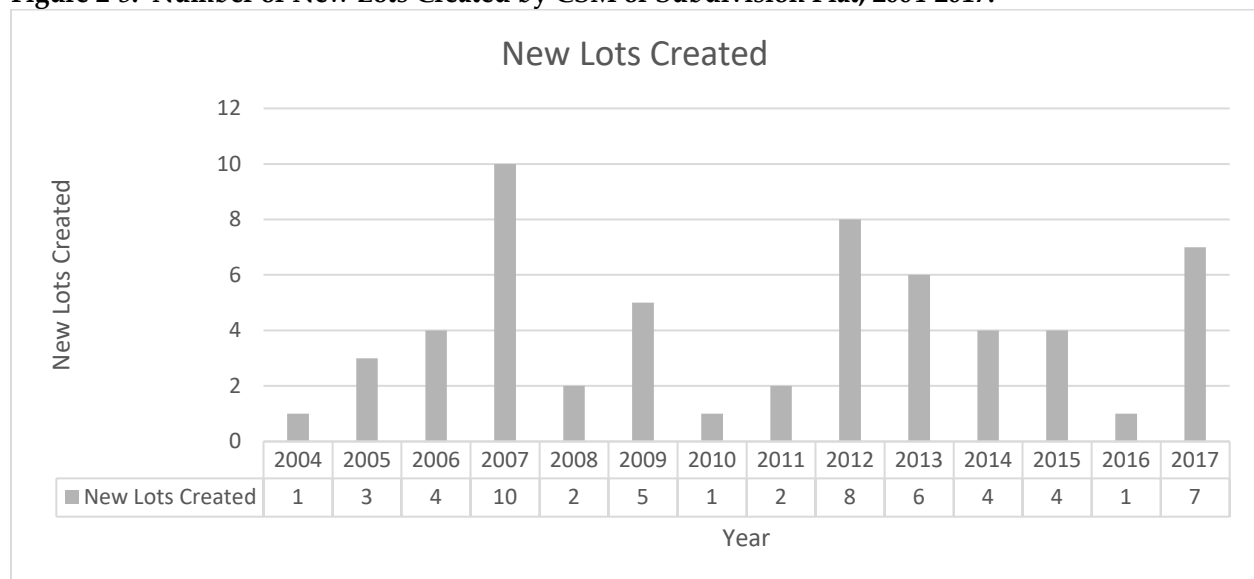
Natural areas include woodlands, wetlands, stream corridors, and other areas that are not farmed and are largely in a natural state. Natural areas in Holland total 6,313.66 acres, or 27 percent of the land area, which is slightly more than the total in 2004 (6,007 acres). The natural areas in Holland are primarily associated with water ways (Plum Creek and the East River), their tributaries, large wetland complexes, and wildlife preserves. The natural areas along the waterways are generally narrow corridors that can vary in size with topography and habitat. In addition to the stream corridors, the wetlands and woodlands are primarily found on the eastern half of the town where the topography is less varied. Even though natural areas account for about a quarter of the Town's total acreage, they are a critical element of the rural character desired by the Town's residents. Therefore, maintaining or improving the natural areas in Holland would help to keep the Town's rural character intact.



Land Use Trend Analysis

Supply and Demand

Figure 2-3: Number of New Lots Created by CSM or Subdivision Plat, 2004-2017.



Source: Brown County Planning Commission, 2017.

Since 2004, there have been a total of 58 new lots created by certified survey map (CSM) in the Town of Holland. Figure 2-3 breaks down the number of lots per year for the time-period of 2004-2017. Based on the 2004-2017 data, the Town has averaged about 4 new lots per year with a low of 1 in 2004 and 2010 and a high of 10 in 2007. Although the creation of a new lot does not necessarily lead to new residential development, it may serve as an indicator of new development. Based on the creation of only a hand full

of new lots in Holland, it is evident that demand for new residential lots in Holland is not very high. However, the two subdivisions in Hollandtown are nearly full and the number of available lots have declined. This may indicate that the Hollandtown area should expect some subdivision activity within the life span of this plan.

Land Prices

Land prices are subject to increase and decrease as the availability and demand for land fluctuates. As is evident from the relatively few new residential lots created in Holland over the past fourteen years, land in the Town of Holland is much more likely to be sold for continued agricultural use. According to the 2012 Census of Agriculture, the average cost for agricultural land in Brown County is approximately \$6,800 per acre¹. However, reports from other Brown County communities with similar land use breakdowns, indicate a current average cost of \$8,500 - \$9,000 per acre or greater depending on the size of the tillable acreage.

Opportunities for Redevelopment

Because Holland is an agricultural community, there has not been much development over the past few decades, thereby limiting the need for redevelopment activity. Generally, the housing stock is in good condition and most of the other structures in the Town have been well maintained. The Town should monitor areas, particularly Hollandtown, and determine if there is a need for redevelopment activity in the future.

Existing and Potential Land Use Conflicts

Agricultural and Residential Uses

New residents to Holland should recognize that they are moving into an agricultural community and will, therefore, need to deal with the sights, smells, and other activities that characterize active farming operations in the Town. In order to minimize the potential conflicts between new residents and existing farming operations in the Town, new residential development should be sited in a way that creates the least number of problems for continued agricultural activity. New homes should preferably be sited in areas of inactive or poor quality farmland, and they should be located relatively close to new or existing roads, thereby limiting the negative impact long driveways have on farming.

Sand/Gravel Pits and Residential Uses

A second area of potential conflict is between the existing active sand/gravel pit operations and future residential development. Active pits are not typically compatible with residential development. Up to this point, conflicts have not been an issue due to the distance between the quarry on Man-Cal Road and the relatively few homes in the surrounding area. However, new homeowners will need to be aware that there is an active quarry in the Town.

Landfill Compatibility

A third area of potential conflict is between the future landfill and the surrounding uses. Landfills typically encompass a large number of acres and they require special attention during the construction, operation, and post closure phases of the facility. As part of the landfill siting process, the Town signed a

¹ 2012 Census of Agriculture – County Data, USDA – National Agricultural Statistics Service:
http://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/Wisconsin/st55_2_008_008.pdf.

landfill siting agreement with Brown County that, among other things, establishes the formation of a “Local Monitoring Committee” (LMC). The LMC has been established by the Town and acts as the liaison between Brown County and local residents, providing a regular mechanism by which information can be exchanged, opinions expressed, and the lines of communication kept open between all parties. The LMC should notify Brown County with any issues related to the landfill site.

General Land Use Compatibility

Throughout the 20-year vision for this plan, Holland should review new development proposals and be aware of potential impacts on agriculture and the rural character of the Town. Non-agricultural related businesses should be sited and operated in a manner that do not negatively impact neighboring property owners, agricultural operations, or the quiet, rural character of the Town.

20-Year Projections in 5-Year Increments

Past Land Use Trends

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to provide a historical perspective on land uses in Holland, the land use acreages from 2010 were compared to the 2017 update. Figure 2-4 identifies the changes in land uses over this 7-year period. As is evident from the chart, agricultural, residential, commercial, and industrial land uses have increased slightly. None of the land use changes over the past 7-year period would be considered to be significant. The increase in residential uses is reflected in the few scattered new homes that were constructed throughout the Town. Holland has done a very good job at directing these residential uses to areas that will not have a direct negative impact on agricultural operations or the rural character of the Town. The increase in industrial uses is likely due to a few small industrial developments near Hollandtown. The one-acre increase in commercial uses is due to the identification of a small business on Shanty Road. The small increase in agricultural land is not typical. A typical scenario would show a slight decrease in agricultural land due to the aforementioned residential, commercial, and industrial developments; however, the increase likely reflects revisions and refinement of both agricultural and natural areas resulting in fewer natural areas and more agricultural land.

Figure 2-4: Changes in Holland Land Use, 2010-2017

Land Use	2010 (Total Acres)	2017 (Total Acres)	Difference 2010-2017	Percent Change
Residential	753 acres	796 acres	+43 acres	+5.4%
Commercial	4.8 acres	5.8 acres	+1 acre	+17.2%
Industrial	69.4 acres	74.7 acres	+5.4 acres	+7.2%
Agricultural	14,901 acres	14,960 acres	+59 acres	<1%

Source: Brown County Planning Commission, 2010 and 2017

Based on the results of the 2017 visioning session, survey, and input from the Planning Commission, it is evident that protecting the agricultural base and rural character of the Town is one of the primary goals of this plan. Therefore, future growth pressures are not anticipated to be any greater than was experienced over the past 10-20 years.

Future Land Use Projections

The following acreage analysis and projection is not intended to be a strict determination of exactly how much land will be needed in Holland over the next 20 years. Rather, it is an estimate based on past

trends and population projections to give the Planning Commission and Town Board an idea of future growth. This information should be used to guide policies that continue to direct the Town's growth into areas that have as minimal an impact on agricultural production and Holland's rural character as possible.

Based on the population projections provided by the Wisconsin Department of Administration in the Issues and Opportunities chapter, the Town's population is expected to increase by about 336 people between 2010 and 2040, resulting in a projected 2040 future population of 1,855 people. Therefore, using the national average of 2.58 people per household², Holland will need approximately 130 additional housing units in the Town by 2040 to account for the anticipated population increase. It is important to note that this is only an estimate based on current trends and population projection. It is more likely that the actual required housing units will be in a range on either side of the anticipated 130 housing units.

A review of certified survey maps for the past five years in the Town indicates that the majority of new lots created in the Town are generally between one and two acres with a few larger lots. The larger lots have a proportionally larger impact on the land than do the smaller lots. Therefore, an average lot size of two acres will be utilized, while understanding that the majority of new residential lots will be closer to one acre in size. The Town generally encourages smaller residential lots to minimize the amount of land taken out of agricultural use. Multiplying the average 2-acre lot size with the projected 130 housing units needed for the next 20 years of growth results in approximately 260 acres of land needed for additional homes in Holland. Some of this future development should be expected to occur in or near Hollandtown and will likely be served by public water and sewer. This future growth will be smaller and more compact development resulting in less land lost to development which helps maintain the Town's goals of preserving agricultural land and the rural character.

The land use inventory found that the current ratio of land uses in the Town is approximately 136 acres of residential development for every 1 acre of commercial development and 11 acres of industrial development.

Applying the ratios to the 260 acres needed for residential development yields the need for another 21 acres of industrial lands during the 20-year planning period, while there is limited anticipated need for new commercial lands in the Town. However, since projections cannot account for individual entrepreneurship, should a commercial use be presented to the Planning Commission and Board over the time-period of this plan, it should be considered based on the information in the Economic Development chapter and its potential positive and/or negative impact on agricultural operations and the quiet, rural character of the Town. In most communities, street rights-of-way are calculated into the projection. However, since the projected future needs are minimal and most development will take place along existing roads, rights-of-way were not factored in.

Based on these projections, the estimated acreage requirements are broken down into 5-year increments, per the requirement of the Wisconsin Comprehensive Planning Law. Figure 2-5 identifies the tabular 5-year growth increment acreage projections for the Town of Holland. It should be noted that there is a projected decline in the number of agricultural acres in the Town despite Figure 2-4 showing a growth. Because a growth in agricultural acres is atypical the reduction would represent the estimated development for the other three uses listed. Their acreage totals combined represent the acreage reduction to the agricultural totals.

² 2010 US Census – Households and Families 2010 - <https://www.census.gov/prod/cen2010/briefs/c2010br-14.pdf>

Figure 2-5: 5-Year Growth Increments for the Town of Holland

Use	Year				
	2017 (existing)	2025	2030	2035	2040
Residential	796 acres	861 acres	926 acres	991 acres	1056 acres
Commercial	5.84 acres	6.35 acres	6.85 acres	7.35 acres	7.84 acres
Light Industrial	74.74 acres	79.99 acres	85.25 acres	90.51 acres	95.77 acres
Agricultural	14,960 acres	14,889 acres	14,818 acres	14,748 acres	14,677 acres

Source: Brown County Planning Commission, 2017

Future Land Use Recommendations

The Town of Holland strongly desires to keep its identity as an agricultural, quiet, rural community. This was demonstrated by the participants in the original visioning session and by the respondents to the town-wide survey. Therefore, future development proposals should be reviewed with their potential impact on agricultural production and the Town's rural character in mind. The following recommendations attempt to provide the Town with the tools to ensure that future development fits in with the Town's stated goals and objectives. Figure 2-6 depicts the recommended future land uses in Holland.

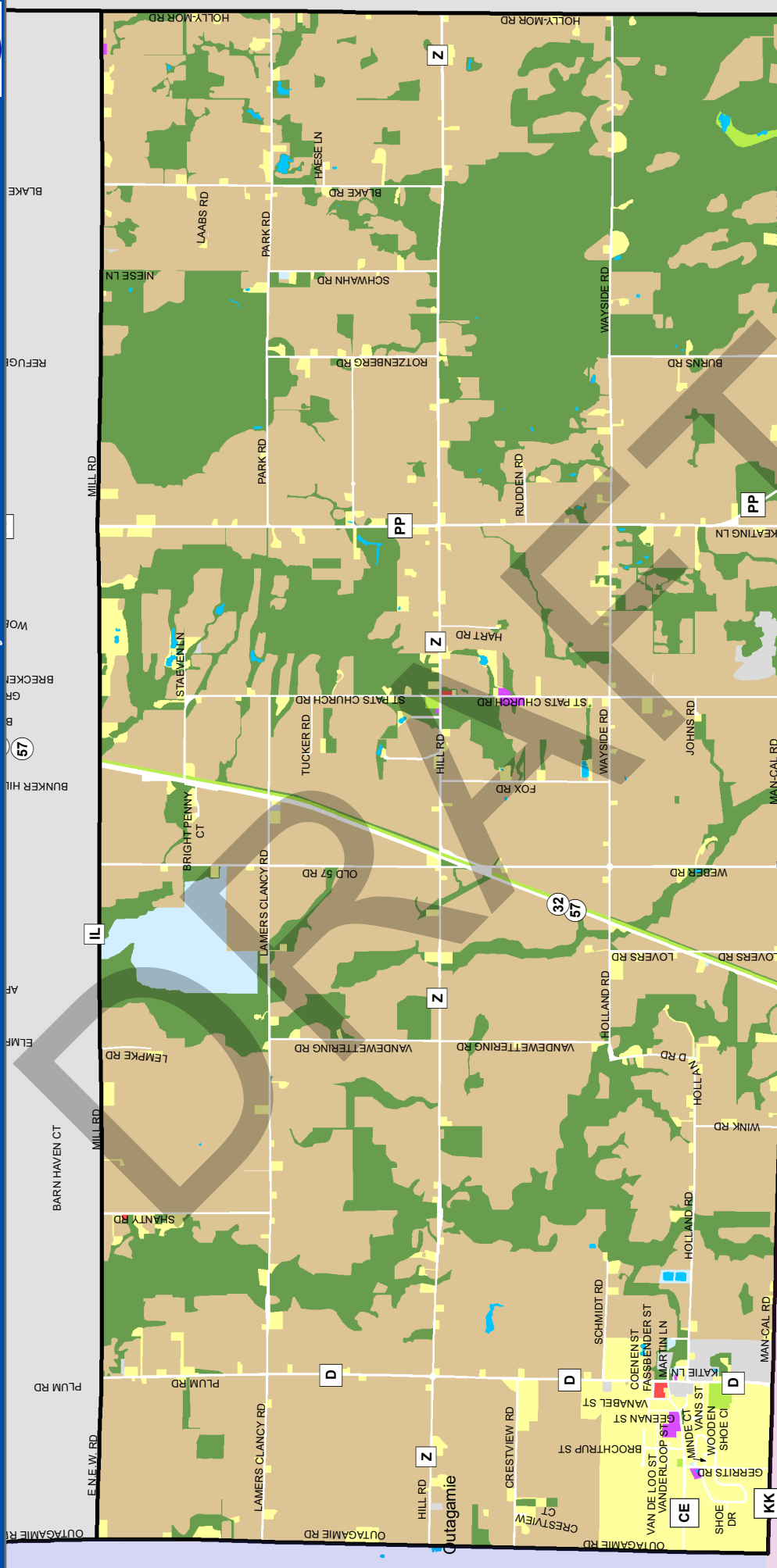
In reviewing the future land use map, it is important to keep-in-mind that while some areas have a proposed future land use that is different from the existing land use or from the existing zoning, it does not mean that existing use of the property cannot continue. The property can continue to be used for any use allowed under the present zoning of the property. This can continue as long as the landowner or subsequent landowner wants to continue with the existing land use. Unless requested by the landowner, it also does not mean that the Town will be rezoning the land to a zoning category that is consistent with the proposed future use shown on the future land use map. It simply means that if the owner of a property ever wants to change zoning from the existing zoning on the property to another zoning classification, the land use map should be used to determine what zoning classification the land should be rezoned to. If a property owner wishes to rezone property to a use other than what the future land use map recommends and the Town is satisfied with the proposed rezoning, the Town should first change the comprehensive plan to make the proposed use consistent with the comprehensive plan and then change the zoning on the property. The future land use map does not and cannot change the existing use of a property. It is a tool to be used for making future land use decisions.



Future Land Use

Town of Holland, Brown County, Wisconsin

Figure 2-6



Legend

- Calumet County
- Manitowoc County
- Outagamie County
- Surrounding Communities
- Town of Holland
- Future Land Use
 - Future Industrial
 - Future Institutional & Government
 - Future Natural
 - Future Recreation
 - Future Transport
 - Future Commercial
 - Future Residential
 - Future Agriculture
 - Future Communications & Utilities
- Navigable Rivers & Streams
- Lakes, Ponds & Rivers



Source: Brown County Planning Commission, 3/15/2018

Community Design Characteristics

Businesses, public facilities, homes, and industries need to be designed in a way that is sensitive to the rural character and agricultural base of Holland. This would include unobtrusive signage, landscaped parking lots, minimal lighting, and ensuring that new homes and businesses are located in areas that minimize their impact on agricultural activity and the Town's rural character.

Agriculture

Agriculture is envisioned to remain the primary land use and economic activity in Holland for the foreseeable future. Therefore, it is imperative that future residential, commercial, or industrial developments do not create impediments to the successful continuation of agricultural activity in the Town. Keeping new homes and businesses from locating in the middle of active farm fields, minimizing the length of driveways, and using as small a lot as possible for new development are all examples of ways Holland can keep farming viable in the Town.



Agriculture will continue to be the primary component of the Town of Holland's land uses over the 20-year timeline of this plan. There are a number of large and small active farms located within the Town that depend on having available agricultural lands for cropping, pasturing, and spreading nutrients. The Town should continue to work with these landowners to ensure that the Town's development policies do not interfere with the continuing operation of the farms. Additionally, development should be limited within the identified farmland preservation areas of the Town to the agricultural activities and recommendations detailed in this plan and the Town's zoning ordinance.

The Town has adopted a map depicting the lands that are eligible to participate in the Wisconsin Working Lands Initiative, which provides a state income tax credit to qualified landowners. The Town undertook a comprehensive effort to work with its property owners to identify those areas of the Town that will likely remain in agricultural production over the next 15-20 years based on such factors as soil productivity, its comprehensive plan at the time, environmentally sensitive areas, likelihood the property will continue to be in agricultural production 15 years from now, and input from Town residents. The Town-identified areas were then incorporated into the Brown County Farmland Preservation Plan, which was most recently amended in 2017. Under state rules, if there are any conflicts between the Town's Future Land Use Map and the Intensive Agricultural Areas Map, the Intensive Agricultural Areas Map supersedes all other future land use classifications. Since the Brown County Farmland Preservation Plan adoption, the Town of Holland has identified additional areas that should be included within the Farmland Preservation Program when the Brown County Farmland Preservation Plan is updated. The Farmland Preservation areas are depicted in Figure 2-7.

Specific requirements to participate in the program include:

- The subject properties are identified in the Brown County Farmland Preservation Plan and zoned for agriculture within a State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) certified agricultural zoning district.

- The person farming the properties makes at least \$6,000 a year or \$18,000 over a rolling three-year period in gross farm receipts (lease/rent payments may not be counted).
- The properties are in compliance with state soil and water conservation standards as certified by the Brown County Land and Water Conservation Department.
- All property taxes owed from previous years are paid. In order to rezone lands from the certified agricultural zone (farmland preservation zoning district) to a non-certified zone, under Chapter 91 of the Wisconsin State Statutes, a “findings of fact” must first be made by the Town Board. The findings of fact must be made in writing, after the public hearing, as part of the official record and find in the affirmative the following requirements:
 - The rezoned land is better suited for a use not allowed in the farmland preservation zoning district.
 - The rezoning is consistent with the comprehensive plan adopted by the Town, which is in effect at the time of the rezoning.
 - The rezoning is substantially consistent with the certified Brown County Farmland Preservation Plan in effect at the time.
 - The rezoning will not substantially impair or limit current or future agricultural use of other protected farmland.
 - Additionally, the Town must report all rezones out of a farmland preservation zoning district to DATCP by March 1 of the following year. Rezoning out of the identified intensive agricultural areas should only be done when the aforementioned bullet points are met, is consistent with the comprehensive plan of the Town of Holland, or is part of a comprehensive rezoning of the Town.

As discussed in the Economic Development chapter, entrepreneurial agriculture provides opportunities for diversification within the agricultural market and growth in the tourism market. Smaller farms in the Town may be able to get involved in this niche market. Current trends indicate a strong interest from residents and tourists alike in local, sustainable foods and direct farm to grocery market or restaurant sales. Capitalizing on the Town’s location within the Wisconsin Ledge American Viticultural Area (AVA) for growing grapes and wine making, and partnering with local wineries and local food production operations could enhance agricultural and tourism-related revenues in the Town. The Town should strongly encourage small farms to undertake entrepreneurial agriculture and niche businesses to market and sell these products by reviewing its zoning ordinance to ensure it does not present barriers to these activities, but also that adequate community safeguards are in place for traffic, parking, lighting, signage, and hours of operation.

Residential Development

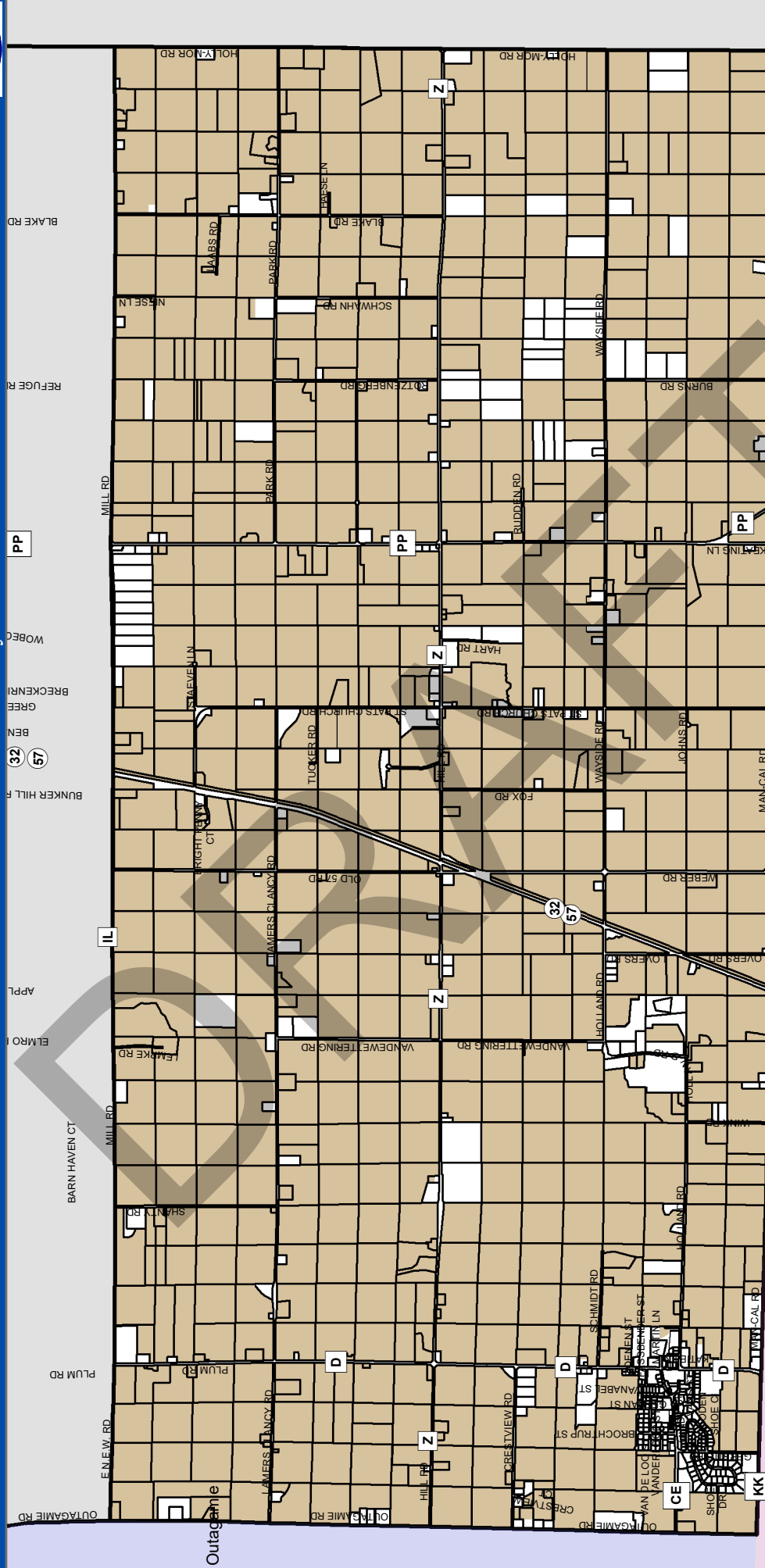
The Town of Holland should expect to see both urban and rural styles of residential development in the next 20 years. The Town has historically tried to steer most of the residential development into the sanitary district in Hollandtown. This development will likely be more urban in nature and will likely be served by public sewer and water if it’s within the Towns sewer service area. Lot sizes associated with this development are substantially less than rural residential lots and typically range between 0.2 and 0.5 acres. The rural residential developments will be on larger lots, typically between 2 and 5 acres. The rural residential lots will not have access to public utilities and will rely on private wells and private onsite wastewater treatment systems.



Farmland Preservation Areas

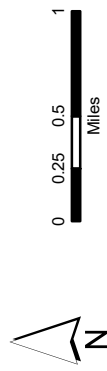
Town of Holland, Brown County, Wisconsin

Figure 2-7



Legend

- Calumet County
- Manitowoc County
- Outagamie County
- Surrounding Communities
- Town of Holland
- Tax Parcel
- Farmland Preservation Areas



Source: Brown County Planning Commission, 3/15/2018

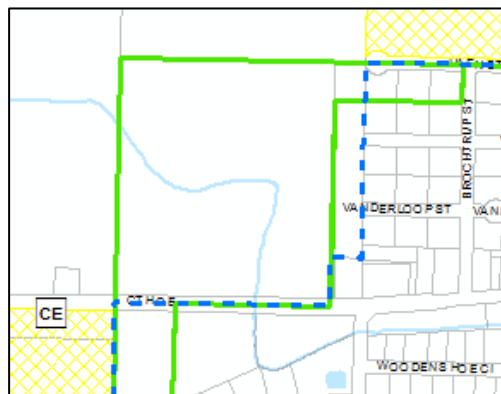
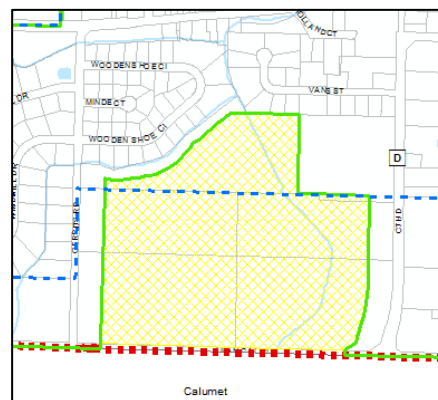
The future rural residential development in the Town of Holland should be of a scale that conforms to the rural character of the Town, and does not negatively impact agricultural production. In order to accomplish this goal, individual home sites should be located on land that is either not actively used for agricultural purposes, or alternatively, is located in such a manner as to have as minimal an impact on agricultural practices as possible. Specific features of new individual residential lots should include:

- Locations close to the road, as long driveways bisect agricultural lands and create issues for emergency vehicle access.
- Locations along fence lines, in woodlots, adjacent to existing development, or otherwise in locations that will have as minimal an impact on agricultural practices as possible.

Future development in the Hollandtown area is going to be limited by the amount of land available in the Towns sewer service area. The Brown County Sewage Plan indicates that the Town has zero acres available for future sewer service area amendments. It is likely that some land within the sewer service area has developed since the Brown County Sewage Plan was last updated in 2015. This would enable the Town to reallocate the developed acres to greenfield areas and expand the current sewer service area boundary. The Town will want to consider areas that are adjacent to the current sewer service area and that will allow for the efficient expansion of public utilities to serve the future development. There are two areas in Hollandtown that the Town should consider priority areas for future residential development. These areas are explained in detail below.

Area between CTH D and Gerrits Road:

The property adjacent to Gerrits Road and CTH D is within the SSA; however, to develop more than the area immediately adjacent to these roads, the SSA will need to be expanded to allow for comparable development as seen to the north. According to the 2040 Brown County Sewage Plan the Town will not have enough SSA acres to allocate to this area and therefore, should plan for a phased development that can occur over a longer period of time. The Town will also need to work with the Sanitary District to expand the sanitary district boundary to encompass part or all of this area as needed in the future.



Area north of CTH CE on the west side of Hollandtown:

This area is already in the SSA and could be developed in the near future. Future road extensions have been planned for as evidenced by the dead ends on the west ends of Vanderloop Street and Van De Loo Street. The Town will need to coordinate with the Sanitary District to include this area in the sanitary district prior to any sewered development occurring. It may also be worth considering preserving the land immediately adjacent to CTH CE for some commercial activity.

The Town's land division ordinance identifies three zoning categories where residential development would be allowed. Two of the three districts require the residence to have a minimum of 35 acres while the third district is designed around residential development supported by public sewer in the

Hollandtown area. The Town may want to consider developing a section within the A-R Agriculture Residential district, to allow, as a conditional use, conservation by design subdivisions. It would also be appropriate to include in a subdivision/land division ordinance. The change to the zoning text could identify areas to be preserved into primary and secondary conservation areas. Primary conservation areas may include environmentally sensitive areas – wetlands, floodplains, slopes over 20 percent, and soils susceptible to slumping, allowing for some flexibility. The secondary conservation areas would include 50 percent of the remaining tract area after deducting the primary conservation areas, and include sensitive and/or noteworthy natural, scenic, and cultural resources on the remaining property. The primary and secondary conservation areas would be required to have a permanent conservation easement recorded that prohibits further development. This type of subdivision would allow for some development to occur in the unsewered areas of the Town while maintaining the rural/agricultural culture that the Town is known for.

Parks and Open Spaces

The Town owns and operates two active parks for use by local residents. Hollandtown Community Park, located in Hollandtown adjacent to CTH D, is 11.9 acres in size. It includes tennis courts, a baseball diamond, a lighted ball diamond, and some basketball hoops. Holland also owns and operates Askeaton Park which is located next to the Town Hall in Askeaton adjacent to CTH Z. It is approximately 3.3 acres in size and has a lighted softball diamond that is used by softball leagues, some playground equipment, a basketball hoop, and a small outbuilding. Additional facilities not owned by the Town include the playground equipment at St. Francis School in Hollandtown that is used by local residents. Residents also have access to the Fox River State Recreational Trail and the hunting grounds of the Holland State Wildlife Area that are open to the public.

The Town is also home to a privately-owned shooting preserve (Triple J Wing & Clay) located in the southeastern portion of the Town that offers opportunities for sport shooting and upland bird hunting.



Park and recreation standards typically indicate that 12 acres of recreational land should be provided per 1,000 people. Based on a 2040 population projection of 1,800 to 1,900 people, the Town would need about 20 to 23 acres of land to meet the recreation standard. While Town parks supply about 15 acres of recreation area, the other recreation avenues available to Town residents discussed in the previous paragraphs are adequate to supply future recreational needs of Town residents based on acreage needs. A small neighborhood park or parks for children should be considered by the Town in the western portion of Hollandtown in the event that future residential development extends too far from Hollandtown Community Park for the children to easily access the existing site.

The Town should work with the Brown County Planning Commission to identify a possible trailhead location with parking that would encourage people to use the trail and discourage parking on the shoulders of intersecting roads. The junction of Weber Road and the trail may offer a possible location. The Town should also consider developing a feeder trail system that could connect to the Fox River State Recreational Trail to encourage pedestrians and bicyclists to use the Fox River Trail. A feeder trail system could include the addition of paved shoulders along roadways, as well as trails, sidewalks, or walkways.

The natural areas in the Town, in conjunction with the agricultural lands, provide the Town with the rural character that Town residents want to preserve. The corridor of Plum Creek is one of these areas. In order to further the goal of preserving the rural character of the Town, environmentally sensitive areas (ESAs) (such as wetlands), floodways, stream corridors (such as Plum Creek), and steep slopes, the Town should consider placing these areas in conservancy zoning or consider other potential avenues to help conserve these areas. Options include integrating natural areas into the greenspace areas of conservation by design subdivisions if subdivisions are developed near these areas, land donations by property owners, and acquisition of key areas.

Commercial

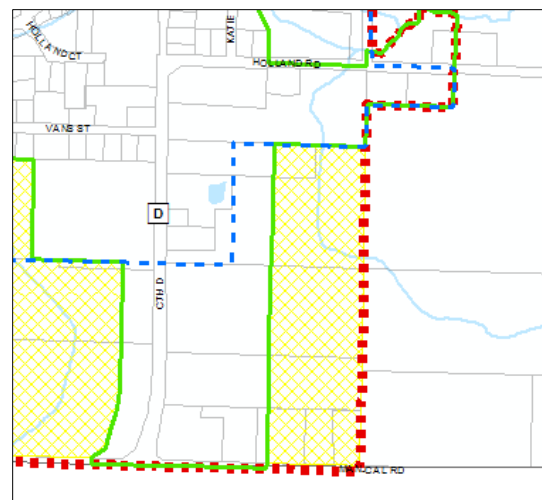
Commercial uses should be allowed at major intersections in nodes, rather than in strips along the entire length of a road, county trunk, or highway. These uses should serve the local residents, as well as those commuting thru the Town. Existing commercial uses in the Town should be encouraged to remain in business by allowing for the expansion of these operations if they do not negatively impact existing residents or farming operations. Besides locating along CTH D in Hollandtown, other potential sites where neighborhood commercial enterprises could locate include the intersection of local roads at CTH KK and CTH CE. Neighborhood businesses would be described as businesses catering to a limited geographic area and having a low impact on adjoining properties.

Industrial

Most of the industrial uses in the Town are located in or around Hollandtown. They provide a benefit to the Town by adding to the Town tax base, as well as providing jobs for area residents. The industries in Hollandtown also pay a considerable amount of the cost of operating the sewer and water service in Hollandtown. The Town should do whatever is necessary to retain these industrial businesses in the Town. Over the course of the plan, there may be a need for additional industrial uses to add to the Town tax base and to provide job opportunities for local residents.



The future land use map identifies a fairly large portion of non-developed acreage in Hollandtown (located south of Holland Road and east of CTH D) that is identified for potential future industrial use. There are some businesses located in this area, as well as a few single-family residences. Any future industrial development in this area must take into consideration the existing residences as any future industrial development may cause a conflict with the adjacent land uses. To that extent, buffering of the residences from industrial or commercial use through plantings, shrubbery, or berms to lessen any adverse impact on the residences should be required. These standards can be developed in a separate landscaping ordinance or incorporated into the Off-Street Parking Requirements. Specific and detailed planning should be undertaken prior to any industrial development occurring



adjacent to the residential properties so that a site plan can be reviewed and approved ensuring that the proposed use would work with the existing land uses. Development of this area for industrial use will require the extension of sanitary sewer service to the parts of the area not already served. The sanitary

district will need to determine the best engineering alternative to service this area as there are a couple of options available. The engineering option selected will determine the extent of area that can be served, and the likelihood of development may drive the option selected.

Future industrial uses should be encouraged to locate near existing industrial uses or on one of the county trunk highways in nodes rather than in strips along the highway to better handle the increased truck and automobile traffic associated with industrial uses, as well as to not interfere with existing agricultural or residential uses. Consideration should be given to whether the development requires sewer and water and their proposed location within or near the existing Sanitary District and SSA.

Street Network and Roadway Design

Although the Town of Holland does not anticipate much residential development over the 20-year timeframe of this plan it is critical to think beyond the 20-year timeframe when planning road connections. As individual certified survey maps (CSM) and/or small-scale subdivisions are considered by the Town, it is important to identify future road connections that may be necessary to provide access to lands that otherwise would not have practical future road access. Connections to and from existing roads via stub roads between newly platted areas should be identified and dedicated to the public to ensure future access. If the Town of Holland approves any newly dedicated roads via CSM or subdivision plat, it is critically important that as a condition of approval, the developer enters into an agreement with the Town that clearly identifies responsibilities in terms of cost, timeline, and financial assurances for constructing new, platted roads to Town standards.

Non-motorized Transportation Network

Pedestrian Network: Ideally, neighborhoods should have a connecting network of sidewalks and paths leading to neighborhood parks, open spaces, schools, shopping and service activities, and other public and quasi-public spaces. Pedestrian connections are a great benefit to neighborhoods and should be given greater consideration in new developments. An effort should be made to connect the current and future Hollandtown residents to the parks and local businesses to reduce the need to drive a vehicle for such short trips.

Bicycle Network: In addition to developing a pedestrian network, the Town should also identify low cost and effective locations where bicycle facilities could be installed to provide an additional transportation and recreation option to residents and visitors alike. The Town should identify locations that make connections to facilities like the Fox River State Recreational Trail, local businesses, and parks.

Hollandtown Town Center

The unincorporated community of Hollandtown, located at the intersection of CTH D and CTH CE, is the social and cultural hub of Holland. Some of the land use activities located in Hollandtown include a gas station/tire repair store, a church, a dairy, a restaurant/banquet hall, and a Town park. There are also a number of homes located in Hollandtown. The area is served by public sewer and water service. Development within Hollandtown is limited in scope because the area is quite small in size.

Hollandtown is expected to continue to serve the existing needs of the community through the businesses and services that are already there. New businesses, as well as residential development, looking to develop in Holland should be strongly encouraged to locate in Hollandtown. The town center has historically been the focal point for the Town of Holland with a mixture of residential, commercial, recreational, and institutional uses. It is the densest developed area in the Town and has potential to experience varying types of development in the future. It is for that reason that it is important for the Town to make sure that additional development in the area is designed and developed in conjunction

with surrounding land uses in a manner that will provide the existing and future residents of the area a quality living environment.

Future residential development in Hollandtown should be designed in a way that takes into consideration the surrounding land uses, future growth, and potential for connections to community features like parks and local businesses. This plan encourages the Town to continue to build off of the existing development in Hollandtown and make an extra effort to ensure that connections are created to and from the new residential development through various forms of transportation.

The recommendations for future land use within the Hollandtown area emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider these broad characteristics:

Walkable, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.

Livable, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.

Varied, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

Preferably, new residential subdivision developments in the Hollandtown area should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities. Before approving subdivision plats, the Town should review the proposed plats to ensure that adequate access to frequented destinations in the community, such as the community park and the church, have been adequately addressed in the design of the plats and are part of an overall plan for the area. Non-vehicular travel should not have to take a wide circular route to get to destinations, such as the park. The most recent subdivisions that have been developed in Hollandtown were designed with no thought of providing access to any other area but to adjoining streets. This does not promote cohesive, connecting neighborhoods, and it tends to isolate one area from another.

If, through the lifespan of this plan it becomes necessary or beneficial to add additional commercial areas around Hollandtown, nodes of commercial activity or neighborhood centers should be situated at the edges of the residential neighborhoods, such as at the intersections of major streets. These neighborhood centers would be an alternative to the linear commercial strip development that often occurs along major roads and that is not pedestrian- or bicycle-friendly. The proposed nodes of neighborhood activity should be relatively small (about 10 acres) and should contain a mixture of retail, services, and institutional uses geared to serving the immediate area rather than the entire community or region. In this manner, many of the goods and services that residents rely on would be within walking distance. The neighborhood centers would also tie together the residential neighborhoods adjoining them. While Hollandtown is relatively small now and the spatial relationship of existing land uses to other existing land uses quite close, continued development in the area should be monitored to ensure that areas are not isolated from one another.

Infill and Redevelopment Opportunities

Due to the rural nature and scattered development pattern throughout the majority of the Town, redevelopment opportunities are very limited. One of the few potential areas for redevelopment is the site where a former business has been converted into residential units located in Hollandtown at the corner of CTH CE and Geenan Street. This building is quite old.

Placemaking

The Town should encourage design elements, such as flags, banners, seasonal decorations, and signage controls (size and placement), to aesthetically integrate individual land use areas. It is recommended that the Town also concern itself with the design of the main entrance corridor to Hollandtown along CTH D (north and south) and CTH CE (west). These entrances help establish the overall character of Holland so the Town should make the entrance as attractive as possible.

Establishing design criteria for new businesses is another effective way to ensure high quality development. Parking lot landscaping standards should be adopted and enforced, including using landscaped “islands” within large parking lots and placing parking behind buildings instead of in front of the buildings.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood. Existing trees should be incorporated into the design of conservation by design subdivisions and new trees planted within new subdivisions in the Hollandtown area.

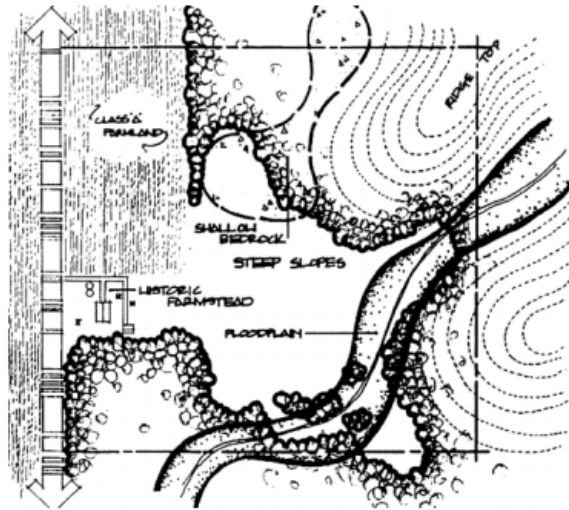
Conservation By Design Subdivisions

Conservation by design subdivision development, or conservation by design, is a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land uses for the house lots and necessary roads. The open space is permanently preserved through conservation easements. A conservation by design subdivision provides the landowner with the same number of lots as could be accomplished through a conventional subdivision.

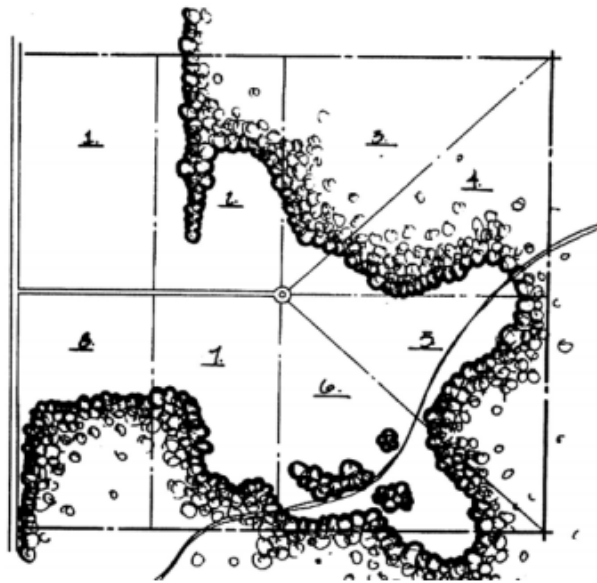
The conservation by design development concept can be a key tenet to help maintain Holland’s desired rural character. This method of development is not new to Brown County, as it has been successfully implemented in some Brown County communities. This technique can help the Town preserve many of the natural and agricultural features that attracted new residents to the area by improving the design of future residential developments.

The following conservation by design example uses the same number of house lots from the conventional layout but completely alters the design by simply reducing the lot size and being sensitive to the environmental features in order to preserve natural and open areas. The following sketches are from “A Model Ordinance for a Conservation Subdivision” prepared by the University of Wisconsin Extension.

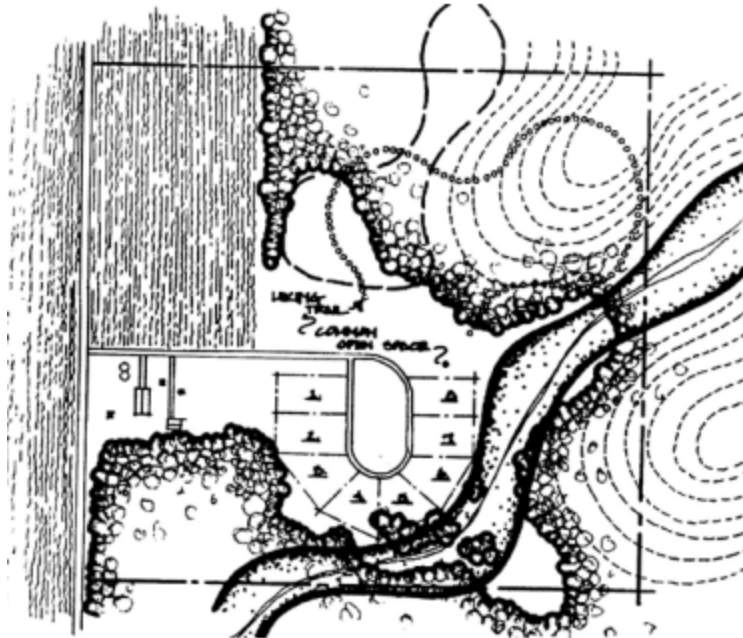
Step 1: Inventory and mapping of existing resources for a hypothetical 40-acre site.



Step 2: Development yield as permitted under existing ordinances (zoning, etc.) for the 40-acre site and assuming a 5-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.



Step 3: Concept map of the conservation subdivision showing the eight lots that would be permitted, plus the historic farmhouse, which would be preserved, for a total of nine dwelling units.



The following are some observations from comparing the conventional subdivision to the conservation by design subdivision:

- Conventional layout – all parts of the tract are either house lots or roads.
- Conservation layout – close to half of the site is undivided open space or agricultural land that can be permanently preserved.
- Conventional layout – view from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.
- Conservation layout – view from across the road to trees and creek is almost entirely preserved.
- Conventional layout – only four property owners have access to parts of the creek.
- Conservation layout – all property owners have access to the length of the creek.
- Conventional layout – no common space; each lot owner only has use of his own 5- acre parcel.
- Conservation layout – creates a number of common open space areas with a large area remaining for active agricultural use.
- Conventional layout – no pedestrianways unless sidewalks are included in the construction of the roads.
- Conservation layout – trail network can be completed and can link with neighboring subdivisions.
- Conventional layout – no area for neighborhood facilities.
- Conservation layout – central green area can include children's play area, shelter, or other amenities.

The conservation by design subdivisions offer a preferable alternative to typical subdivisions with large house lots blanketing entire tracts of land.

Recommendations relating to conservation by design developments include:

- Conservation by design should be the preferred method for future residential subdivisions outside of the community of Hollandtown, while still allowing for standard rural subdivisions if the developer can show the Town Planning Commission and Town Board why a conservation by

design subdivision would not work in that particular area, such as there being no natural or agricultural features to work around and no parkland/greenspace desired by the Town.

- Require a minimum of 30 percent of the acreage of the conservation by design subdivision to be dedicated to open space, natural areas, or agricultural uses. The 30 percent requirement can include undevelopable land, such as wetlands, creeks, and other water features, in the calculation.
- Changes to the Town of Holland Zoning Ordinance should be made to remove barriers to conservation by design subdivisions. Specifically, flexibility for individual lot sizes is needed, provided overall maximum density is not exceeded (as compared to the conventional subdivision yield plan).
- To ensure that conservation by design subdivisions meet the density requirements set by the Town, yield plans should be required to determine the maximum number of home sites allowed. Each yield plan would show how many lots could be created if the tract were subdivided conventionally using a standard minimum lot area and width. The total number of lots under the yield plan then becomes the total number of home sites allowed within the conservation by design subdivision.
- Prime agricultural land, in addition to natural resource features, such as wetlands, steep slopes, and floodplains, should be included within the preserved open space to the greatest extent possible. Additional features that the Town feels add to its rural character, such as blocks of upland woods, should be identified as secondary conservation areas and are preferred for the balance of the open space areas, if needed.
- The open space within the conservation by design subdivisions should be owned by any of the following four entities: land trust, homeowners association, individual landowner, or the Town and should be spelled out and agreed upon in writing before the subdivision is approved. Homeowners association is the preferred option unless the Town wants to use the conservation areas for public use.
- The uses allowed in the open space areas should be limited to agricultural uses, conservation practices, and passive recreation, such as trails. Active recreation areas, such as playgrounds and ball fields, could be considered on a case-by-case basis.

Summary of Recommendations

Agricultural Land Uses

- Ensure agriculture remains the primary land use and activity in the Town.
- Remind residents that Holland is an agricultural community and they will experience the sights, sounds, and smells associated with it.
- Continue to work with Brown County and local property owners to ensure the Town's certified agricultural zone ordinance and map are substantially consistent with the Brown County Farmland Preservation Plan for purposes of the State of Wisconsin Farmland Preservation Program.
- Encourage entrepreneurial agriculture efforts in the Town as a means for small-scale farms to diversify their operations.

New Development

- Place new homes or businesses in non-agricultural areas, or minimize their impact on agriculture by locating along fence lines, in woodlands, or otherwise unproductive agricultural land.
- Require new homes or businesses to be located close to the road they front on and as small as practicable in order to minimize fragmentation of large parcels of agricultural land.
- Small-scale subdivisions outside of the sewer service area, if approved, must be in the form of conservation subdivisions to minimize the impact on the Town's rural character.
- Discourage as much as possible new homes near active quarrying operations.
- Ensure new land divisions provide for future road connections, as necessary, to neighboring properties through the development of Area Development Plans.
- When new roads are dedicated to the Town of Holland, ensure the road will be constructed to Town standards within a certain timeframe through the requirement of a bond, escrow, or letter of credit.
- New businesses should be designed and operated in such a way that does not detract from the rural character of Holland. This may include the use of monument-style signage, parking lot landscaping, downward directed full cut-off lighting, and rural architecture typologies.
- New businesses must be considerate of the Town's rural, quiet nature and neighboring property owners in terms of noise, lighting, and traffic/parking.
- Continue to make Hollandtown the economic hub of the community by encouraging new businesses that would serve local residents to locate there. New businesses should be designed in a manner consistent with the rural character of the community.
- If not located in Hollandtown, commercial or industrial businesses that cater to the local residents or agricultural community should be located at nodes at or near intersections on the county highways or State Highway 32/57.
- Include a mid-block pedestrian crossing in blocks within Hollandtown that exceed 700 feet in length, as well as in other parts of the Town where adjoining developments are anticipated.
- Retain the 35-acre minimum lot size for future houses in lands zoned under the Town Certified Exclusive Ag zoning district.
- Limit future development served by onsite sanitary sewage systems and wells in areas adjacent to the Holland Sanitary District in the Hollandtown area so that future extension of public water and

sewerage service will not be impeded by existing development not wanting to change over to public sanitary sewer and water service.

- The Town should consider adopting development criteria for multifamily development or adding a multifamily zoning classification to the zoning ordinance to address building criteria requirements for this type of land use.
- Review the existing Town zoning map to ensure that existing businesses and industries in the Town are zoned correctly.
- Update the Town zoning map and change it over to a digital format that will be more accurate than the present zoning map and that can be updated quickly and accurately.