



CITY OF HOLLAND
STRATEGIC PLAN
2026
BUSINESS PLAN

Adopted by City Council
on May 14, 2025



The completed Waverly Fire Station



Holland Ambassador Academy at Windmill Island Gardens

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ABOUT US

WHO WE ARE



MEMBERS OF CITY COUNCIL

- Nathan Bocks, Mayor
- Tim Vreeman, Ward 1
- Lyn Raymond, Ward 2
- Bylnda Sól, Ward 3
- Kim Rowan, Ward 4
- Scott Corbin, Ward 5
- Devin Shea, Ward 6
- Quincy Byrd, At-Large
- Michael Schultheis, At-Large

Front row (standing, from left to right): Kim Rowan, Scott Corbin, Bylnda Sól

Back row (standing, from left to right): Lyn Raymond, Tim Vreeman, Quincy Byrd, Nathan Bocks, Michael Schultheis, and Devin Shea



CITY OF HOLLAND LEADERSHIP TEAM

Keith Van Beek
City Manager

Matt VanDyken
Assistant City Manager

Brenda Katerberg
City Clerk

Jennifer Orme
Human Resources

Lynn McCammon
Finance

Matt Messer
Public Safety Services

Brian White
Transportation

Mark Meyers
Community &
Neighborhood Services

Andy Kenyon
Parks & Recreation

Esther Fifelski
Human Relations

Marianne Manderfield
Public Information
Specialist

THE PROCESS

STRATEGIC PLANNING

Strategic planning is a vital component and high value for the City to guide our actions. **Vision, Mission, and Value Statements** are among the more static elements, reviewed annually by City Council to establish consistency of purpose. **SWOT Analysis, Objective Identification** and establishing **Council Priorities** provide staff direction to create a budget and a plan that identifies strategies and resources to achieve desired outcomes.

The annual strategic plan and business plan is the result of a series of meetings and inputs that culminated in both the plan and the budget for fiscal year 2026. This process is represented in the graphic to the right.

IMPLEMENTATION

Once adopted, both the budget and the strategic plan and business plan guide the use of resources and staff work for the following year. Every item on a City Council regular meeting agenda is linked to the budget and to the strategic plan and business plan, noting how the agenda item advances the priorities of the City on the Action Request form.



Action Request

Requesting Department:	Submitted By:	Meeting Date:
City Manager	Keith Van Beek	May 15, 2024
Agenda Item:		Agenda Item #:
Adoption of the 2025 Strategic Plan and Business Plan		12E6.2
Meeting Type:	Attachments:	
City Council Regular	Proposed Strategic Plan and Business Plan for 2025	

Suggested Caption / Motion / Recommendation:

It is recommended that City Council accept as information the 2025 Strategic Plan and Business Plan as a framework document to define the goals that Council and the Leadership Team will deliver over 2025.

Summary of Request:

Strategic Planning is a vital component of high value for the City to guide our actions. Vision, Mission, and Value Statements are among the more static elements, reviewed annually by the City Council to establish consistency of purpose. SWOT Analysis, Objective Identification, and establishing Council Priorities provide staff direction to create a budget and Business Plan that identifies strategies and resources to achieve desired outcomes. The 2025 Strategic and Business Plan is the result of a series of meetings and inputs that culminated in both the Plan and the Budget for Fiscal Year 2025.

Once adopted, both the budget and the strategic and business plan guide the use of resources and staff work for the following year. Every item on City Council's regular meeting agendas is linked to the budget and strategic and business plan, noting how the agenda item advances the priorities of the City on the Action Request form.

Financial Information:

Total Cost: General Fund Cost: Included in Budget: Yes No N/A

If not included in budget, recommended funding source:

Action is related to the Strategic Plan and Business Plan:

Goal:

- 1: To Maintain and Improve a Strong Financial Position
- 2: To Enhance Connections with Stakeholders
- 3: To Continually Improve the City Organization
- 4: To Provide Quality Services to All Stakeholders

Objective:

What do we want to do; what will we do to get there; and how will we know our actions were effective.

City Manager: Recommended Not Recommended Without Recommendation

Board / Commission / Committee Approval Date:

01. COFFEE WITH COUNCIL

Two events in January, which offer an opportunity for residents to connect with their Council members and share feedback before the annual retreat held later in the month.

02. DEPARTMENT VIDEOS AND PRESENTATIONS

Department directors record videos, which are presented at a study session in January, which provide Council insight into each department's goals for the coming fiscal year.

03. COUNCIL RETREAT

Council meets in late January to discuss, plan, and prioritize goals. City Leadership also attends this annual retreat.

04. BUDGET REVIEW SESSIONS

Mid-April two budget review sessions are held, where the proposed fiscal year budget is presented to, discussed, and reviewed by Council.

05. ADOPTION

At the first meeting in May, the City Manager recommended fiscal year budget is presented and a public hearing held prior to its adoption.

In addition to the fiscal year budget, the strategic plan and business plan is presented for adoption.

VISION, MISSION, VALUE STATEMENTS

VISION

A vibrant, world class community in a beautiful lakefront environment where people work together, celebrate community, and realize dreams.

MISSION

Maximize Livability.

VALUE STATEMENTS

We will maintain respect for each other and the public.

We will foster a positive environment to accomplish our mission, encouraging and supporting each other to perform our work and reach our full potential.

We will perform each responsibility with pride and integrity.

We will continually improve channels of communications both internally and externally, being especially mindful to be inclusive of all people and groups in our community.

We will encourage participation in the development and improvement of services.

We will strive for excellence and satisfaction in the provision of public services.

We will recognize our strengths and weakness and how we can learn from them.

We will build upon the diversity of our community and experiences and hold it as a basic value to treat all people with courtesy and respect.

We will remember the importance of stewardship of public money operating in a responsible, cost-effective manner, always remembering, and respecting the source of our funding.

SWOT ANALYSIS

STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS

City Council and the Leadership Team members periodically examine the strengths, weaknesses, opportunities, and threats affecting the City as a whole. The items in each category below are not ranked in any way, nor intended to be all-inclusive. Rather, the items listed are identified to provide a view of potential issues that may impact the environment in which the City provides services in the near or long-term.

STRENGTHS	<ul style="list-style-type: none"> • Fiscal responsibility • Parks • Beautification efforts • Organizational discourse (civil) • Follow through • Pragmatism • Excellent Services • Strong Neighborhoods • City culture • Customer Service • Employees - low turnover culture • Long-term planning • Public Infrastructure (all of it) • Inclusivity (Human Relations) • Long Term Financial Planning - Fund Balance • Sustainability focus • Diversity of economy and business growth • Rental Inspection program • Council work/support of staff • Preparation for succession planning • City as an Employer of Choice • Media team: employee spotlight videos and more • Excellent response time/ service from Department of Public Safety • Holland Ambassador Academy • HBPW: electric utility • Holland City Fiber project • Economic development - growth • Public-Private Partnerships (i.e., Project Clarity) • Conservative fiscal approach to protect City interests • Human Relations Department - positive DEIA • Waterfront Holland work • Tourism • Holland Youth Advisory Council (HYAC) 	<ul style="list-style-type: none"> • Pressures of economic development and growth • Housing (including single-family housing) • Limited revenue sources (local) • Pressures of unhoused population • Success of Holland Civic Center Place • Financial impact of regulation (i.e., Lead Service Lines) • Fewer census tracts/total - “disadvantaged community” designation by Federal government • Uncertainty in economy 	WEAKNESSES
OPPORTUNITIES	<ul style="list-style-type: none"> • Waterfront Holland • Holland Youth Advisory Council (HYAC) • Relationships with neighboring municipalities • Messaging • Ice Park and year-round programming • Maximize communication - growth • Headlee vote • Accessibility - Recreation Center and Parks • Pension tweaks • Homelessness • Holland Ambassador Academy • Accessory Dwelling Units (ADUs) • Holland Civic Center Use • Washington Avenue Corridor • Social Justice Awards - location/forum • Regional planning for wastewater capacity • Path for a stormwater utility • Support for Human Relations • Safe Streets for All (SS4A) Grant • Continued success of fiber take-rate • Monitor West Michigan Regional Airport runway process 	<ul style="list-style-type: none"> • Housing shortage - single-family homes • Headlee/Proposal A • Revenue sharing • Changes at the Federal level/State level • Customer concentration in electric utility (i.e., LG) • Volatility • Landlocked location • Transit • Energy legislation • Loss of grants • Homelessness • Competing millages • Washington Avenue Corridor • Staffing capacity • Succession planning • Cost of construction • Pension liabilities 	THREATS

CATEGORY RANKING

FINANCIAL | 29

	WEIGHTED VOTE	NUMBER OF VOTES
Maintain strong financial position	87	9
Headlee Discussion	53	6
Evaluate / Impact of Federal and State legislation	38	7
Grants Manager / financial forecasting / funding sources	33	5
Maintain focus on facility maintenance	31	4
Cost of construction – monitor impacts	25	3

CONNECTIONS TO STAKEHOLDERS | 16

	WEIGHTED VOTE	NUMBER OF VOTES
Community partnerships: local government/regional focus	42	6
Explore current/future creative tools to foster the addition of housing choice and availability	40	6
Support/positive stance of Human Relations Department	35	4
Evaluate/encourage MAX transit and bus stops	22	3
Continue to emphasize Public-Private Partnerships	17	4
Education role in unhoused – what City's role is and isn't	17	2
Citizen Engagement	9	3
Support (expand?) Neighborhood Connectors	8	2
Messaging: stability	7	2
Holland Ambassador Academy	5	3

ORGANIZATIONAL IMPROVEMENT | 24

	WEIGHTED VOTE	NUMBER OF VOTES
Staff succession planning	31	6
Assess Holland Civic Center Place (HCCP) Management	20	3
Monitor – not overburden staff	11	1
Completion of Fire Station	1	1

QUALITY SERVICES | 21

	WEIGHTED VOTE	NUMBER OF VOTES
Waterfront Holland	54	7
Implement Holland City Fiber	45	7
Washington Avenue Corridor Study	24	4
PASER Rating Improvement (roads)	21	4
Recreation Center planning and completion	19	3
Year-round programming at Ice Park	6	1
Lean into non-motorized plan – Safe Streets for All (SS4A) Grant	6	2

OUR GOALS

COUNCIL PRIORITIES

Using the four goals of the Strategic Plan and Business Plan, outlined below, City Council selects priorities for the 2026 fiscal year. The priorities not only inform the budget, but also what we want to accomplish through the goals, what we will do to get there, and as a result, the outcomes.

1

GOAL 1: MAINTAIN AND IMPROVE A STRONG FINANCIAL POSITION

- Municipal Capital Improvement Fund (MCIF)
- Long-Term Financial Forecast
- Focus on Facility Maintenance
- Evaluate Headlee Rollback Ballot Question

2

GOAL 2: ENHANCE CONNECTIONS WITH STAKEHOLDERS

- Continuation of Holland Ambassador Academy
- Collaborate with Community Partners
- Diversity, Equity, Inclusion and Accessibility
- Encourage the Addition of Housing Choice and Availability

3

GOAL 3: TO CONTINUALLY IMPROVE THE CITY ORGANIZATION

- Staff Succession Planning
- Strategically Manage Community Growth
- Holland Civic Center Place Management
- Monitor Federal and State Legislative Impacts

4

GOAL 4: TO PROVIDE QUALITY SERVICES TO ALL STAKEHOLDERS

- Holland City Fiber
- Ice Rink Park
- World-Class Utility Services
- Waterfront Holland

1 To Maintain and Improve a Strong Financial Position

What do we want to accomplish:	What we will do to get there: Strategy, Tactic, and Deliverable	Assignment and Timeline	How we will know our actions were effective:
<p>1.1 Adopt a balanced budget.</p>	<p>Provide necessary information for City Council to make key decisions in order to adopt, maintain, and prepare for future balanced budgets.</p>	<p>Finance, City Manager City Council Adopt budget first meeting in May</p>	<p>City Council annually adopts a budget on time without deficits.</p>
<p>1.2 Adopt, maintain, and regularly review long term financial planning documents.</p>	<p>City Council adopts and staff regularly improves and updates key financial documents including; the financial forecast, 50-year Municipal Capital Plan, and 10-year Streets Infrastructure Plan.</p>	<p>Finance, Assistant City Manager, Transportation, City Manager, City Council Adopt annually as part of the budget in May</p>	<p>The City is able to make financial decisions in the context of long term financial data. The City is able to plan for and fund our operational, equipment, and capital needs.</p>
<p>1.3 Research and evaluate the options to consider presenting a “Headlee Override” to citizens, while maintaining the current tax rate.</p>	<p>Further discuss with City Council and collect the necessary information to make a decision and develop a plan for this potential ballot initiative.</p>	<p>Finance, City Manager, City Council FY2026</p>	<p>City Council and the community has the information to make an informed decision impacting the financial health and service provision of the City.</p>
<p>1.4 Grow the City tax base, while balancing the impacts of growth on quality of life and service provision.</p>	<p>Continue efforts to make the City desirable, attracting residential, commercial, and industrial investment.</p>	<p>All Departments Lakeshore Advantage Ongoing</p>	<p>The City experiences growth in our tax base beyond annual inflation, while maintaining high quality of life amenities.</p>
<p>1.5 Maintain regular use and review of economic development and housing support policies, with an emphasis on the addition of housing choice and availability.</p>	<p>City will continue to consider policies and projects to enhance our strategies and consider projects to achieve our stated goals.</p>	<p>CNS, Finance, City Manager, Lakeshore Advantage, City Council Ongoing</p>	<p>The City has and utilizes good policy to achieve balanced growth and housing options for residents.</p>
<p>1.6 Implement strategies to address pension and other post-employment benefit (OPEB) liabilities.</p>	<p>Continue to monitor existing and develop new strategies to address pension and OPEB liabilities.</p>	<p>Finance Ongoing</p>	<p>The City eliminates pension and OPEB liabilities.</p>
<p>1.7 In support of long term financial planning, maintain a focus on infrastructure and facility maintenance, being good stewards of what we have.</p>	<p>Maintain, encourage and continually focus on a “fix-it-first” approach to all infrastructure and facilities, with funding and staff resources devoted to this mindset.</p>	<p>Finance, Transportation, Parks and Recreation, Assistant City Manager, City Manager Ongoing</p>	<p>All of our assets are well maintained and funding available when needed.</p>
<p>1.8 Closely monitor the economic market and conditions that impact the cost of construction and maintenance. Communicate and alter plans as needed.</p>	<p>Staff will monitor and communicate with City Council changes that impact project and infrastructure plans.</p>	<p>Finance, Transportation, Assistant City Manager, City Manager, City Council Ongoing</p>	<p>Plans, long and short term, are updated as the cost of projects change.</p>

2 To Enhance Connections with Stakeholders

What do we want to accomplish:	What we will do to get there: Strategy, Tactic, and Deliverable	Assignment and Timeline	How we will know our actions were effective:
<p>2.1 Maintain and enhance an overall posture in support of partnerships and collaborations; public, private and non-profit.</p>	<p>Continue a posture of openness to community partners, supporting or actively collaborating in areas of operational jurisdiction.</p>	<p>All Departments Ongoing</p>	<p>The City is a trusted partner and collaborator, and the community is seen as better because of collaboration.</p>
<p>2.2 Continue work on the priority of Diversity, Equity, Inclusion and Accessibility (DEIA), recognizing the importance of external partnerships.</p>	<p>Maintain partnerships and support with other organizations so that we continue to become a larger community that is diverse, equitable, inclusive and accessible. Examples include; LAUP, OTL, Downtown PSD, and others.</p>	<p>Human Relations, All Departments Ongoing</p>	<p>The City is a welcoming place for all to live, work, and visit. Utilize the citizen survey as a point for measurement.</p>
<p>2.3 Continue work and discussions with partner tax authorities and organizations; including, MAX transit, Lakeshore Advantage, Outdoor Discovery Center, Holland Public Schools, and others as needed.</p>	<p>As initiatives and needs arise, discuss collaborations (likely in study sessions) with City Council on areas of operational jurisdiction (i.e., MAX transit and bus stops).</p>	<p>City Manager, City Council Ongoing</p>	<p>The City is a trusted partner and collaborator, and the community is seen as better because of collaboration.</p>
<p>2.4 Maintain and expand programs that connect citizens to city government, increasing city engagement and improving civic discourse.</p>	<p>Support the second Holland Ambassador Academy in the Fall, connecting residents to City operations.</p>	<p>Public Information Specialist, All Departments, City Manager, City Council Ongoing</p>	<p>Citizens are aware of and involved in city government. Utilize the citizen survey as a point for measurement.</p>
<p>2.5 City Council participates in trainings and community events, having ample opportunity to connect with the community.</p>	<p>City Council has a budget and is informed and regularly attends trainings and community events.</p>	<p>Mayor, City Council Ongoing</p>	<p>City Council is involved and available to the community, and has access to desired training sessions.</p>
<p>2.6 Maintain and improve communications about the City and citizen engagement opportunities.</p>	<p>Provide a budget and staffing resources to maintain effective communication plans. Remember a focus on what the City role is and is not on certain topics.</p>	<p>Public Information Specialist, All Departments, City Council Ongoing</p>	<p>Citizens are informed and aware of City projects and initiatives. Utilize the citizen survey as a point for measurement.</p>
<p>2.7 Continue to implement recommendations of the Board/Committee/Commission (BCC) report, connecting citizens with potential volunteer openings.</p>	<p>Improve communication tactics and strategies to inform and engage citizens to serve on our BCCs. Expand use of videos to existing BCCs to update on City news and provide education.</p>	<p>City Council, All Departments Ongoing</p>	<p>We have an active and engaged group of residents that reflect our community and serve on our BCCs.</p>

3 To Continually Improve the City Organization

What do we want to accomplish:	What we will do to get there: Strategy, Tactic, and Deliverable	Assignment and Timeline	How we will know our actions were effective:
<p>3.1 Maintain and regularly review the governance framework and process manual and review of citizen survey results.</p>	<p>Provide reporting and time for City Council to evaluate the governance framework and citizen survey.</p>	<p>City Council Ongoing</p>	<p>City Council is an effective governance body.</p>
<p>3.2 Stay updated and involved with partners (Michigan Municipal League) to evaluate and be involved on the impacts of Federal and State legislation.</p>	<p>The City is connected with effective partners to understand potential impacts of Federal and State legislation, and take steps to mitigate and influence that legislation.</p>	<p>City Manager, City Council Ongoing</p>	<p>The City is prepared to react to legislation, but also can positively impact legislation that supports City operations.</p>
<p>3.3 City effectively invests in the human resources and talent of our organization, enhancing our ability to attract, train, and retain talent. City maintains the systems to perform regular performance evaluations and provides effective staff development and training.</p>	<p>The City has adequate resources and staffing to provide for training and development, competitive wage and benefit packages, and utilizes good systems to hire, evaluate, and retain employees. The City also manages organizational growth and workloads/projects to have effective staffing levels.</p>	<p>Human Resources, Finance, City Manager Ongoing</p>	<p>The City is able to attract and retain the highest quality employees, and maintains staffing levels needed to provide quality services to the community. City employees are engaged, trained, prepared, and evaluated in order to provide excellent services to the community.</p>
<p>3.4 City staff monitors and recommends and City Council discusses impacts of community growth, strategically managing growth and impacts on the community and services.</p>	<p>Through staff and the Planning Commission, policy decisions by City Council, and service level impacts on staffing, the City strategically manages community growth.</p>	<p>City Council, All Departments Ongoing</p>	<p>While Holland is a desirable to live and invest, the growth of the community is also thoughtful and well planned.</p>
<p>3.5 Maintain and enhance the culture of collaboration and teamwork among City departments, including a focus on internal DEIA work.</p>	<p>A partnership among employees and expectation for a strong culture is cultivated. The DEIA Employee Committee is active and advancing their work.</p>	<p>All Departments Ongoing</p>	<p>Clients and visitors to the City notice the culture and service provided by employees.</p>
<p>3.6 Implement large project work: Holland City Fiber, Ice Park, management of Holland Civic Center Place (HCCP), Recreation Center planning, Waterfront Holland, and Headlee Rollback vote.</p>	<p>Resources and staffing are provided to move large projects forward for consideration and completion.</p>	<p>City Council, City Manager Ongoing</p>	<p>Large projects are presented to City Council and the community, and brought to completion.</p>
<p>3.7 Review, improve, and implement a system for City policies.</p>	<p>Investigate and propose to City Council an improved system to catalogue City policies.</p>	<p>City Manager July 2026</p>	<p>City Council, staff and the community can easily access and read City policies.</p>

4 To Provide Quality Services to All Stakeholders

What do we want to accomplish:	What we will do to get there: Strategy, Tactic, and Deliverable	Assignment and Timeline	How we will know our actions were effective:
<p>4.1 Public Safety - create and maintain a safer community for all residents and visitors through partnerships and trust within the community, prevention and risk reductions, and consistent professional responses to calls for service.</p>	<p>Specific areas of emphasis include: fully operational in new and renovated fire stations, receive new fire engine, obtain police re-accreditation, continue strategic planning and action plans, on-going staffing transitions/succession, and maintaining a strong culture with an emphasis on training and continued improvement.</p>	<p>Police and Fire Operations Ongoing</p>	<p>We have a safe community with residents that partner with us.</p>
<p>4.2 Community and Neighborhood Services - provide a vibrant and sustainable community that is a great place to live, work, and play.</p>	<p>Specific areas of emphasis include: housing policy review and use, plan future implementation of South Washington corridor study, neighborhood bench pilot, achieve plan for recycling center, prep RFP for solid waste contract, manage continued high level of inspections and industrial expansions.</p>	<p>Community and Neighborhood Services Ongoing</p>	<p>We are a location of choice for all, with places to live, work, and play.</p>
<p>4.3 Parks and Recreation - provide a beautiful community with ample leisure and recreation options. Provide well-maintained facilities for staff to serve the community.</p>	<p>Specific areas of emphasis include: final preparation for and implement Ice Park operations, continued planning for Recreation Center, fix-it-first approaches to maintenance, and larger projects including Bike Pump Track, Greenhouse, and Van Raalte Farm improvements.</p>	<p>Parks and Recreation Ongoing</p>	<p>We have ample opportunities for leisure and recreation, in a beautiful setting.</p>
<p>4.4 Transportation Services - provide a safe, well-maintained and effective infrastructure and motor pool.</p>	<p>Specific areas of emphasis include: maintain our asset management system, work with Finance to fine-tune long term planning documents and processes, utilize engineering staff on more projects and grant opportunities, continue growth of street crew capabilities for paving work, and continued management of fleet maintenance growth and challenges.</p>	<p>Transportation Services Ongoing</p>	<p>We have a safe, efficient and well-maintained infrastructure and motor pool.</p>
<p>4.5 HBPW - provide competitive, reliable, and innovative public utility solutions in a socially, environmentally, and financially responsible manner.</p>	<p>Specific areas of emphasis include: continue implementation of Holland City Fiber, demand management strategies in the water utility, see completion of elective pay filing on anaerobic digester, partner with City on Strategic Development review, continued capital projects/investments.</p>	<p>HBPW Ongoing</p>	<p>We have reliable, affordable and sustainable public utilities.</p>
<p>4.6 Management and Administrative Services - provide effective leadership and support for citizens and operations.</p>	<p>Specific areas of emphasis include: evaluation of Headlee Rollback, advance Waterfront Holland considerations, continue completion of large capital projects, attain stability of new financial software system, and continued training for employees.</p>	<p>City Manager, Finance, Human Resources, Clerk, and Human/International/Youth Relations Ongoing</p>	<p>We have effective and efficient support services for our organization.</p>
<p>4.7 Downtown Group - provide a vibrant downtown that is a place of choice for all stakeholders.</p>	<p>Specific areas of emphasis include: WIG capital investments, improvement and stability at HCCP, streetscape refresh planning, new websites, and navigate the growth and new projects proposed for downtown.</p>	<p>Assistant City Manager, DDA, PSD, WIG, & HCCP Ongoing</p>	<p>We maintain and improve a downtown that is celebrated and enjoyed by all.</p>

CITY OF HOLLAND

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