

CHAPTER 6

Utilities and Community Facilities

Introduction

The presence and provision of public facilities and services within a community are closely intertwined with the growth and development patterns the community experiences. Decisions about where and when community facilities and public utilities will be constructed or extended are important in influencing future land use patterns. The analyses and recommendations within this chapter of the Town of Holland Comprehensive Plan are the first steps in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

Background

As a rural community within Brown County, the Town of Holland does not require a high degree of comprehensive services. Therefore, a very limited range of public and utility services is available within the Town; however, as expressed through the Town visioning session, many residents are satisfied with the current level of service they receive. As communities grow and mature, their needs for utilities, facilities, and services will grow and diversify. Examples include sanitary sewer, drinking water supply, parks, and stormwater management facilities. Many rural communities with small populations do not need or provide such services, but if population growth occurs, at some point, such services become essential to the continued health, safety, and welfare of the community's residents. Federal and state rules (such as the Clean Water Act) often govern various aspects of the provision of such programs, as well.

Examples of other utilities, facilities, or services that rural communities may provide, usually via contract, include emergency services, such as police, fire, and/or rescue; solid waste collection and/or disposal; and recycling. Examples of utilities, facilities, or services that smaller communities may not directly provide to their community but often are involved and concerned with include telecommunications; power generation and transmission; cemeteries; healthcare; elderly care; childcare; libraries; museums; and schools.

As previously noted, the general consensus from town residents was that services provided by the Town of Holland and via other contracts are adequate at this time. While services appear to be meeting the needs of the residents today, the Town should periodically review its residents' needs for services, and when a need is determined to exist, the Town should review its budgetary constraints and within those parameters, determine an appropriate course of action.

Inventory and Analysis

This section of the Utilities and Community Facilities chapter provides detailed information about the Town of Holland's utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

Sanitary Sewer Service

The Town of Holland Sanitary District provides sanitary sewer service to the unincorporated community of Hollandtown through its system of sewers and its wastewater treatment plant located adjacent to Holland Road.

The wastewater treatment plant (WWTP) in Hollandtown was constructed in 1964. The plant is classified as an activated sludge treatment facility and was updated in 1994 and again in 2001. Effluent is discharged to a tributary of Plum Creek, while sludge is disposed of by land application.

A comprehensive facilities plan for the Holland WWTP was last prepared in 2000. Upgrades completed in 2001 included an installation of a new 24-hour equalization tank, an additional aeration tank, and solids dewatering storage facilities. The Holland WWTP has met its permit requirements and is operating within its permit and design parameters; however, due to recent changes the plant will be required to make additional improvements before 2020. The sanitary district is finalizing an update to the waste water facilities plan and considering options for future improvements to the facility.

Based upon this information, the Holland WWTP has some big decisions in the near future that may have an impact on the businesses and residents that rely on the facility for sanitary waste disposal. Depending on the direction that the Sanitary District and the Town take, there could be significant changes for residents and businesses that rely on the sanitary treatment facility.

When reviewing sanitary sewer service, it is important to understand that the 1972 Clean Water Act requires comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Town of Holland, this planning is currently contained in the Lower Fox River Basin Integrated Management Plan, prepared in August 2001 by the Wisconsin Department of Natural Resources (WDNR), and the 2040 Brown County Sewage Plan, approved by the Brown County Planning Commission in September 2015, and by the Wisconsin Department of Natural Resources in September 2015.

Brown County is one of the areas in Wisconsin required to have sewer service area planning. The most important objective of sewer service area planning is the preparation and update of a sewer service area plan based on a 20-year timeframe. The sewer service area (SSA) is the land located within or adjacent to a sanitary district within which the sanitary district may extend sanitary sewer lines. Such an area was established for the Town of Holland Sanitary District, which provides sanitary sewer service to the unincorporated community of Hollandtown. The process used to update and define the sewer service areas within a given area involves an analysis of future sewer service area needs, as well as an analysis of the means to address those needs in a cost-effective, environmentally-sound manner. Designation of the boundaries of an SSA is based on a combination of factors, including population and employment projections, local and regional trends, local comprehensive plans, local zoning, household sizes, and residential density. These factors are incorporated into a formula designed to calculate the amount of vacant developable land needed by each community for its projected sewer growth and development. When developing the sewer service boundaries, environmental protection and cost-effective provision of services are key considerations for providing compact, easily serviced growth.

As sewer development proceeds within a community and the supply of vacant land falls below the amount provided in the sewage plan, amendments can be requested by the municipality to add acreage to the SSA. The means and procedure for a municipality to ask for an amendment are identified within the 2040 Brown County Sewage Plan. As part of the amendment process, a sanitary district must show a need for additional SSA acreage. The usual way of accomplishing this is to identify all lands and acreage in the SSA that have been developed since the last SSA update and ask that they reallocate the developed acres to vacant land. Another option would be to “swap” areas presently in the SSA with the same

acreage of land that is located outside of the current SSA. In addition, Brown County updates the sewage plan, including the SSA within each municipality, approximately every five years. The last update to the Brown County Sewage plan occurred in 2015.

Increasing the percentage of growth in a community within the sanitary district in comparison to growth occurring in the non-sewered portions of the community during the same time-period may give a community an opportunity to gain additional sewer service acres. The municipality can site the amount of growth now occurring in the sanitary district when requesting an SSA amendment or when the County updates the sewage plan. One of the factors in allocating a community's sewer service area is the recent pattern of development in the sanitary sewer area of the community in comparison with the development in the community on onsite sanitary systems during the same time-period.

It is important that the officials of the sanitary district, as well as the Holland Town Board, keep abreast of future updates to the 2040 Brown County Sewage Plan. The Town comprehensive plan should be used to help the Town and county officials when discussing updates to the 2040 Brown County Sewage Plan.

Figure 6-1 identifies the extent of the Town of Holland Sanitary District, as well as the existing sewer service areas that it can provide sanitary sewer service to. Some of the existing SSAs are located outside of the boundaries of the sanitary district. The map includes areas that have been identified as future areas that may be added to the SSA. The map also shows potential areas that could be added to the sanitary district if district officials want to expand and even off the district boundaries. Some of the future potential SSAs are logical extensions of the existing SSAs, as well as logical extensions of the existing development in the sanitary district. The potential SSAs identified are numerous, and the sanitary district will need to determine which areas, from a strategic, economical land use and demand standpoint, should be served and in what particular order. While not shown on the map, the possibility exists that the sanitary district may one day want to extend service south into Calumet County. There is no particular timetable to add areas to the sanitary district. Additions will be dependent upon needs of the district and property owners. Obviously, there will need to be additions to the sanitary district if SSAs not presently in the district are to be serviced. Serving some of the areas indicated as potential SSAs may require additional engineering to determine the best way to service the areas. Decisions made to service particular areas of the district should be made with a look towards the future to allow the district some flexibility in providing service and should be made with a long-term perspective in mind. Town engineers indicate that it is important to maintain a number of options or alternatives to service particular areas due to the fact that it is difficult to predict the sequence and location of future development in the sanitary district. Development that has occurred in the district has historically not encompassed large areas of land at any one time so different engineering options are invaluable when having to deal with and service areas that may be scattered throughout the district. Extension of sewer and water service to areas of the district should continue to be analyzed to determine the financial impact on the district, and decisions should be made that are in the best interest of the overall sanitary district with future development paying its fair share.

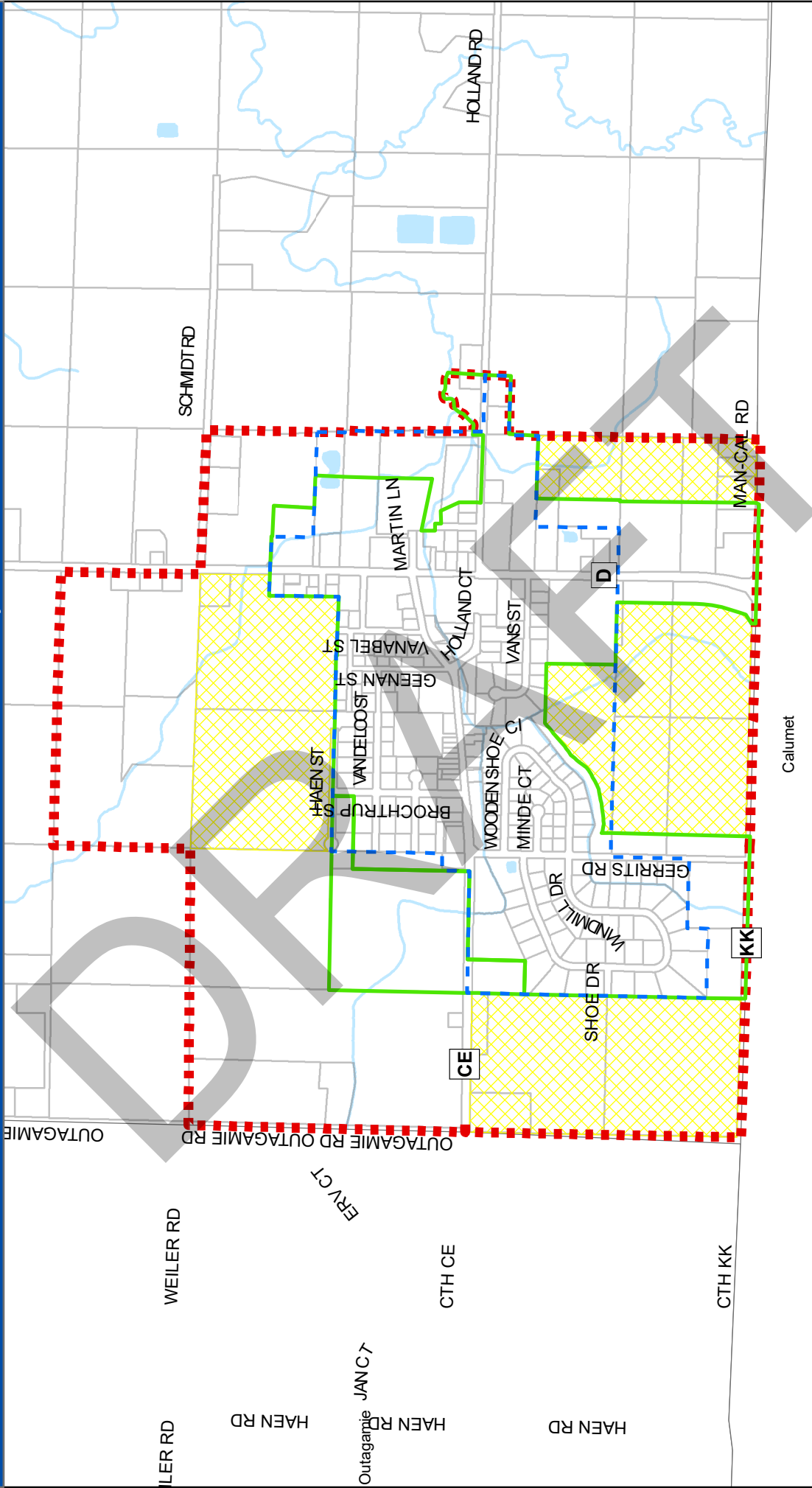
It is recommended that the sanitary district continually monitor clear water infiltration into sewage lines and identify potential inflow and infiltration (I & I) reduction projects. Prior to the implementation of road replacement or improvement work on roads within the sanitary district, the district should review the need for I & I projects along the proposed road improvement project. If I & I work is needed, the project should be done simultaneously with the road project.



Sewer Service Area & Sanitary District

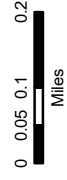
Town of Holland, Brown County, Wisconsin

Figure 6-1



Legend

- Current Sanitary District
- Current Sewer Service Area (SSA)
- Future Sanitary District
- Future Sewer Service Area
- Tax Parcel
- Rivers & Streams



Source: Brown County Planning Commission, 6/9/2017

It is recommended that the Town keep future non-sewered development to a minimum in areas where the extension of future sewer and water service is planned. The rationale behind this policy is to prevent additional costs and problems for the residents of the area, as well as for the Town, when public sewer and water service is extended into an area. This policy will also help prevent additional financial costs from being inflicted on new homeowners who will have to convert to public sewer and water service and abandon their existing facilities that they have already paid for. Existing residents are reluctant to expend money for public sewer and water service when they have existing systems that perform such service. Lot sizes commonly utilized for non-sewered development are normally larger, and street frontages are normally wider than what typically occurs in a sewer area. This means that extending sewer and water service into a developed area is more costly since more lineal feet of sewer and water line will be needed due to the size of the lots. These additional costs will be the responsibility of the homeowner. In addition, the Town may have to pay back to the homeowners some of their costs for the sanitary system if, according to state law, the system is less than a particular age.

The expansion of the local wastewater collection system should be consistent with future land use recommendations identified in the plan's Land Use chapter. It is important that the Town and the sanitary district communicate and consult with one another prior to approval of development proposals within and adjacent to the sanitary district so that both entities are on the same page in the decision-making process.

It is recommended that the Holland Sanitary District prepare and use a Capital Improvements Program to prioritize and calculate the cost of continued maintenance and expansion of the wastewater treatment plant and the sanitary sewer system so it can stay ahead of expected costs that will need to be incurred by users in the system.

Onsite Sewage Disposal Systems

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by public sanitary sewer systems. Typical examples of onsite systems include at grade systems, conventional septic systems, in-ground pressure systems, and mound systems, all of which are a soil absorption unit, and holding tanks. All of these systems may be used by homeowners and small businesses in rural areas. Information provided in the Natural Resources Conservation

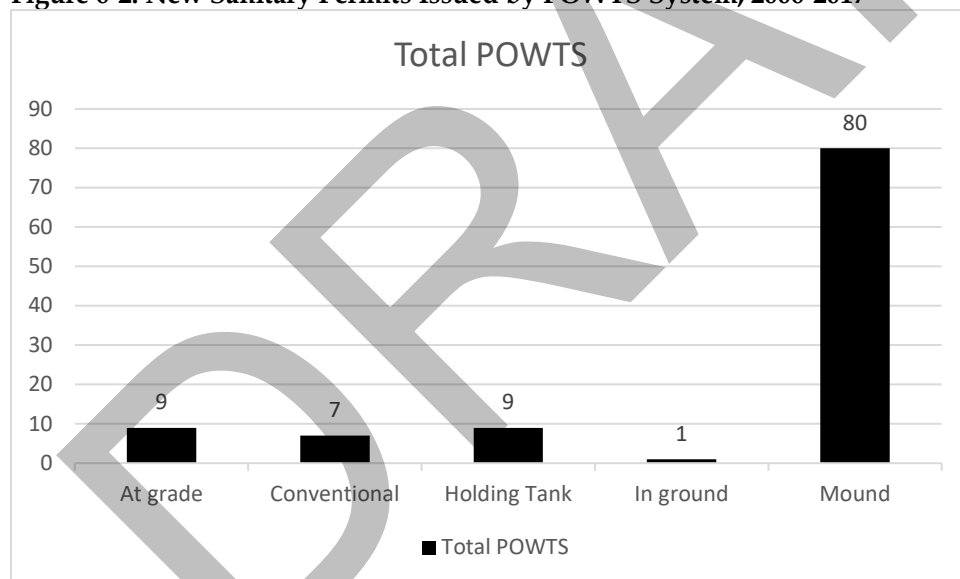


Service's Soil Survey of Brown County, Wisconsin, indicates that most of the soils within the Town of Holland have severe limitations for conventional onsite sewage disposal systems. Most of the issues that will limit septic system installation in Holland will likely be caused by slow permeability and seasonal perched water tables, while other areas may include thin soil atop fractured bedrock. In areas with these limiting factors, pressure systems or holding tanks are the primary options available for new or replacement onsite systems. Where soil and other limiting factors are not a factor, conventional systems may typically be used.

In 1969, Brown County created Chapter 11 (Brown County Private Sewage System Ordinance) of the Brown County Code pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which pertain to regulation of the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the County to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities. The Zoning division of the Brown County Planning and Land Services Department enforces the requirements associated with Wisconsin Department of Safety and Professional Services (DSPS) administrative codes through Chapter 11 including mandatory maintenance requirements for newer systems and “time of sale” inspection requirements for older systems. Under the “time of sale” inspections, POWTS systems are required to be inspected at the time of sale of the home or division of land. Furthermore, the State of Wisconsin has mandated that all POWTS, regardless of when they were installed, must be on a maintenance program by the year 2019.

Since 2005, a total of 105 POWTS permits have been issued for new systems in the Town of Holland. As depicted in Figure 6-2, the types of systems include 9 at grade systems, 7 gravity flow (conventional) systems, 1 in ground system, 80 mound systems, and 9 holding tank systems. The high number of mound systems is likely due to a wide variety of soil limitations. Pressure systems mitigate the effects of these soil limitations by treating the effluent through layers of sand and gravel before it reaches the actual soils or groundwater.

Figure 6-2: New Sanitary Permits Issued by POWTS System, 2006-2017



Source: Brown County Zoning Records, 2006-2017

With such a significant number of POWTS in the Town of Holland, it is critically important that they continue to efficiently operate to properly treat the effluent. During extended severe cold snaps in winter, such as those experienced during 2013-2014, pressure systems are vulnerable to freezing if not used regularly or not adequately insulated by snow and/or dormant vegetation. According to the University of Minnesota, precautions to avoid frozen systems may include¹:

¹ University of Minnesota Onsite Sewage Treatment Program Website: <http://www.septic.umn.edu/factsheets/freezingproblems/>

- Avoiding compacting the soil and/or snow by not driving vehicles or equipment over the system.
- Placing a layer of mulch (8-12 inches of straw, leaves, hay, etc.) over the pipes, tank, and soil treatment system to provide extra insulation.
- Let the grass over the tank and soil treatment area grow longer in late summer/fall to provide extra insulation in winter.
- Regularly use the system by spacing out hot/warm water usage for dishwashing and laundry.
- Pumping out the tank first if a homeowner is going to be away for an extended period of time.

According to Chapter 11 of the Brown County Code of Ordinances, all holding tank pumpers who pump holding tanks in Brown County must submit semi-annual pumping reports to the Brown County Zoning Administrator and the local municipalities on forms provided by the Brown County Zoning Office. The semi-annual reports contain the following information:

- Date of servicing and total gallons pumped.
- User's/owner's name, address, telephone number.
- Location of holding tank in Brown County, including parcel number.
- Tank pumper name, address, and telephone number.
- Location where wastes were disposed.

Chapter 11 further requires a maintenance plan for all treatment tanks, including holding tanks, as listed:

- All new or replacement sewage systems installed after January 17, 1990, shall have the treatment tanks pumped by a licensed pumper within three years of the date of installation and at least once every three years thereafter or when the sludge level reaches one-third of the liquid capacity of the tank.
- At 3-year intervals after the installation of a POWTS, the Brown County Zoning Office shall provide the owner with a certification form. The form shall be signed and accurately completed by either of the following: a licensed plumber, a licensed septic tank pumper, or a licensed septic tank inspector (POWTS inspector). The inspector must certify that the POWTS is in proper working condition and that the tank(s) was either recently pumped by a licensed pumper or that it was inspected and is less than one-third full of sludge or scum.
- All POWTS installed on or after July 1, 2000, must be maintained and serviced in accordance with the approved management plan on file with the Brown County Zoning Office.

The Town should ensure the long-term viability of private onsite sewage treatment systems through continued support of Brown County's private sewage system ordinance. The ordinance requires inspections of all existing onsite sanitary systems at the time of sale of an associated residence, building, or land. Holland should also include periodic informational articles regarding proper care and maintenance of private sewage systems, in Town publications or via the Town's website. Should low-moderate income residents experience a failing POWTS, they should contact the Brown County Planning and Land Service Department for information related to the Community Development Block Grant - Housing program, which may provide emergency loans to repair or replace these systems.

Water Supply

Groundwater is the source of all drinking water within the Town of Holland. The Town of Holland Sanitary District provides public water to most of the residents located within the sanitary district.

Generally, the same parts of the sanitary district that are provided public sanitary sewage service are also provided public water service. All other residents of the Town utilize private wells for their water needs.

The Holland Sanitary District owns and operates two wells. One of the wells is located in the sanitary district and is only used for emergency services. This well does not meet federal standards for radium, and radium treatment would need to occur for the district to use this well under normal operations. There are no plans and no need to upgrade the well at this time. The second public well is located east of the district close to STH 29/32 and provides water for residents and businesses located in the Holland Sanitary District. This well provides an adequate supply of water and meets all federal requirements for public water, including the radium standard. The Town's water supply system includes one elevated water tank. The elevated water tank is owned by the sanitary district and is located at the sanitary district office site shown on Figure 6-3.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. Most water sources contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

According to the University of Wisconsin-Extension, groundwater pollutants in rural parts of Wisconsin may include nitrogen from fertilizers, animal wastes, septic systems, and other bio-solids. Nitrogen and its more mobile form of nitrate may lead to severe health issues in infants and has possible links to birth defects, miscarriages, and various cancers. A second common groundwater pollutant found in wells is coliform bacteria, which generally do not cause illness by itself, but rather indicate a pathway may exist for more dangerous viruses and bacteria, such as e. coli, to enter the well. A review of the UW-Stevens Point Center for Watershed Science and Education Private Wells Groundwater Quality online mapping application indicated 10-15 percent of tested Holland wells exceeded the MCL health standard (>10 mg/l) for nitrogen/nitrate, and 15-20 percent of tested wells indicated the presence of bacteria.²



In addition to nitrogen/nitrate and bacteria contamination, the Town of Holland has also experienced well contamination from the Atrazine family of herbicides. Wisconsin has a health-based groundwater standard of 3.0 parts per billion (ppb) for the total of atrazine and its three breakdown components. The DACT screen process tests wells for one of these breakdown components as an indicator of the presence of Atrazine. Considering the number of detects in Holland and nearby townships, when residents test their wells for bacteria and nitrogen/nitrates, a DACT screen should also be a part of the overall testing process.

² UW-Extension Center for Watershed Science and Education http://gissrv2.uwsp.edu/cnr/gwc/pw_web/ accessed 2/21/2018.

As 15-20 percent of wells tested in Holland indicated a presence of bacteria, 10-15 percent of wells exceeded the MCL for nitrogen/nitrate, and a high percentage of wells in the town detected atrazine, wells should likely be tested at a minimum of once a year, or immediately if there is a change in water taste, smell, or color. Groundwater sampling kits for bacteria may be obtained from the Brown County Health Department for a nominal fee. In addition to testing for bacteria, homeowners with infants and small children should have their wells tested for nitrogen/nitrates and atrazine due to the potential negative health effects from these pollutants.

In order to ensure that Town residents understand the necessary maintenance and testing associated with a private drinking water supply, the Town should provide educational materials, such as the WDNR publication, "You and Your Well," to new residents and informational articles and resources in the Town's newsletter. One technique to minimize the chances for contamination of a private well is to grade the soil around the wellhead in a manner that surface water runs away from the wellhead, rather than pooling around it. Water that pools around a wellhead may follow the well casing through the layers of soil, gravel, and bedrock to the groundwater, thereby resulting in contamination. Should low-moderate income residents of the Town of Glenmore experience a well failure, they should contact the Brown County Planning and Land Services for information regarding the Community Development Block Grant - Housing loan program to fund the repair or replacement of the well.

Solid Waste Disposal and Recycling

Solid waste collection and disposal are other examples of traditional services provided by many urban and rural communities to protect the health, welfare, and safety of their citizens. The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses.

Prior to the 1970s, solid waste from Brown County's communities and businesses was put in unregulated garbage dumps or burned in unregulated incinerators. In 1976, Brown County built the East Landfill, the first engineered landfill in Wisconsin, and shortly thereafter, Brown County built the West Landfill, the second engineered landfill in Wisconsin. These landfills were an environmentally- and economically-sound alternative to previous methods of solid waste disposal. Brown County is now part of a tri-county agreement with Winnebago and Outagamie Counties for solid waste and recycling services to take advantage of economies of scale in terms of landfill space and selling recyclables.

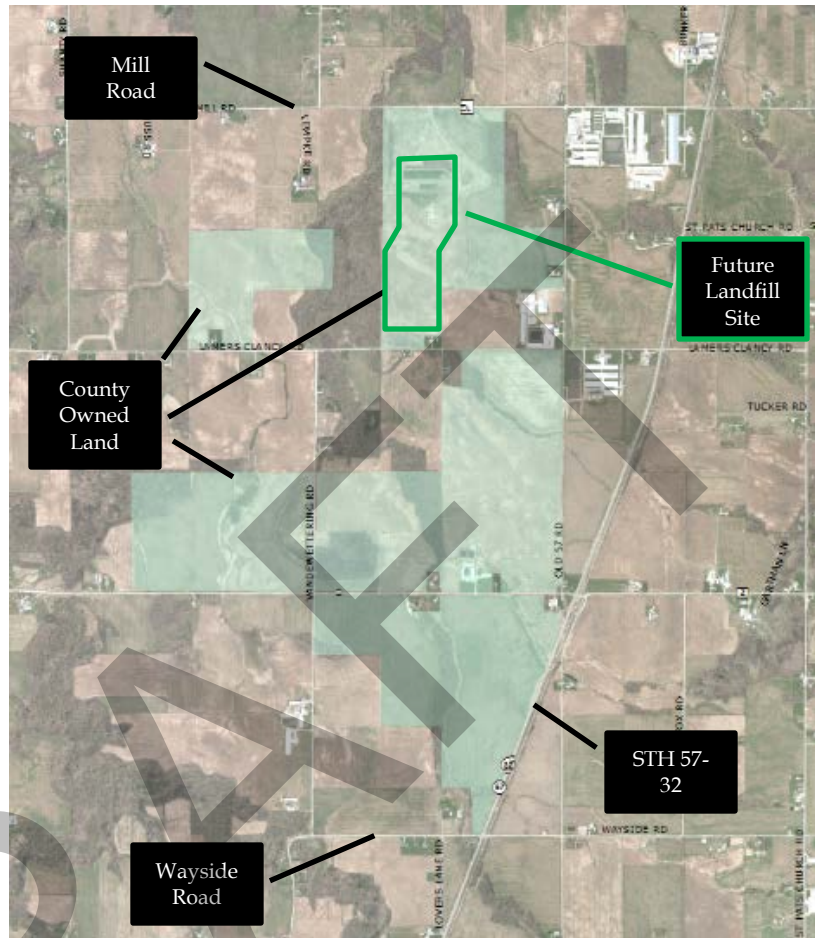
The results of the Town visioning session identified that residents were satisfied with the current solid waste disposal service being provided. It also revealed that residents have concerns over land owned by Brown County that is planned as a future landfill site. Town residents expressed hope that the landfill would not continue forward and that a different location would be used.

Current Solid Waste Disposal

Under the aforementioned tri-county agreement, solid waste is being transported to the Outagamie County landfill. The Winnebago County landfill reached capacity and is no longer accepting refuse while the Outagamie County landfill is currently under operation. It is expected that waste will continue to be transported to the Outagamie County landfill until such time that the landfill is full.

Future Solid Waste Disposal

While no landfill exists today in the Town of Holland, Brown County has purchased land, as shown in the image to the right, sought and received permits, and executed a Landfill Siting Agreement with the Town of Holland in 1998. The agreement provides numerous details including the formation of a Local Monitoring Committee (LMC), site operations, remediation actions, transportation, and payment details. Additional details can be found by requesting a copy of the agreement from either the Town of Holland or the Brown County Port and Resource Recovery Department. Brown County has indicated that the Outagamie County landfill will likely reach capacity in the next decade resulting in the planned landfill located in Holland to open for operation within the timeframe of this plan. It is likely that site preparation construction on the landfill will occur prior to the landfill officially opening. The Town has formed the LMC and it is recommended that the LMC continue to communicate any issues or concerns throughout the remaining planning, construction, and operation phases of the landfill.



Stormwater Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations relating to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff. Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to all communities, including the Town of Holland, for most construction sites one acre or larger in size.



Brown County, under its subdivision ordinance, also requires the preparation of an erosion control and stormwater management plan for all subdivision plats created in the Town. The erosion control and stormwater management standards contained within the subdivision ordinance closely match similar state standards.

As stated in the Wisconsin Department of Natural Resources' model stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff may:

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, ditches, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.



As urban development increases, so do these risks. Research indicates that many of these concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium-density residential subdivision typically contains about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

The Town of Holland's current stormwater system is an informal system comprised of a conveyance system consisting of swales, roadside ditches, culverts, channels, and a storage system consisting of wetlands and wetland remnants. This system transports stormwater runoff to Plum Creek, the East River, and other unnamed tributaries. To protect water quality within the Town, to address potential flooding concerns, and to minimize adverse impacts upon the resource features that provide natural stormwater management functions, it is recommended that the Town work closely with the Wisconsin Department of Natural Resources and Brown County to ensure that the current erosion control and stormwater management requirements of these agencies are met. It is also recommended that the Town work closely with its residents and landowners to identify and properly address any unique erosion control or stormwater management concerns within the Town, such as ensuring new driveway culverts are properly sized.

Parks and Recreation

The provision of outdoor recreation and open space adds to the quality of life in a community. It enhances the attractiveness of a community, as well as fosters a sense of civic pride. The provision of an adequate supply of areas, facilities, and activities to accommodate the public's recreational needs has long been demonstrated to promote the general health, welfare, and safety of the community and its citizens.


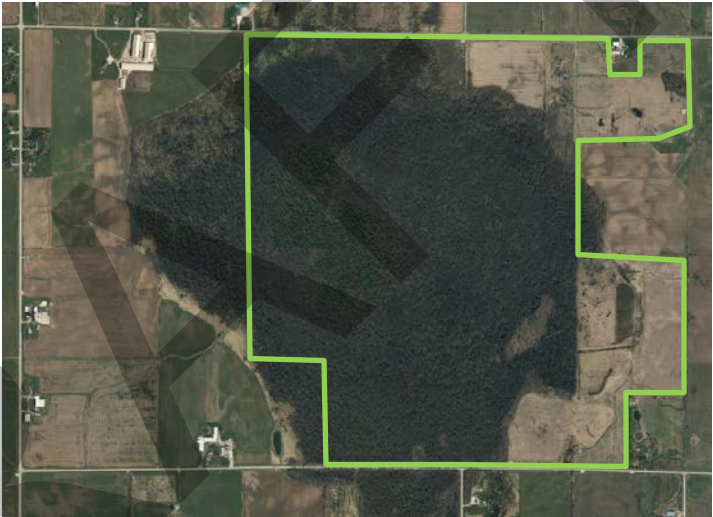
In order to set forth a vision for future park and recreation facilities, communities typically develop a comprehensive outdoor park and recreation plan. The plan reviews state, county, and local goals for the provision of outdoor recreation facilities and identifies those that are pertinent to the local community. Once adopted, a comprehensive outdoor park and recreation plan provides eligibility to a community for numerous state and federal grants for a period of five years. After five years, the plan is required to be updated in order to retain eligibility.

Should the Town of Holland determine that there is a need for new or expansions to existing park facilities or local conservancy areas in the future, it should first prepare an outdoor recreation plan to quantify local needs and prioritize acquisition and development activities. The plan should utilize the inventory contained in the Brown County Open Space and Outdoor Recreation Plan, as well as refer to the State of Wisconsin's "Statewide Comprehensive Outdoor Recreation Plan" (SCORP). Additionally, the plan should analyze appropriate locations and activities for outdoor recreation in Holland. Once completed, it should be submitted to the Wisconsin Department of Natural Resources to ensure eligibility for Stewardship program grants.

As identified in the Land Use Chapter, there are three areas of publicly owned land within the Town. The areas, shown in the following table, provide a variety of uses to the public.

Figure 6-3: Publicly Owned Land in the Town of Holland

Hollandtown Community Park	
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<p>Askeaton Park</p>	
<p>Holland State Wildlife Area</p>	

Telecommunication

AT&T provides landline phone and Internet service to the western 2/3 of the Town while CenturyTel provides service to the eastern 1/3. High-speed landline Internet access is limited to certain portions of Holland due to the very rural nature of the Town. However, many Holland residents are utilizing wireless telecommunications companies to access high-speed Internet.

Current trends in the telecommunications industry point to a continuing demand for increasingly higher-speed Internet access and wireless communications. The Town should encourage its local telecommunications providers to ensure that high-speed Internet access becomes more widely and readily available to Holland residents and businesses in the near future.

It is expected that telecommunication services will continue to be provided by the private sector and should be enhanced to meet the needs of Town residents.

Power Generation

Electricity and natural gas are provided by Wisconsin Public Service Corporation (WPS) to the majority of the Town. The far southwest corner (Hollandtown) is provided gas and electric service via We

Energies. WPS provides electricity and natural gas to most of Brown County, as well as to most of northeastern Wisconsin, including all or portions of 24 counties.

Other Forms of Power Generation

Wind energy has been a topic of discussion for nearly a decade in Brown County since an energy project known as the “Ledge Wind Energy Project”, was first introduced around 2010. The project included plans to construct 54 wind turbines in the Town of Morrison, 22 in Holland, 20 in Wrightstown, and 4 in Glenmore. To this point, eight wind turbines were constructed in the Town of Glenmore and opened for operation in 2011. Meanwhile, several communities in Brown County drafted and passed moratoriums on construction of wind turbines in addition to adopting wind turbine siting ordinances.

Considering the significant *impact upon the Town* ~~controversy~~ regarding the siting and operation of ~~wind turbines~~ power generating facilities in Brown County, it is critical that the Town consider the health and public safety of its residents when considering any future ~~wind~~ facility proposal. The Town should also keep abreast of any legislative or legal changes to the siting and/or operation of large-scale wind turbines and make appropriate changes to adopted plans and or ordinances when appropriate.

As noted throughout this plan, Holland is largely an agricultural community and it is surrounded by many other communities that have a large portion of land dedicated to agricultural uses. Agricultural waste is an issue facing Northeast Wisconsin as counties like Brown, Kewaunee, and Manitowoc contain some of the highest concentrations of CAFOS in the state³. According to the CDC, CAFOS have a host of issues associated with the waste they produce which are described in a report *Understanding Concentrated Animal Feeding Operations and Their Impact on Communities*⁴. The state of Wisconsin and the Public Service Commission have recognized these issues and have provided several million dollars to fund studies and projects focused on improving conditions associated with CAFOS. One possible solution is an energy production facility called an anaerobic digester. These facilities have the potential to help improve agricultural waste management; however, they can create other localized issues that the Town should be prepared to address if a facility is proposed in the future. An agricultural community like Holland could be faced with a proposal to construct one of these facilities within the Town and therefore; it is recommended that the Town review any and all current ordinances that are used to approve new construction and make any necessary changes to assist the Town throughout its review and approval processes.

Cemeteries

There are three cemeteries within the Town of Holland that are operated by local churches. It is anticipated that the cemeteries will be adequate for the timeframe of the plan.

Healthcare

The Town of Holland primarily relies upon private healthcare providers located in the Green Bay and Appleton Metro areas. Many services are also provided to Town residents, as well as to the rest of Brown County, by the Brown County Health Department.

As the Town’s population continues to age, it will be necessary to ensure adequate access to healthcare facilities. In the context of the Town of Holland, this primarily relates to access to transportation to reach the facilities. Private-for-profit enterprises are available to provide transportation to healthcare facilities,

³ Wisconsin CAFO Permits Summary: https://dnr.wi.gov/topic/AgBusiness/data/CAFO/cafo_exp.asp

⁴ Understanding Concentrated Animal Feeding Operations and Their Impact on Communities: https://www.cdc.gov/nceh/ehs/docs/understanding_cafos_nalboh.pdf

and they should be utilized. Additionally, elderly and disabled residents within Brown County are eligible for origin/destination services provided through Curative Connections. Curative Connections provides demand-response services via sedan or mini bus within Holland and to/from the Green Bay Metro area for qualified residents. In most cases Holland residents should contact the Brown County Mobility Coordinator (Housed within Green Bay Metro) to determine the most appropriate transportation service depending on the individual's needs. It is anticipated that these services will be adequate for the timeframe of this comprehensive plan.

Elderly Care

Holland primarily relies upon private elderly care providers located in the Green Bay and Appleton Metro Areas. Many services are available to the citizens of the Town, as well as the rest of Brown County, by the Brown County Aging and Disability Resource Center (ADRC). If Holland residents prefer options in the Appleton or Fox Valley area the Outagamie County ADRC would be the primary information resource.

While additional future demands should continue to be addressed primarily by these agencies, the Town should encourage such uses within its own community when properly designed and located. An elderly care facility located in Hollandtown or other community node would provide a local service to those elderly residents who do not wish to move out of the Town.

Childcare

According to the Wisconsin Department of Children and Families website, there are zero licensed child care providers in the Town of Holland. Childcare facilities are a critical component of our present economy and society where guardian(s) must attend work or school and have quality childcare available. In-home licensed childcare centers should continue to be encouraged in the Town of Holland.

Emergency Services

Emergency services are vital to the welfare and safety of the community and are equally important to both residents and businesses. The level of this service varies greatly from community to community, based in part upon its physical size, availability of public water for fire hydrants, and population level. It is common that the level of this service changes as the community grows.

The Brown County Sheriff's Department provides routine police and patrol service to the Town of Holland. This is the same service the Sheriff's Department provides to all municipalities within the County that do not have their own police department. It is unlikely that the Town will have a need for additional police protection during the timeframe of this plan.

The Greenleaf Volunteer Fire Department, the Hollandtown Fire Department, and the Morrison Fire Department all serve portions of the Town. The Hollandtown Fire Department is located in Hollandtown (see Figure 6-3) and serves the portion of the Town of Holland lying west of CTH PP and south of a line extended from Farrell Road west to the Town line. The Greenleaf Volunteer Fire Department is located in the Town of Wrightstown and serves a portion of the Town of Holland lying west of CTH PP and north of a line extended from Farrell Road west to the Town line. The Morrison Fire Department is located in the Town of Morrison and serves a portion of the Town of Holland lying east of CTH PP. All of the departments are volunteer departments and have pumper and tanker trucks used to obtain and deliver water for handling fires in their service areas. All of the departments have mutual aid agreements with the other departments and adjoining communities and service areas. When looking to buy new equipment, the different fire departments should consider the possibility of pooling money and sharing equipment.

Rescue service is provided by contract with County Rescue Services; however, local first responders affiliated with the volunteer fire departments also serve the Town and provide initial stabilization and treatment until the County Rescue ambulance arrives. It is recommended that the Town of Holland periodically review this service to ensure that it continues to meet the needs of the Town.

Libraries

Town of Holland residents generally utilize one of the nine branches of the public not-for-profit Brown County Library system to meet its library needs. Town residents frequent the Wrightstown Branch of the Brown County Library located at the intersection of STH 96 and Broadway Street on the west side of the Fox River. The Brown County Library system provides a local history and genealogy department, various adult programs, digital music and e-reader downloads, and numerous children's programs. All of these services are available to Town residents. Brown County also offers the Bookmobile, a traveling library that serves many Brown County communities including the Town of Holland. The Bookmobile appears to be scheduled to visit St. Francis Church once a month on Tuesdays from 4:30-6:30pm.

Schools

The Town of Holland is split by three school districts. The Kaukauna School District encompasses the Hollandtown area in the southwestern portion of the Town. The Brillion School District includes a few parcels of land in the south most portion of the Town, and the Wrightstown School District occupies the rest of the Town and includes most of its rural portions. Development in the Town of Holland will not likely be of a scale or density over the next 20 years to influence school district policies or facility locations; however, development in the Kaukauna and Wrightstown areas may have an influence on the school district boundaries within Holland over the next 20 years. Although unlikely over the duration of this comprehensive plan, the Town should inform all school districts in the event of any kind of large residential development proposal so that they may adequately project future school enrollment and facility needs.

Post Office

Residents and businesses within the Town of Holland generally utilize the U.S. Post Offices in Kaukauna and De Pere. A grocery store in the Town of Ledgeview also has a full-service postal substation for residents to utilize. It is anticipated that this service will continue to meet the needs of the Town.

Government

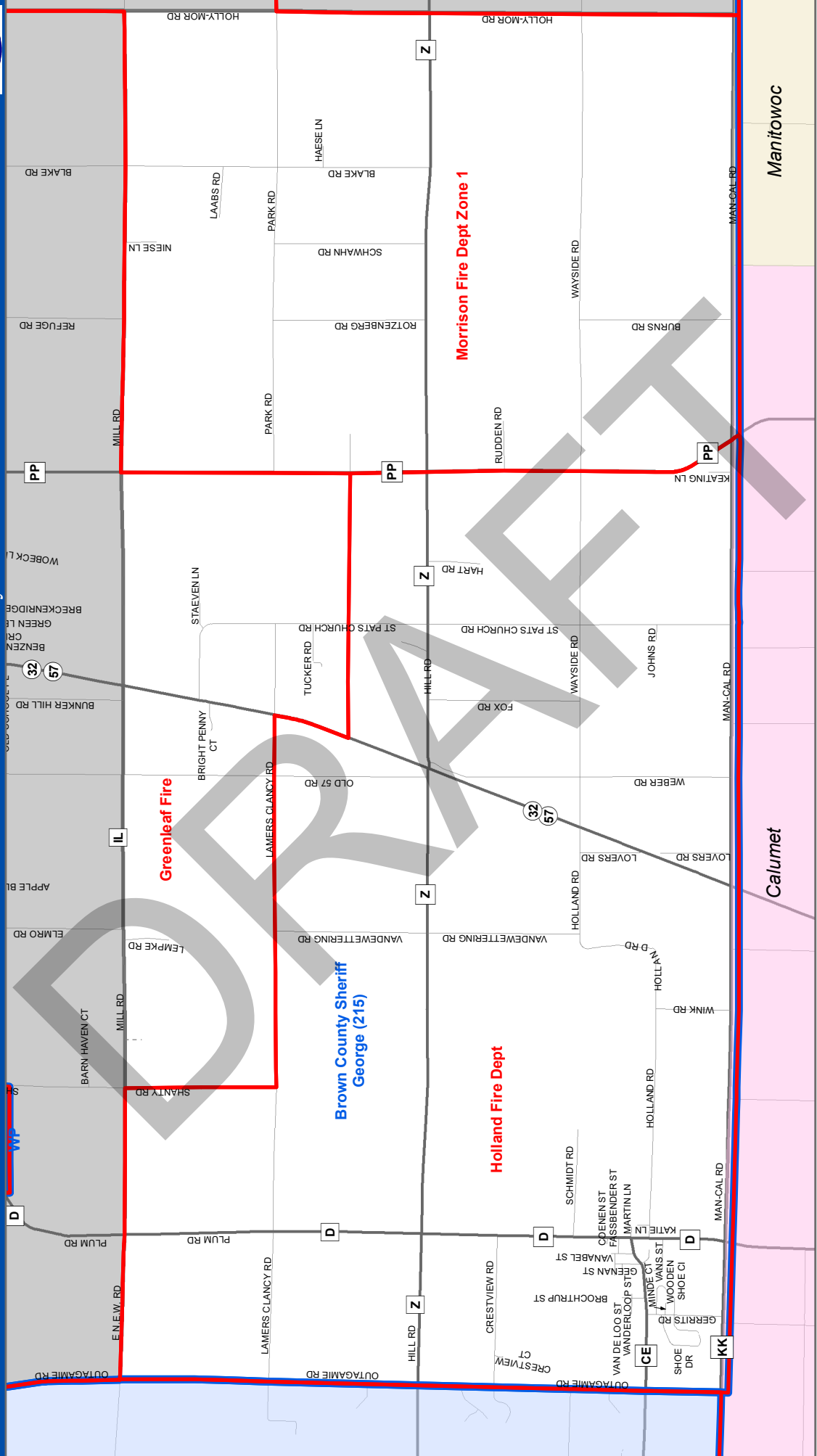
The Town of Holland Town Hall is located at 1671 Hill Road (CTH Z) in the Askeaton area of the Town. The town hall is utilized for all of the Town governmental meetings. As noted in the previous comprehensive plan, the town hall is showing its age. The Town should continue to investigate funding options to help pay for a new one. Designing and building a new town hall would provide an opportunity to create a community focal point that could serve as a community center and possible rental facility for various types of gatherings.



Emergency Services

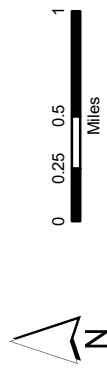
Town of Holland, Brown County, Wisconsin

Figure 6-3



Legend

- Fire
- Police
- Neighbor Community
- Town of Holland
- Neighbor County
 - Calumet
 - Manitowoc
 - Outagamie



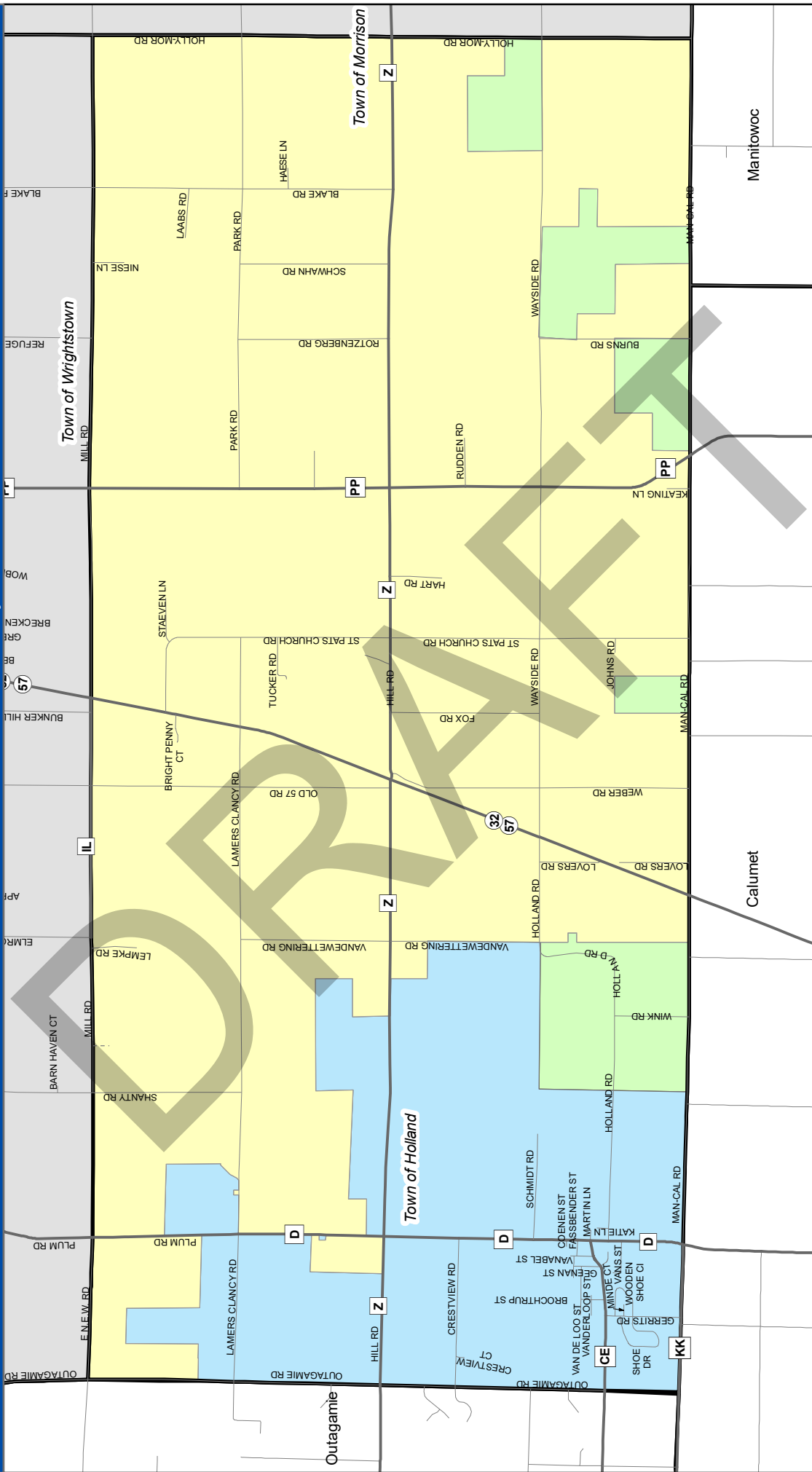
Source: Brown County Planning Commission, 6/9/2017



School Districts

Town of Holland, Brown County, Wisconsin

Figure 6-4



Legend

Highways/Interstates

Local Road or Street

Private Road or Street

Brillion School District

Kaukauna Area School District

Wrightstown Community School District

Surrounding Communities

Town of Holland

0 0.25 0.5 1 Miles

Source: Brown County Planning Commission, 6/9/2017

Summary of Recommendations, Policies, and Programs

There are many approaches the Town of Holland can take to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. A summary of those actions and programs as they pertain to the utilities and community facilities of Holland is provided in this section.

- It is recommended that the Town keep future non-sewered development to a minimum in areas where the extension of future sewer and water service is planned.
- It is recommended that the sanitary district continually monitor clear water infiltration and inflow into sanitary sewer lines and identify potential inflow and infiltration (I & I) reduction projects.
- Replacement of existing sanitary sewer lines or water lines should be done in concert with road improvement work when possible.
- The sanitary district should use a Capital Improvements Program to prioritize and calculate the costs associated with maintenance and expansion of the sanitary sewerage system.
- Extend sewer and water service at the same time.
- It is important that the Town Board and the sanitary district communicate and consult with one another prior to approval of development proposals within and adjacent to the sanitary district to ensure consistency and communication.
- Approval of new business and industry in the sanitary district should address the impact on the sewage treatment plant, and no business and industry should be allowed that would compromise the treatment process.
- Disseminate information to all property owners in the Town regarding the importance of proper maintenance for private sewage systems and resources available to repair failing systems.
- Support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.
- Provide information to Town of Holland homeowners regarding the importance of testing their wells for contaminants. This may include the use of various WDNR informational handouts and information relating to Brown County's voluntary well testing program.
- Continue to provide a drop-off site in the Town for recyclable materials.
- Town officials should continue to utilize the LMC as the primary conduit between the citizens, Town officials, and Brown County concerning the development of the landfill.
- ~~• Town officials should request updates from Brown County on a regular basis concerning the development of a waste to energy facility (digester) proposed in the Town.~~
- The Town should review its codes/ordinance to ensure that they are designed to protect the health and safety of its residents when considering energy production facilities.
- The Town should consider preparing a stormwater management plan for the Hollandtown area. Based upon the recommendations of that plan, it may also be necessary to create a stormwater management utility to fund the construction and maintenance of various stormwater management facilities.
- Consider the preparation of a Town park and open space plan.

- The Town should work with Brown County and support implementing Brown County's Park and Recreation Plan, particularly for projects related to the Fox River State Recreational Trail.
- The Town should consider a park and recreation impact fee applicable to new development to help the Town offset costs for planning, construction, maintenance, and development of Town recreational sites and facilities.
- Work with the local telephone and cable companies to ensure that more areas of the Town will have access to high-speed Internet connections in the near future.
- Encourage and promote the location of healthcare providers, clinics, etc. within the Hollandtown area.
- Work with private and nonprofit groups to ensure elderly residents have transportation to healthcare facilities.
- Support the current funding of the Brown County bookmobile and continued bookmobile visits to sites in the Town.
- Encourage and promote the location of childcare providers within the community, with an emphasis on the Hollandtown area.
- Periodically review police, fire, and rescue services to ensure that they continue to meet the needs of the Town.
- The Town should keep the school districts informed of any large future developments proposed in the Town.
- Improve/update the Town website to help inform current and future citizens and businesses about the Town.