VILLAGE OF HOLMEN COMPREHENSIVE PLAN

2025-2045





ACKNOWLEDGEMENTS

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PREPARED BY:



PLANNING COMMISSION RESOLUTION 1-2025

RECOMMENDED ADOPTION OF THE VILAGE OF HOLMEN COMPREHENSIVE PLAN 2025-2045 AS PREPARED BY THE PLAN COMMISSION

WHEREAS, the Village Board of the Village of Holmen assigned the Plan Commission to prepare an update to the Village's Comprehensive Plan, previously adopted in 2016 for the Village of Holmen; and

WHEREAS, the Plan Commission met numerous times to prepare and review the draft Village of Holmen Comprehensive Plan 2025-2045; and

WHEREAS, members of the public were invited to participate in the planning process through a community survey; and

WHEREAS, the Village of Holmen Plan Commission has reviewed the recommended Village of Holmen Comprehensive Plan 2025-2045 at regular scheduled meetings; and

WHEREAS, members of the public and adjacent local governmental units were given a 30-day review and comment period prior to the public hearing, which was conducted by the Plan Commission for the Village of Holmen Comprehensive Plan 2025-2045; and

WHEREAS, after said public hearing, the Plan Commission voted to recommend to the Village Board to adopt, by ordinance, the Comprehensive Plan; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, official mapping, local subdivision regulations, general zoning ordinances, shoreland/wetland zoning, and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Village of Holmen; and

WHEREAS, this Village of Holmen Comprehensive Plan 2025-2045 may, from time to time, be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Holmen Plan Commission recommends adoption of said Village of Holmen Comprehensive Plan 2025-2045 by the Village Board by ordinance, since a 30-day public review and comment period, and public hearing have been held.

Adopted this 30th day of September, 2025

APPROVED: 0-C

Patrick Barlow, Chairperson Village of Holmen Plan Commission ATTEST:

Scott A. Heinig, Administrator

Angela Hornberg, Clerk/Treasurer

ORDINANCE 4-2025

AN ORDINANCE TO UPDATE AND ADOPT THE COMPREHENSIVE PLAN OF THE VILLAGE OF HOLMEN, LA CROSSE COUNTY, WISCONSIN.

The Village Board of the Village of Holmen, La Crosse County, Wisconsin, do ordain as follows:

Section 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Village of Holmen is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. Prior to beginning the process to update the Village's previously adopted 2016 Comprehensive Plan, the Village Board adopted written procedures designed to foster public participation in the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Village Board of the Village of Holmen assigned the Plan Commission to prepare an update to the Village's Comprehensive Plan.

Section 4. The Plan Commission has recommended the draft Village of Holmen 2025-2045 Comprehensive Plan for adoption by the Village Board.

Section 5. The Plan Commission of the Village of Holmen has adopted a resolution recommending to the Village Board adoption of the document entitled "Village of Holmen 2025-2045 Comprehensive Plan," containing all the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 6. The Village of Holmen Plan Commission has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 7. The Comprehensive Plan may be used as the basis for, among other things, official mapping, local subdivision regulations, general zoning ordinances, shoreland/wetland zoning, and as a guide for approving or disapproving actions affecting growth, development, conservation, and recreation within the jurisdiction of the Village of Holmen and its extraterritorial plat review area.

Section 8. The Village Board of the Village of Holmen adopts the "Village of Holmen 2025-2045 Comprehensive Plan," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 9. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication as required by law.

Adopted this 4th day of October, 2025

APPROVED:

Patrick Barlow, President Holmen Village Board ATTEST:

Scott A. Heinig, Administrator

Angela Hornberg, Clerk/Treasurer

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Chapter 3 describes the future land use plan, map, and policies for the Village.

51 Chapter 4: Implementation

Chapter 4 outlines how the vision of the plan is implemented in everyday decisions and annual goal-setting and budgeting and how the plan should be amended when necessary.

A1 Appendix A: Public Participation Plan

A copy of the public participation plan approved by the Village Board prior to the start of the study to guide the planning process.

B1 Appendix B: Community Indicators Report

A compilation of data and maps that describes the existing conditions, trends and projections for the Village of Holmen and surrounding region.

C1 Appendix C: Maps

Appendix C includes a set of existing conditions maps and future land use maps within the Village and its 1.5-mile extraterritorial plat review area.



Chapter 1 INTRODUCTION

Chapter Contents

Chapter 1: Introduction

Chapter 1 discusses the role of the plan, the Wisconsin Smart Planning Act, the planning area boundaries and regional context, and Holmen's previous planning efforts.

8 The Plan as a Living Guide

This section defines the foundation for the comprehensive plan and the need for the plan to evolve as circumstances evolve.

11 A Snapshot of Holmen

A summary of how Holmen came to be, important historical context and a description of the Village's location.

11 Other Planning Documents

A summary of other Village and regional plans which relate to the planning area.

INTRODUCTION

Why Plan? The purpose of this plan is to establish a shared vision for Holmen to guide future actions and decisions. This guidance provides predictability and consistency over time and encourages investment in an uncertain future.

Plan Maintenance. This document serves as a "living" guide for growth and change for the Village of Holmen. The plan represents the Village's best effort to address current issues and anticipate future needs, but can and should be amended as conditions warrant changes of policies within the plan. The process of amending the comprehensive plan should not be onerous, but should act as cause for reconsidering the long term vision for the community. The plan's value will be dependent upon frequent use and occasional updates.

3 Organization. The organization of this plan is based both on the planning process and the guidance provided by the Wisconsin Smart Growth Legislation. The plan is divided into four chapters plus several important appendices.

THE PLAN AS A LIVING GUIDE

This chapter provides the foundation for the Comprehensive Plan, outlining why we plan, the planning process, Wisconsin Smart Growth Law and the planning area. Chapter 1 also provides background on the community, including key community indicators, and a summary of existing plans relevant to this study.

Wisconsin Smart Growth Planning

Wisconsin's "Smart Growth" planning law [§66.1001 Wis. Stats.] was adopted in October of 1999. The law requires that, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's comprehensive plan:

- Official maps
- · Local subdivision regulations
- General zoning ordinances
- Shoreland/wetland zoning ordinance

The Wisconsin Smart Growth Law does not mandate how communities should grow, rather it requires that communities and state agencies consider Smart Planning Principles and prioritize public input when planning for the future. The plan should provide guidance concerning all important elements local plans should include.

Comprehensive Planning Guidance

The Wisconsin Smart Growth Law outlines 9 elements that must be included in a community's comprehensive plan:

- 1. Issues and opportunities
- 2. Housing
- 3. Transportation
- 4. Utilities & community facilities
- 5. Agricultural, natural & cultural resources
- 6. Economic development
- 7. Intergovernmental cooperation
- 8. Land Use
- 9. Implementation

The Village of Holmen has chosen to slightly modify the terminology used throughout this plan from that used in the state statute.

- Issues and Opportunities has been modified to Demographics.
- Transportation has been modified to Mobility & Transportation
- Economic Development has been modified to Economic Prosperity
- Utilities and Community Facilities has been modified to Community Facilities
 & Services
- Intergovernmental Cooperation has been modified to Collaboration & Partnerships
- Cultural Resources has been modified to Community Character

PROJECT SCHEDULE

March/April, 2025

Public Participation Plan Adopted Planning Commission Kick- off Meeting Draft plan development

June, 2025

Planning Commission
Draft Plan Review

July 2025

Draft plan revisions

August 2025

Provide draft plan for public and adjacent community review

September 2025

Public Hearing Planning Commission Recommendation

October 2025

Village Board Plan Adoption

While the Village has chosen to deviate slightly from the terminology used in the State Statute, the prescribed requirements from §66.1001 are still addressed in their entirety throughout this plan. The final 10 elements of this plan are:

- 1. Demographics
- 2. Housing
- 3. Mobility & Transportation
- 4. Economic Prosperity
- 5. Agricultural & Natural Resources
- 6. Community Facilities & services
- 7. Community Character
- 8. Collaboration & Partnerships
- 9. Land Use
- 10. Implementation

2016 Plan Update

This plan is an update of the Village's 2016 Comprehensive Plan. Per State Statute §66.1001, a Comprehensive Plan must be updated every 10 years. Although this plan replaces the previous plan many of the core goals, objectives, and land use strategies have been carried forward and reaffirmed in this document. As such, this plan could be considered a third generation plan.

Planning Process

The Village of Holmen engaged MSA Professional Services, Inc. to assist in updating its Comprehensive Plan, complying with Wisconsin's "Smart Growth" requirements, §66.1001. Per the Statute, the Comprehensive Plan must be updated every 10 years.

As required by \$66.1001, every community must adopt a public participation plan at the beginning of the planning process. The purpose of the plan is to define the procedures for public involvement

during every stage of the planning process (See Appendix A for the complete Public Participation Plan).

In addition to the Public Participation Plan, the Village also sent letters to adjacent communities at the beginning of the planning process to inform them of the Village's intent to update it's Comprehensive Plan and to invite further participation in the process. Prior to the public hearing additional letters to adjacent communities were mailed by the Village providing an opportunity to review and comment on the draft plan prior to adoption.

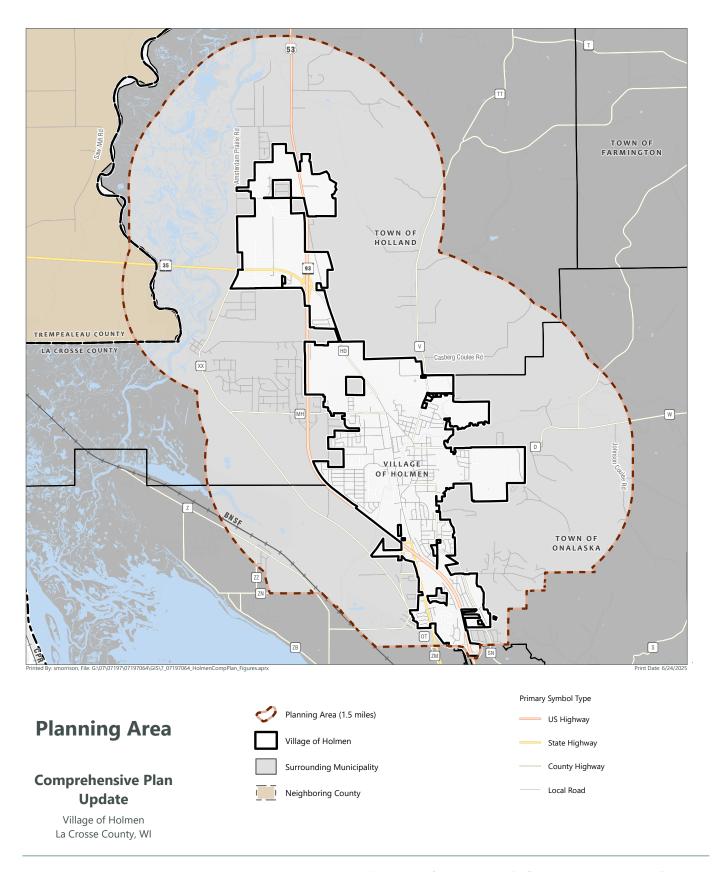
Key components of the planning process schedule are described in the left side bar.

Planning Area

The study area for this plan includes all lands in which the Village has both a short- and long-term interest in planning and development activity. The planning area includes all lands within the current municipal limits and within the Village's 1.5 mile extraterritorial plat review jurisdiction. The planning area is further modified by the 2015 Village of Holmen and City of Onalaska Cooperative Boundary Plan.

The Village is approximately 5,046 acres (7.9 square miles) while the planning area is approximately 24,971.3 acres (39.0 square miles).

Figure 1.1 Holmen Planning Area



A SNAP SHOT OF **HOLMEN**

Regional Context

The Village is located at the western foot of La Crosse County's bluffs, approximately five (5) miles north of the City of La Crosse. The Village is surrounded by the Town of Onalaska on the east, south, and west and the Town of Holland to the north. The City of Onalaska is immediately south of the Village. The Mississippi River passes southwest of the Village.

Holmen's History

Holmen was initially settled by Norwegian Immigrants in 1862. The Village was incorporated on May 7, 1946 and has grown substantially from a small rural farming community of 2,400 from before the 1980s to an urban center of 10,661 residents in 2020.



Given the Village's close proximity to the Cities of Onalaska and La Crosse, and its attractive natural setting, the Village is expected to continue to grow at a rapid pace through 2050 and beyond.

Key Community Indicators

The 2020 population for the Village is 10,661; roughly 1,800 persons per square mile. From 2000 through 2020, the population in the Village of Holmen increased by 72%. This significantly surpassed the growth rate for the City of Onalaska (13%), La Crosse County (7%) and the State (10%).

Based on Wisconsin Department of Administration (WIDOA) data, the Village's 2050 population is projected to be 17,690 which is an increase of 66% from 2020. This exceeds the projected growth rate in the City of Onalaska (18%), La Crosse County (2%) and the State's (-1%) during the same period.

In 2020, the median age in the Village was 38.7, which is lower than the median age for the City of Onalaska (40.3) and La Crosse County (41.2). The Village of Holmen has a slightly lower proportion of "senior citizens" (i.e. 65 and over) as compared to the City of Onalaska and the County. In the future, the number of those 65 and older is expected to increase as baby boomers age.

Additional community indicators are summarized in Appendix B.

Population Trends & Projections

Source: U.S. Census Bureau & WI DOA Projections*

	Village of Holmen	Town of Holland	Town of Onalaska	City of Onalaska	La Crosse County	Wisconsin
1980	2,411	2,153	3,433	9,249	91,056	4,705,642
1990	3,236	2,486	4,259	12,247	97,904	4,891,769
2000	6,200	3,042	5,210	14,839	107,120	5,363,675
2010	9,005	3,701	5,623	17,736	114,638	5,686,986
2020	10,661	4,530	5,835	18,803	120,784	5,893,718
2030*	13,386	4,872	5,820	20,285	122,760	5,890,915
2040*	15,711	5,115	5,720	21,356	122,765	5,841,620
2050*	17,690	5,294	5,582	22,151	121,755	5,710,120

OTHER PLANNING DOCUMENTS

Village Plans & Studies

A number of existing Village plans were reviewed and pertinent information helped to shape this plan.

- Village of Holmen Comprehensive Plan Volume One and Two, 2004
- Village of Holmen Comprehensive Plan, 2016
- Tax Increment Finance District #2 Project Plan, 2008
- Safe Routes to School Plan, 2009
- Seven Bridges Master Plan, 2010 as amended in 2011
- Holmen 10 Year Park Plan, 2012
- South Holmen Drive Corridor Plan, 2012
- Village of Holmen Official Map, 2012
- Downtown Site Planning Report, 2013
- Tax Increment Finance District #3 Project Plan, 2014
- Village of Holmen/City of Onalaska Cooperative Boundary Agreement, 2015

Neighboring Community Plans & Studies

- Town of Onalaska Comprehensive Plan, 2022
- Town of Holland Comprehensive Plan, 2010
- City of Onalaska Comprehensive Plan, 2024

Regional Plans & Studies

- La Crosse County Comprehensive Plan, 2024
- La Crosse County Farmland Preservation Plan, 2022
- La Crosse Area Planning
 Committee, 2035 Coulee Regional
 Bicycle Plan for La Crosse and La
 Crescent Region, 2012
- La Crosse Area Planning Committee, Beyond Coulee Vision 2050, 2020

Chapter 2 GOALS, OBJECTIVES, STRATEGIES

Chapter Contents

Chapter 2: Goals, Objectives, Strategies

Chapter 2 presents a vision for the future of the community and describes the goals, objectives and strategies to achieve the vision.

14 Vision & Overarching Community Goals

The vision provides the basis for guidance in making decisions to achieve the villages goals and objectives.

16 Goals, Objectives, Strategies

A summary of goals, objectives and strategies for various planning elements.

- » Housing
- » Mobility & Transportation
- » Economic Prosperity
- » Agricultural, Natural, & Cultural Resources
- » Community Facilities & Services
- » Collaborations & Partnership
- » Land Use

The Village of Holmen is a model community in the La Crosse Metropolitan Region. Our kind and friendly people strongly support quality business development while respecting our spectacular natural resources and providing outstanding recreational amenities that serve the entire county. The Village proudly leads western Wisconsin in growth, all while maintaining its small town charm as a safe, secure, and beautiful place to live, work, play or own a

business, because You're Always Welcome in Holmen!

Chapter Two identifies the overall planning vision to guide Holmen over the next ten to twenty years, along with goals, objectives and policies to assist the community in achieving the vision. Housing, Transportation, Economic Prosperity, Agriculture, Natural & Cultural Resources, Community Facilities & Services, Community Character, Collaboration and Partnerships and Land Use are addressed. Refer to Chapter 3 for specific policies related to the Village's Future Land Use Map.

VISION STATEMENT

"The Village of Holmen is a model community in the La Crosse Metropolitan Region. Our kind and friendly people strongly support quality business development while respecting our spectacular natural resources and providing outstanding recreational amenities that serve the entire county. The Village proudly leads western Wisconsin in growth, all while maintaining its small town charm as a safe, secure, and beautiful place to live, work, play or own a business, because You're Always Welcome in Holmen!"

Each element of the comprehensive plan contains goals, objectives, strategies and policies established during the planning process based on public input and the information contained in Appendix B: Community Indicators. This section defines the goals, objectives, strategies and policies as follows:

Goal: A goal is a long-term target that states what the community wants to accomplish. Written in general terms, the statement offers a desired condition.

Objective: An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

Strategy: A strategy is a plan of action or policy statement designed to achieve the goals and objectives of the plan. Not all strategies will be implemented by the Village and some may require collaboration with other entities. Policies typically use words like "shall" or "will" to designate firm commitments by the Village. All future actions and decisions made by the Village should be consistent with these policies, unless unforeseen circumstances arise which make a policy impractical or impossible to adhere to. Such occasions should be rare and probably indicate a need to amend this plan according to the procedures identified in Chapter 4. Policies using the words "should," "encourage," "discourage," or "may" are intended to serve as a guide for Village decisions and actions.

VISION & OVERARCHING COMMUNITY GOALS

OVERARCHING GOALS

- Promote a well-planned community with the highest quality of public services and reasonable taxes.
- Maintain the welcoming, smalltown character of the Village ensuring that new development blends in with the growing community.
- Continue the effort to protect existing neighborhoods by enforcing Village ordinances, policies and procedures.
- Promote safe pedestrian and bicycle transportation within the Village by connecting neighborhoods with sidewalks and designated bike trails.
- Promote the highest and most efficient levels of Police, Fire and First Responder services.
- Promote efficient and effective maintenance and construction programs for streets within the Village to provide an excellent transportation system.
- Promote efficient and effective maintenance and construction programs for water, sanitary sewer and storm sewer systems within the Village of Holmen.

- Maintain and improve the current quality of life in the Village by focusing on quality education, recreational activities, increased business opportunities and carefully considered growth patterns.
- Cultivate the high level of trust that exists within the community by encouraging citizens to participate in community affairs.
- Build strong relationships with neighboring communities by continuing to participate in areawide community agreements, contracts, programs and discussion groups.
- Create a strong local economy by meeting the needs of existing businesses and attracting and retaining new employers.
- Revitalize and enhance the business districts by attracting new entertainment, hospitality and retail businesses.
- Promote the creation of jobs and expanded industry in order to make Holmen a well-balanced place to live and work.
- Preserve the bluffs, wetlands, woodlands and wildlife habitat.

- Maintain and improve the Village's parks and open spaces and provide recreational opportunities for residents and visitors of all ages.
- Promote the protection of productive agricultural areas within the Village's extraterritorial plat review areas.
- Promote the infill and redevelopment of underutilized properties in the Village, especially for residential, commercial and recreational uses.
- Continue to provide a range of housing options that meet the varying needs of the community.
- Continue to respect housing affordability needs and support housing opportunities that serve those 55+ in age.
- Continue investing in park amenities that benefit and serve to strengthen the regional community.

HOUSING

GOALS & OBJECTIVES

Goal 1: To continue to support quality housing options for all Village residents including first time home buyers, seniors and all segments of the population.

Objectives:

- a. By supporting the development of conveniently located areas suitable for housing.
- b.By eliminating blighting influences through rehabilitation or reconstruction.
- c. By planning for a variety of housing choices, including median rent single family and senior housing that support a range of incomes from low to high.
- d.By enhancing the appearance of the community by promoting attractively designed housing and housing developments.

Goal 2: To preserve, enhance and expand the residential character in areas of single-family housing in the Village.

Objectives:

- a.By preventing the incursion of incompatible, non-residential uses into single-family residential neighborhoods.
- b.By providing, where feasible, a full range of park and recreation facilities in or near each neighborhood.
- c. By infilling around existing development both new and old.
- d.By extending services to new areas

for residential development.

e.By annexing land for residential expansion.

Goal 3: To promote the construction of multi-family housing in the appropriate sections of the Village.

Objectives:

- a. By designating areas suitable for the development of apartments and similar medium-high density residential uses in areas suitable for that purpose.
- b.By maintaining areas of existing multi-family housing.
- c. By identifying areas and districts suitable for a mix of residential housing.

STRATEGIES

Residential Character

- 1. The residential component of the Future Land Use Plan shall clearly indicate the allowable zoning categories, residential uses, densities, intensities, and ancillary uses allowed in the Village. These uses shall be adhered to unless there is a compelling overall community reason to change the Future Land Use Plan.
- 2. Future residential development in the Village shall continue to contribute to the development of neighborhoods. The allowable characteristics of future neighborhoods should be specific to each and shall be identified in the Future Land Use section. Features to consider include future park features,

- neighborhood organizations, neighborhood naming, allowable uses, densities, intensities and access to existing infrastructure such as sidewalks and bike facilities.
- 3. The Village needs to look at screening; changing road patterns; possibly relocating some uses; buffering residential and incompatible uses; and where necessary, removing blighting influences from residential areas.

Housing and Infill Development

4. Infill development providing housing opportunities shall be encouraged in Holmen.

Housing Rehabilitation

5. The Village of Holmen should pursue existing programs aimed at housing rehabilitation if conditions warrant such activity.

Variety of Housing Options

6.The Village is recommended to encourage developers of large projects to provide a mix of lot sizes in larger developments. A well-designed variety of lots should be able to provide housing options for all segments of Holmen's population. Lot sizes for residential development areas should provide for an efficient and cost effective extension of Village services.

Timing and Phasing of Housing

7.Require all subdividers and developers to phase the construction of new housing so that public infrastructure can keep pace with

increased demand.

- 8. Consider requiring subdividers to pay an impact fee for improvements. Before imposing the impact fee, a public facilities needs assessment must be conducted.
- 9. Non-residential projects above a predetermined number of new or transferred jobs should be reviewed to determine the effect of such projects on the need for additional housing units. At such a time, a review of the land use and housing projections is recommended to ensure the Village has adequate land available to locate a workforce within reasonable proximity of the subject work site.
- 10. Consider incorporating a formal residential phasing plan that promotes efficient development and service extensions by approving developments adjacent to existing development.

Senior & Assisted Living Housing

- 11. Potential future senior housing and assisted living facilities shall be identified in the Future Land Use Plan. Proposed new senior or assisted living facilities should be located in areas that are served by adequate pedestrian or bicycle facilities which can facilitate non-motorized transportation access to retail and recreational amenities.
- 12. Consider a variety of options for senior housing including condominium, zero-lot line duplex, smaller lot single family and other available options including assisted living and nursing homes.

MOBILITY & TRANSPORTATION

GOALS & OBJECTIVES

Goal 1: Improve the efficiency and safety of the transportation system in the Village.

Objectives:

- a. By encouraging the improvements on major transportation routes in and out of the Village to carry projected traffic volumes.
- b.By promoting efficient and effective street maintenance and construction programs.
- c. By ensuring that safety features are incorporated into the design of all transportation facilities.
- d.By enforcing current policies related to speed, access and design of local streets.
- e. By promoting safe neighborhood streets by discouraging high volumes and speeds of through traffic in residential areas.
- f. By correcting problem or dangerous intersections.

Goal 2: Provide a transportation system that meets the needs of all citizens, including transit-dependent and disabled citizens.

Objectives:

- g.By continuing to participate in area transit programs.
- h. By exploring increased transit service with Onalaska and La Crosse.
- i. By informing residents about existing transit programs.

Goal 3: Promote pedestrian and bicycle use within the Village.

Objectives:

- a. By continuing to require sidewalks in all developments. This may include constructing sidewalks along existing streets that do not currently have sidewalks, especially near school, commercial areas and other daily destinations.
- b.Byincreasing the number of pedestrian and bicycle trips in the Village while decreasing the number of pedestrian and bicycle crashes through facility improvements, safety education and law enforcement efforts.
- c. By connecting neighborhoods and important civic amenities throughout the Village with sidewalks and designated bike facilities.
- d.By encouraging bicycle system support facilities, such as secure and convenient library, grocery stores, employment centers, etc., and requiring new developments to provide such facilities.
- e.By correcting intersections that are dangerous for pedestrians and bicyclists.

Goal 4: Create an environmentally and fiscally responsible transportation system.

Objectives:

f. By utilizing Best Management Practices for all transportation construction projects to reduce air, water and noise impacts.

- g.By maintaining or elevating the quality of street design so that streets are attractive and inviting for pedestrians, bicyclists, drivers and transit riders. Streets and right-of-ways are the single largest visible public spaces in the Village and should be planned and developed in an aesthetically pleasing way.
- h.By working to reduce the number of single occupancy vehicle trips (a goal of the La Crosse County Development Plan). To do so, alternative transportation opportunities for Village residents (e.g. walking, biking and transit) must be expanded.
- i. By carefully identifying, evaluating and fully considering environmental impacts of transportation investments and operating decisions.
- j. By continuing to require developers to pay for all transportation costs incurred with new development.
- k. By looking at ways to subsidize alternative transportation options, such as transit and bicycles, through state, federal or non-profit grants or cost-sharing programs.

STRATEGIES

Traffic Circulation

- 1. The Village should follow an arterial and collector plan with all future transportation development so that local and through traffic is separated as much as possible.
- 2. Discourage the use of cul-de-sacs and dead-end streets.
- 3. Explore options for improving the intersections at Main Street and State Street, Main Street and Long Coulee

- Road, U.S. Highway 35 and Schaller Boulevard, and any other location where traffic burden necessitates modifications or improvements.
- 4.Implement the street expansions and connections as shown on the Proposed Transportation Map as necessary to support associated land access and development.

Public Transit

5. Continue to work with the Onalaska/ Holmen Shared Ride Taxi Service and the La Crosse Municipal Transit Utility to explore options for increased bus service from Holmen to Onalaska and La Crosse, particularly for senior citizens.

Transportation Safety

- 6. Continue public education efforts and enforce traffic laws to discourage dangerous and illegal behavior by motorists and bicyclists.
- 7. Properly maintain street trees, landscaping, signage, and roads to ensure adequate visibility and road safety.

Parking

- 8. Maintain policies to require new and existing industrial areas to have wellscreened parking areas for semitrailers and other large equipment to maintain the aesthetics of the community. Parking should be located in the rear or on the side of the building whenever possible.
- 9. Provide adequate, but not excessive, parking spaces in existing and new commercial areas. Consider potential use of shared parking lots or

establishing maximum parking space restrictions to avoid excessively large parking lots in the Village.

Pedestrian and Bicycle Circulation

- 10. Consider developing safe commuter bike routes and lanes, which connect residential areas to businesses, schools and commercial areas throughout the Village.
- 11. Maintain a Sidewalk Plan to identify areas where sidewalks are needed or where pedestrian connections are lacking.
- 12. Install bicycle and pedestrian crossings at Briggs Road and McHugh Road.

Transportation and the Environment

- 13. To the greatest extent possible, avoid constructing transportation facilities in environmentally sensitive areas.
- 14. Reduce single occupancy vehicle usage by encouraging ride-sharing initiatives and increased pedestrian/ bicycle and transit trips.
- 15. Consider the use of park-and-rides in connection with future transit systems.

Attractive Transportation Design

- 16. New roads shall be built according to Village standards and inspected before accepted for dedication.
- 17. Build transportation facilities that reflect the scale of the surrounding neighborhood. Alternative road widths (including narrower streets) and traffic

- calming should be encouraged.
- 18. Use street trees, landscaping and street furniture (benches, trash cans, etc.) where appropriate. These must be carefully coordinated with utilities and traffic safety to avoid conflicts in Village right-of-ways.

Transportation Planning

- 19. The Village will continue to map the preferred routes and connection points for major streets and recreational trails and will ensure adequate and appropriate right-ofway dedication as land is divided. The Village will utilize its official mapping powers to coordinate longterm facility planning in the Village and surrounding extraterritorial area.
- 20. The Village may require development agreements that define the responsibilities of the Village and the developer regarding any required improvements to Village streets and funding of such improvements. The Village may also require that the developer fund the preparation of a traffic impact analysis by an independent professional prior to approving new development.
- 21. Where appropriate, the Village may designate weight restrictions and truck routes to protect local streets and improve traffic flow.
- 22. The Village may consider establishing transit-oriented development ordinances in areas planned for future transit services.

ECONOMIC PROSPERITY

GOALS & OBJECTIVES

Goal 1: To maintain and improve the current quality of life in the Village by focusing on increased business opportunities.

Objectives:

- a. By promoting service businesses (e.g. dry cleaners), entertainment, hospitality and retail businesses.
- b.By working with commercial property owners and businesses to create aesthetically pleasing and functionally attractive commercial properties.
- c. By identifying properties that are suitable for the expansion of business and industrial parks.
- d. By maintaining a balance of industrial, commercial and residential land uses to stabilize and enhance the Village's tax base and provide high quality employment opportunities.
- Goal 2: To create a strong local economy by meeting the needs of existing businesses, attracting new employers and promoting the creation of jobs.

Objectives:

a. By considering establishing new programs and utilizing existing programs to assist new and existing businesses, such as Tax Incremental Financing (TIF) districts, Business Improvement Districts (BID), La Crosse County economic development revolving loan program, etc.

b.By working with the Holmen Area

- Civic and Commerce Association to communicate with business and industry on a regular basis to ensure their needs are being met.
- c. By continuing to service new industrial and business areas with all necessary public utilities.
- d.By marketing the local and regional assets to stimulate high-quality economic growth in Holmen. These assets include convenient access to railroad, air, trucking, the Mississippi River and the interstate/highway system.
- e. By promoting the Village of Holmen as a friendly place to do business.

Goal 3: To strengthen and enhance the existing business districts.

Objectives:

- a. By encouraging infill development on vacant or underutilized land in the Village's existing business districts, especially along Holmen Drive and the downtown business district.
- b.By working with the Holmen Area Civic and Commerce Association to jointly address issues related to site and building design and other necessary improvements.
- c. By continuing to work with downtown business owners to promote a unique theme for the area. Banners and wayfinding signage already exist, but common landscaping, architecture, building materials, colors, signs and aesthetic themes should be established to provide a uniform feel and unique identify.

- d.Consider the creation of a Downtown TIF District to implement redevelopment projects, streetscaping, and infrastructure improvements.
- e. By encouraging public and private investments in the business district.
- f. By ensuring adequate, but not excessive, parking for all business areas. Where appropriate, the Village will consider the use of shared parking to reduce impervious surfaces.

STRATEGIES

Coordinated Economic Development

- 1. Promote businesses in the Village and coordinate efforts with neighboring communities, the La Crosse Area Development Corporation (LADCO) and the County, including:
 - Encouraging communication between the Village and businesses to ensure that existing business needs are being met and new business opportunities are identified.
 - Determining what types of industries and businesses Holmen can attract.
 - Working with local elected officials, economic development representatives and community development groups to coordinate policies and projects, thereby increasing efficiency, reducing costs, minimizing policy conflicts and maximizing business development outcomes.
- 2. Continue to work with the La Crosse Area Development Corporation

- (LADCO) to acquire economic development data and to use the LADCO as an educational source for learning about grants, loans, and other economic development assistance programs.
- 3. Encourage businesses to take full advantage of loan funds available through La Crosse County's revolving loan fund.
- 4. Consider working with the Holmen Area Civic and Commerce Association to sponsor business and industry appreciation events, which can encourage business leaders to stay in the community and to expand.
- 5. Continue to attend all Holmen Area Civic and Commerce Association meetings and events. Consider having a representative from the Village on the Civic and Commerce Association's Board to ensure contact with local businesses and ensure that Village committees have business interests represented.

Commercial Development

- 6. Direct commercial businesses to the downtown area and infill the commercial zoning districts with approved uses by enforcing the Village Zoning Ordinance and other regulations, and designating these areas for commercial development on the Future Land Use Map.
- 7. Comply with this plan's land use element, goals, objectives, recommendations and map as appropriate with regard to commercial development especially regarding the Village's Article XVI. Design Standards.
- 8. Promote expanded businesses in the

- Village, including hotel, pharmacy, restaurants and expanded retail services, by marketing for these types of businesses.
- 9. Take advantage of the Halfway Creek and Holland Bike Trail connections to the Great River State Trail by exploring opportunities for recreation/tourism business development opportunities.

Industrial Development

- 10. Explore the use of grants and loans for the development of new industries, where appropriate.
- 11. Direct new industrial businesses to the Village's industrial parks and expand the parks as needed. Create new industrial parks as identified on the Future Land Use Map.
- 12. Review and revise as necessary the list of permitted principal, conditional, and accessory uses in industrial or manufacturing districts to include those uses deemed appropriate with the Village.

Economic Development Planning

- 13. Continue to utilize tax increment financing, and other similar tools, to promote economic development.
- 14. Continue to plan for a supply of developable land for industrial, office and commercial land uses in locations that can easily be served with Village utilities, services and facilities.
- 15. Encourage the aesthetic quality of business districts by designing and implementing high quality design guidelines through the use of the Village's Zoning Ordinance and site plan review. This is especially important for the Holmen Drive,

- Seven Bridges TIF District and Downtown areas.
- 16. Before large areas on the Village periphery are rezoned for commercial or industrial uses, an independent analysis of the economic impact of commercial development on those lands on the Village and its existing business districts should be considered by the Plan Commission and the Village Board, particularly when tax increment financing is proposed. The developer should pay for the analysis, or pay the Village to perform the analysis.
- 17. When making public purchases for goods or services, the Village should utilize Holmen businesses when possible. For example, the Park and Recreation Department could contract with local grocers or food vendors for concession stands.
- 18. Keep the Village offices and the Library in the Downtown to serve as the civic center of the community.

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

GOALS & OBJECTIVES

Goal 1: Work with neighboring towns and the county to protect productive agricultural areas outside planned growth areas of the Village, and in any other locations where economically or culturally important agricultural or natural areas exist.

Objectives:

- a.By working with neighboring towns and the county to encourage enrollment in farmland protection programs.
- b.By recognizing that agriculture helped shape the Village of Holmen and acknowledging that it is still economically important to the community and region.
- c. By encouraging land use practices in these areas that protect the land.
- d. By implementing extraterritorial plat review.
- e. By working with neighboring towns and the county to enforce exclusive agricultural zoning.

Goal 2: Encourage land use patterns and practices that are environmentally responsible and that do not disrupt the natural hydrologic system, including the balance between ground and surface waters.

Objectives:

a. By requiring proper stormwater management practices, such as rain

- gardens, detention and infiltration, to maintain or increase groundwater recharge and reduce excess runoff.
- b.By requiring Best Management Practices to control erosion and sedimentation during construction.
- c. By discouraging the regrading of large areas that alter natural topography and drainage patterns.
- d.By locating transportation system improvements to minimize impacts on environmental corridors, when possible.

Goal 3: Preserve the bluffs, wetlands, woodlands and wildlife habitat within the Village and encourage protection of these resources on surrounding land.

Objectives:

- a. By discouraging land disturbing activities on slopes greater than 12% and where elevations are below 700 feet or above 900 feet in elevation.
- b. By considering the use of conservation easements, when possible, to protect environmentally important lands.
- c. By encouraging the use of stormwater management techniques that will reduce the impact of stormwater runoff on the quality of Halfway Creek and Sand Lake Creek.
- d.By continuing to require the protection of existing vegetation on new development sites to the greatest degree possible in order to minimize soil erosion during and after construction. This includes protecting

existing stands of mature trees.

e.By protecting wetlands and floodplain areas from incompatible development.

Goal 4: Preserve the community's cultural and historic features, as well as maintain the small-town character of the Village.

Objectives:

- a. By ensuring the environmental and aesthetic qualities of the community are preserved or enhanced.
- b.By encouraging the preservation of historically significant buildings and in sites in Holmen.
- c. By encouraging the protection of the important archaeological sites in and around the Village.
- d.By encouraging cultural activities through clubs, private organizations and foundations.
- e. By continuing to build community identity through revitalization of Main Street.
- f. By maintaining downtown Holmen as a community center with an emphasis on specialty retail, restaurants, cultural facilities, services and government and institutional land uses.
- g.By promoting and maintaining community parks and open space areas as social gathering places.

STRATEGIES

Agricultural Resources

- 1. Encourage the use of conservation subdivisions for residential developments in agriculturally important areas adjacent to the Village.
- 2. Support private landowners who wish to protect their land by using conservation easements and other land protection tools, unless such measures conflict with the efficient, orderly and planned expansion of the Village.
- 3. Work with the Town of Onalaska, the Town of Holland and La Crosse County to encourage an orderly, efficient development pattern that protects productive agricultural land and minimizes conflicts between urban and rural uses.

Natural Resources

- 4. Protect environmental corridor features including waterways, floodplains, wetlands, groundwater recharge areas, steep slopes, wildlife habitat, scenic vistas and woodlands through continued implementation and enforcement of the Village subdivision ordinance, zoning and the official Village Map and supporting private preservation efforts when appropriate.
- 5. Require important natural resource features to be depicted on all site plans and preliminary plats and certified survey maps in order to

- facilitate preservation of these resources.
- 6. Use the Village's zoning, subdivision review and official mapping powers to protect the Halfway Creek corridor, Sand Lake Creek and bluffs.
- 7. Implement the recommendations of the Halfway Creek and Sand Lake Creek Watershed Hydraulic Study and Stormwater Management Plan. Work with surrounding jurisdictions, developers and the DNR to protect the creeks and work to reduce water quality problems.
- 8. Follow the Village stormwater plan and ordinance adopted in 2004, as may be amended.

Community Character

- 9. Apply Wisconsin Main Street Program principles to Holmen's downtown, including organization, design, economic restructuring and promotion of the downtown area.
- 10. Encourage the Holmen Historical Society to celebrate Holmen's downtown archaeological resources by participating in Historic Preservation and Archaeology Week. The event is usually held in early May and information may be obtained through the Wisconsin Historical Society.
- 11. Make Star Hill a major community amenity by using it on banners, logos, etc.
- 12. During public development projects that have federal, state or local government involvement, continue to be aware of applicable

laws to protect cultural resources, including:

- Section 106 of the National Historic Preservation Act for federal projects
- Wisconsin Statue § 44.40 for state projects
- Wisconsin Statute § 66.1111 for location projects
- Wisconsin Statute § 120.12 (21) for projects involving schools
- 13. Continue to strive to create an identity for the Village. Consider working with downtown property owners to create a unique streetscape design theme for the downtown that builds on a historic and/or natural resources theme. Also, continue to update and expand the Village's wayfinding signage and banners as necessary.
- 14. Require new or redeveloped parking lots in the Village's industrial park to have attractive landscaping or other screening.
- 15. Continue to provide street trees along downtown streets and gateway corridors. Do not block historical building facades and signage with trees, but do place trees where they could block undesirable views.

COMMUNITY FACILITIES & SERVICES

GOALS & OBJECTIVES

Goal 1: Provide services and facilities necessary to improve the quality of life of Holmen's residents, property owners, businesses and visitors.

Objectives:

- a. By encouraging the economical and efficient provision of infrastructure and public services, including identifying and reserving for future use lands sufficient to meet needs for necessary services such as wastewater treatment, water supply and water storage.
- b.By promoting the highest and most efficient levels of police, fire and first responder services for the Village.
- c. By encouraging efficient and wellplanned use, maintenance and construction of public buildings and property, including infrastructure systems, within the Village.
- d.By upgrading the existing water system so all areas of the Village have sufficient quality and quantity of water to meet existing and future needs.

Goal 2: Ensure efficient and **affordable utilities and community facilities in Holmen.**

Objectives:

- a. By coordinating the community facilities and services planning with land use and transportation planning.
- b.By continuing to direct new

- development to areas that can be efficiently and economically served by existing or planned Village streets, sanitary sewers, public water mains and stormwater management facilities.
- a. By evaluating new development proposals on the basis of their fiscal impact and their impact on service levels.
- b.By discouraging the proliferation of unsewered urban development.
- a. By seeking grants, low-interest loans and alternative methods of funding improvements.
- b.By maximizing the use of existing utility systems.

Goal 3: Avoid environmentally sensitive areas when extending and constructing utilities and community facilities.

Objectives:

- c. By discouraging development that would require public water, sewer, gas and/or electric lines on land above 900 feet in elevation.
- d.By discouraging land disturbing activities on slopes greater than 12%.
- e.By encouraging the preservation of the maximum amount of native vegetation in construction areas.
- f. By encouraging the location of public buildings, such as schools, post office, library, etc. where they are accessible to users by walking, bicycling or driving a short distance.

g.By continuing to discourage development below 700 feet in elevation (the floodplain area).

Goal 4: Maintain and improve the Village's parks and open spaces and provide recreational opportunities for residents and visitors of all ages.

Objectives:

- a. By ensuring that park and recreation facilities are planned on a neighborhood, community and Village-wide basis as related parts of a unified, well-balanced system that provides maximum opportunities for all residents. These parks should be acquired through land dedication requirements in new developments, as provided in subdivision and planned unit development ordinances.
- b. By taking advantage of opportunities to purchase park and/or recreation land as needed when such land becomes available.
- c. By promoting the multiple use of facilities including developing school/ park combinations and community centers/recreation spaces.
- d.By continuing to devote resources to first maintain and improve existing park and open space areas and then to develop any new parks and open spaces.
- e. By using pedestrian and bicycle facilities to connect parks and open spaces.

STRATEGIES

Parks

- 1. Continue to collect parkland fees or require parkland dedication and/ or trail rights-of-way for all new developments. Ensure that land accepted in dedication is either set aside for preservation or accepted only after size, access, buffering and facilities layout can be demonstrated as suitable for development. Continue to periodically review the dollar amount of fees in lieu of the land donation
- 2. Parks should be designed with multiple access points, including sidewalks connecting all surrounding neighborhoods.
- 3. Park facilities should be designed to meet the needs of all residents in the Village, including special groups such as the elderly, disabled, economically disadvantaged and pre-school age children. These facilities can be funded through impact fees, open space grants, subdivision dedications, user fees and general funds.
- 4. Continue to implement the Village of Holmen Outdoor Recreation Plan 2004-2010 and update the plan as necessary.
- 5. The Village should work to develop a Village-wide interconnected trail system.
- 6. Conduct regular (seasonal, annual or as appropriate) evaluation of park and recreation sources (programs, facilities and operations) to ensure that community needs are being met.

Schools

7. The Village of Holmen School District should continue to communicate and work together on school improvements, new school siting and impact evaluation of new developments on the School District's capacity to provide adequate facilities and transportation services.

Utilities

- 8. Continue to utilize the Subdivision Ordinance to require new land divisions to be served with the full array of Village services, facilities and utilities including sanitary sewer, municipal water, parks and open space, public schools, library services, public safety services, refuse collection and transportation facilities.
- 9. Maintain and implement a stormwater management plan.
- 10. The Village should consider proposals for annexation into the Village of Holmen by evaluating the following criteria:
 - The area proposed for annexation has access to or can be connected to areas already served by the Village, thereby allowing efficient delivery of services, facilities and utilities.
 - The Village can readily provide services, utilities and facilities to the area.
 - The annexation is in an area designated for growth on the

Village's Future Land Use Map.

- All public improvements, both off-site and on-site, necessary to serve the annexed area can be constructed and financed in accordance with Village standards and policies and with goals and objectives within this plan.
- The annexation area can be developed in a timely manner so the Village does not invest in development costs without the timely return of necessary fees and taxes.
- The increased tax base and overall benefit to the community of approving the annexation outweigh the actual financial impact on the community for providing police, fire, road maintenance and other public improvements and services to the annexation area.
- The area is consistent with existing or future boundary agreements.
- 11. The Village should monitor development activity annually to identify situations where the rate of Village growth is different (i.e. too fast or too slow) from that anticipated in the Village's Comprehensive Plan.
- 12. Use existing public water, sanitary and storm sewer to encourage growth in appropriate infill locations.

Cost Efficiency

13. Continue to require developers

to pay all development costs and to install streets and utilities in new developments, not withstanding tax increment financing incentives approved by the Village Board.

- 14. Adequately maintain existing facilities. The Village should budget sufficient funds to perform major preventive maintenance of existing facilities. In general, the Village should not acquire or construct major new capital facilities unless the appropriation for the maintenance of existing facilities is secured and the Village can reasonably expect to maintain both facilities.
- 15. Require fiscal impact analyses of all major capital projects considered for funding. Such analyses should include, but not be limited to one-time capital costs, life-cycle operating and maintenance costs, revenues from the project and costs of not doing the project.
- 16. The Village should seek grants and funding for needed utility and facility improvements, including Tax Increment Financing (TIF), an Impact Fee Ordinance and Community Development Block Grants (CDBG).
- 17. Continue to require developers to extend infrastructure to the boundary of all new developments.

COLLABORATIONS & **PARTNERSHIPS**

GOALS & OBJECTIVES

Goal 1: To continue to work cooperatively and maintain excellent relations with all governmental units in and around the region.

Objectives:

- a. By frequently communicating with other government officials (staff, elected and appointed officials) both formally (on committees, etc.) and informally (telephone calls, emails, etc.).
- b.By participating on regional or joint planning committees.
- c. By coordinating on planning efforts (e.g. comprehensive, land use, transportation, and natural resource protection), regulations, and specific land use decisions.
- d.By sharing information, equipment, resources, facilities, technology, services, and possibly revenue that have cross-jurisdictional use.
- e.By creating and maintaining intergovernmental agreements with the City of Onalaska, Town of Onalaska, and Town of Holland when neccessary and appropriate.
- f. By maintaining, improving or expanding existing successful intergovernmental cooperation efforts such as the Fire District.

Goal 2: To work with neighboring communities to lower the costs of providing services.

Objectives:

- a.By achieving cost efficiencies, combined with excellent public service delivery, through cooperative public service arrangements.
- b. By identifying opportunities to jointly provide expanded or new services such as additional recreational programs or parks facilities with neighboring communities.

Goal 3: To collaborate with the City of Onalaska, Town of Onalaska, Town of Holland, and La Crosse County to implement this Comprehensive Plan.

Objectives:

- a.By collectively protecting bluffs, water quality, and prime farmland.
- b.By working together to create a coordinated growth and development strategy for the area.
- c. By jointly pursuing economic development initiatives.

STRATEGIES

- 1. Work together with the City of Onalaska, surrounding towns, and La Crosse County to develop compatible land use and zoning regulations.
- 2. Cooperate with the City of Onalaska, and Towns of Onalaska and Holland to determine the feasibility of combining City and Village services in order to save money and improve service delivery through the reduction or elimination of the duplication of services. This may be accomplished through cooperative agreements and other methods.
- 3. Jointly plan transportation and

- trail (bicycle and pedestrian) improvements and connections between the Village and neighboring communities.
- 4. Update and then maintain the intergovernmental boundary agreement with the Town of Holland to promote orderly development between the two communities.
- 5. Update and then maintain the intergovernmental boundary agreement with the Town of Onalaska to promote orderly development between the two communities.
- 6. Continue to maintain a cooperative boundary plan with the City of Onalaska to promote orderly development between the two communities.
- 7. Participate in planners' meetings proposed by La Crosse County to include planning and zoning administrators from area cities, villages and towns to discuss a predetermined subject.
- 8. Work with regional planning agencies to implement this Comprehensive Plan and coordinate regional planning efforts.
- 9. Continue to participate in existing intergovernmental cooperation efforts such as the Fire Department District.
- 10. Explore the provision of expanded regional transportation options for Holmen residents.
- 11. Support regional economic development efforts that are consistent with the Village's vision and goals.

LAND USE

GOALS & OBJECTIVES

Goal 1: New developments will contribute to the Village's small town charm and character, and protect existing neighborhoods and commercial areas.

Objectives:

- a. By ensuring that adjacent land uses are compatible with regard to such factors as smoke, noise, odor, traffic activity, and appearance.
- b.By encouraging the preservation and expansion of the downtown as an important community gathering place with a variety of civic, retail, residential, small office, restaurant and entertainment uses.

Goal 2: Promote the orderly and efficient growth of the Village.

Objectives:

- a. By supporting infill and redevelopment on lands that are vacant, blighted, or underutilized.
- b.By supporting development that is consistent with the extension of community facilities and services as identified in this comprehensive plan.
- c. By continuing to extend the existing pattern of development in the Village beyond the current limits, including neighborhoods that are interconnected and consist of a mix of housing types and sizes, and are near commercial, employment, recreation and civic areas. public facilities and services.

Goal 3: Ensure new growth

complements the high quality of life that Village residents and businesses currently enjoy.

Objectives:

- a. By striving for an equitable balance between new market-driven developments, the Village's small community character, the quality of life, and the Village's ability to provide public facilities and services.
- b.By examining the impacts of growth and construction on the quality of life, including the impacts and costs on Village services and facilities.
- c. By coordinating with the City and Town of Onalaska and Town of Holland on an overall growth and development policy that benefits Holmen and protects the area's natural resources, such as the bluffs and creeks.

Goal 4: The Village will continue to be a dynamic, growing community.

Objectives:

- a. By ensuring that all new developments are consistent with this comprehensive plan, including the Future Land Use Map.
- b.By planning for and identifying lands suitable for residential and employment growth as well as tourist accommodations and recreational opportunities.

Goal 5: Encourage new growth and development to respect the Village's farmland and environmental resources such as the bluffs, wetlands, woodlands and wildlife habitat.

Objectives:

- a. By discouraging land disturbing activities on slopes greater than 12% and where elevations are below 700 feet or above 900 feet in elevation.
- b. By continuing to restrict development from wetlands and flood hazard areas.
- c. By working to minimize impacts from storm drainage from developments.
- d. By incorporating significant natural features in an environmentally sensitive way into new developments such as establishing buffer areas between new developments and Halfway Creek and Sand Lake Creek.
- e. By building on soils that have adequate bearing capacity and are suitable for excavation and site preparation, to the extent possible.
- f. By considering reserving potential scenic areas along the waterways, wetlands, and bluffs as public recreation areas.

STRATEGIES

- 1. Inform developers and potential developers about this comprehensive plan and the importance of their reviewing and understanding that it must be implemented prior to submitting an application for development.
- Provide simple, clear application forms and written explanations of the Village development review processes and requirements.
- 3. Consider tailoring Planned Unit Development (PUD) standards to allow the implementation of

- many of the existing characteristics already evident in the Village such as: interconnected streets; development oriented to pedestrian activity; a mix of uses and types; the preservation of significant natural features; the provision of parks or other public spaces; and architecture and landscape that respond to the unique character of the area.
- 4. Where practical, infill areas within the existing Village boundaries.
- 5. The Village should discourage leapfrog development (i.e., proposed development is far from existing development and utilities/ infrastructure).
- 6. Land disturbing activities are discouraged on slopes 12% to 20%, and where elevations are below 700 feet or above 900 feet in elevation. Land disturbing activities in these areas may receive approval by the Village after review by Village Staff and Officials. Proposed land disturbing activities in these areas are highly encouraged to utilize Best Management Practices during and after construction. Erosion Control Plans must be submitted for development on slopes of 12% or more.
- 7. Land disturbing activities on slopes of 20% or more are limited to logging roads, access road developments, quarry operations, utilities installations, and areas where slopes ≥ 20% are < 4,000 contiguous square feet. All other land disturbing activities need to occur >10 feet from slopes \geq 20%. Proposed land disturbing activities in these areas are highly encouraged to utilize Best Management Practices during and after construction. Erosion Control Plans must be submitted for development on slopes of 20% or more.

- 8. When evaluating development, rezoning or annexation proposals, identify potential impacts to surrounding land uses and require that all adverse impacts be minimized or eliminated prior to approval. For example, existing residential areas should be adequately buffered from new institutional uses through the use of zoning setbacks, vegetative screening, berms, fences and/or walls.
- 9. The Village should preserve waterways, wetlands and bluffs as recreation sites as development occurs in those areas. Encourage these lands to be protected under permanent or scenic easements during the development review processes.
- 10. As the Village grows, support the development of commercial areas to serve new neighborhoods, such as small offices, restaurants, grocery stores, etc. to provide these residents with every day conveniences that other Village residents enjoy.
- 11. The Village should support and encourage the development of senior housing, as well as businesses necessary to serve the aging population, such as pharmacies and clinics.
- 12. To the extent possible, institutional land uses such as school, churches, libraries, community centers, etc. should be located in areas where they will not have a negative impact on traffic flows and volumes in surrounding residential areas.
- 13. New development redevelopment projects (especially in the Downtown area, South Holmen Drive area, and Seven Bridges area) should include high quality site plan designs, landscape designs and building designs following Article XVI.

Chapter 3 FUTURE LAND USE

Chapter Contents

Chapter 3: Future Land Use

This chapter outlines the desired future land use for Holmen and the surrounding planning area, including categories of land uses, development densities and design strategies consistent with the goals, objectives, and strategies of Chapter 2.

31 Using the Future Land Use Map

A summary of how to use the Future Land Use Map.

31 Amending the Future Land Use Map

A summary of land use aspects to consider prior to any Future Land Use Map amendments.

32 Interpreting Boundaries

Directions on how to interpret any uncertainties regarding map boundaries

32 Future Land Use Categories, Policies & **Design Strategies**

Descriptions of future land use categories, policies, and design strategies.

USING THE FUTURE LAND USE MAP

The Future Land Use Map (Refer to Appendix C) identifies categories of similar use, character and density. These categories, and associated policies, are described in the preceding pages, including explanation of the Village's intent, zoning, design and development strategies for each.

These plan includes two Future Land Use Maps, one scaled to view the entire planning area and an additional map scaled to those areas within the Village limits at the time this plan was developed. Other than the difference in layout design both maps are identical and together are considered the Village's official Future Land Use Map.

This map and the corresponding text are to be consulted whenever development is proposed, especially when a zoning change or land division is requested. Zoning changes and development shall be consistent with the future land use category shown on the map and the corresponding plan text.

Where existing uses in this map differ from the future use, it is not the general intent of the Village to compel a change in zoning or a change in use. Except in rare instances when the Village may actively facilitate redevelopment of a priority site, the Village's use of this map will be only reactive, guiding response to proposals submitted by property owners and developers.

AMENDING THE FUTURE LAND USE MAP

It may from time to time be appropriate to consider amendments to the Future Land Use Map. See Chapter 4 for a description of the procedural steps for amending any aspect of this plan. The following criteria should be considered before amending the map.

Agricultural- The land does not have a history of productive farming activities or is not viable for long-term agricultural use. The land is too small to be economically used for agricultural purposes, or is inaccessible to the machinery needed to produce and harvest products.

Compatibility- The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing residential neighborhoods. A petitioner may indicate approaches that will minimize incompatibilities between uses.

Natural Resources- The land does not include important natural features such as wetlands, floodplains, steep slopes, scenic vistas or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland and Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioner may indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.

Emergency Vehicle Access- The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.

Ability to Provide Services- Provision of public facilities and services will not place an unreasonable financial burden on the Village. Petitioners may demonstrate to the Village that the current level of services in the Village, or region, including but not limited to school capacity, transportation system capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/ or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Village with any shortcomings in public services or facilities.

Public Need - There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive fiscal impact on the Village. The Village may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.

Adherence to Other Portions of this Plan- The proposed development is consistent with the general vision for the Village, and the other goals, objectives, and policies of this plan.

INTERPRETING BOUNDARIES

Where uncertainty exists as to the boundaries of districts shown on the Future Land Use Map, the following rules will apply. If uncertainty still exists, the Village Administrator shall decide any inquires related to map boundaries.

- 1. Boundaries indicated as approximately following the center lines of streets, highways, or alleys will be construed to follow such center lines.
- 2. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
- 3. Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.
- 4. Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
- 5. Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
- 6. Boundaries indicated as following the center lines of streams, rivers, canals, or other bodies of water will be construed to follow such center lines.
- 7. Boundaries indicated as parallel to extension of features indicated in the preceding above will be so construed. The scale of the map will determine distances not specifically indicated on the map.

FUTURE LAND USE CATEGORIES, POLICIES & DESIGN STRATEGIES

The future land use categories identify areas of similar use, character and density. These classifications are not zoning districts - they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.); however, they do identify those Village of Holmen Zoning Districts that currently "fit" within each future land use category (herein

described as "generally acceptable zoning districts"). The list of generally acceptable zoning districts will be used by the Village to confirm whether requests for rezoning of property are consistent with this plan. Areas subject to Village zoning districts include all lands located within the Village of Holmen Municipal Boundary. Areas outside the municipal boundary, but within the Village's extraterritorial plat review jurisdiction are subject to the Village's Subdivision and Land Division Ordinance in addition to La Crosse County Zoning regulations.

The illustrations and strategies listed within each category are provided to help landowners and Village officials make design decisions during the development process consistent with the intent of the future land use category. These strategies may be used to help determine whether to approve a rezoning, which zoning district to apply, and what conditions to set, if any. Some categories also feature design recommendations and representative photos or illustrations.

The identification of future land use categories and associated uses does not compel the Village to approve any and all development or rezoning petitions consistent with the future land use category or map. Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, and ability to provide services to the site, and the phasing of development before an application can be approved.

The thirteen categories designated on the Future Land Use Map are:

RL - Rural Lands (Low Density Residential)

MDR - Medium Density Residential

HDR - High Density Residential

MURH - Mixed Use Rural Hamlet

MURC - Mixed Use Residential & Commercial

MUD - Mixed Use Downtown

MUCLI - Mixed Use Commercial & Light Industrial

C - Commercial

M - Manufacturing

PRC - Parks, Recreation & Conservancy

GI - Government and Institutional

NRP - Natural Resource Protection

SPA - Special Planning Areas

Rural Lands (Low Density Residential)

The Rural Lands (RL) category is intended to preserve land and rural character in areas deemed unlikely, inappropriate, or infeasible for non-agriculturally based development at the time this plan was developed. Typical uses in these areas include:

- Farming & Farmsteads
- · Agricultural Based Businesses
- · Forestry Operations
- Quarry Operations
- · Open Spaces and Woodlands
- · Limited low density residential non-farm developments on well and septic systems

The development of residential subdivisions is strongly discouraged in areas designated as Rural Lands. The preferred development density is one (1) dwelling unit per twenty (20) acres, or less of contiguous land under single ownership rounded to the nearest whole number. In limited cases, the use of conservation subdivisions or cluster developments may be permissible. The development of non-agriculturally based commercial and manufacturing uses is also strongly discouraged in RL areas.

Development in RL areas should be limited in order to preserve rural vistas, blufflands, open spaces, woodlands, and agricultural lands. In addition, limiting development in these areas serves to reduce urban sprawl and inefficient land development patterns. Non-agriculturally based uses should be targeted for development within the Village where a full range of urban services can be provided and developments can occur at greater densities.

Those new developments which are deemed appropriate for approval in RL areas shall be located in order to minimize the fragmentation of productive agricultural land and to minimize any disruption to existing farm operations. New access points onto county and state highways should be avoided when possible, particularly those intended on serve only one property. New developments that would pose a threat to the efficient expansion of the Village should be prohibited.

Generally Acceptable Zoning Districts include:

- A Agriculture
- C Conservancy

RURAL LANDS

DESIGN STRATEGIES

Figure 3.2 Conservation Design Strategies for Rural Residential Neighborhoods

Discouraged Layout

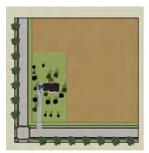
Placing the property in the center of the parcel (property) fragments the side and productive agricultural lands.



Discouraged Layout

Desired Layout Options

Placing the property at the corner of the parcel (property) maximizes productive agricultural land.



Desirable Layout #1



Desirable Layout #2

Conservation Development

Conservation development layout example: Emphasis on minimal roadways with a large amount of conserved land for public use.







Medium Density Residential

Medium Density Residential (MDR) areas are intended for housing with densities that range from three (3) to seven (7) units per acre in a Traditional Neighborhood Design. Areas classified as MDR will typically be predominately single-family detached units with the potential for some duplex, twindominiums, four plex, and other lower density attached housing developments. Though single-family housing is the predominant use in most neighborhoods, healthy, balanced neighborhoods may also include other uses that support the needs of residents, including:

- Senior Housing
- · Parks and recreational facilities
- · Small municipal and institutional facilities (e.g. well house)
- · Community centers
- · Places of worship
- Schools
- · Day care centers
- Small pockets of High Density Residential (<25% of total area, typically located as a buffer to non-residential uses or along major roadways/intersection to the development)
- · Small commercial uses that serves neighborhood needs (<10% of total area, typically located as a buffer to nonresidential uses or along major roadways/ intersections to the development area).

Generally Acceptable Zoning **Districts include:**

- R-1 Single-Family Residential
- R-2 Single-Family Residential Large Lot
- R-3 Existing Single-Family Mixed Residential
- R-4 Two-Family Residential
- R-6 Zero Lot Line Single-Family Residential
- R-7 Single-Family Attached Residential
- B-3 Neighborhood Commercial
- PUD Planned Unit Development
- C Conservancy

High Density Residential

High Density Residential (HDR) areas are intended for housing with densities that exceed seven (7) units per acre in a Traditional Neighborhood Design. Areas classified as HDR will typically be predominately multi-family attached units with the potential for some single-family attached, single-family detached, duplex, twindominiums, four plex, and other lower density housing developments. The appropriate mix of densities may require use of Planned Unit Developments.

Though multi-family housing is the predominant use in most neighborhoods, healthy, balanced neighborhoods may also include other uses that support the needs of residents, including:

- · Senior Housing
- · Assisted Living Facilities
- Parks and recreational facilities
- Small municipal and institutional facilities (e.g. well house)
- · Community centers
- Places of worship
- Schools
- Day care centers
- · Small pockets of Medium Density Residential (<25% of total area)
- · Small commercial uses that serves neighborhood needs (<20% of total area, typically located along major roadways/ intersections to the development area).

Generally Acceptable Zoning Districts include:

- R-1 Single-Family Residential
- R-3 Existing Single-Family Residential
- R-4 Two-Family Residential
- R-5 Multi-Family Residential
- R-6 Zero Lot Line Single-Family Residential
- R-7 Single-Family Attached Residential
- B-3 Neighborhood Commercial
- **PUD Planned Unit Development**
- C Conservancy

TRADITIONAL NEIGHBORHOOD DESIGN

Traditional Neighborhood Design (TND) is a planning concept that calls for residential neighborhoods to be designed in the format of small, early 20th century villages and neighborhoods. Those traditional formats were characterized by one-family and two-family homes on small lots, narrow front yards with front porches and gardens, detached garages in the backyard, walkable "Main Street" commercial areas with shops lining the sidewalk, and public parks, town greens, or village squares.

TND is intended to provide an alternative to bland subdivisions and suburban sprawl. Most contemporary development is characterized by an orientation to the automobile, separation of land uses, and low intensities. In contrast, TND calls for compact, pedestrian-oriented neighborhoods with a mix of commercial and residential uses, a variety of housing types, and public places where people have opportunities to socialize and engage in civic life. The automobile is still accommodated, with ample parking and efficient circulation, but it no longer dominates the landscape.

MEDIUM & HIGH DENSITY RESIDENTIAL

DESIGN STRATEGIES

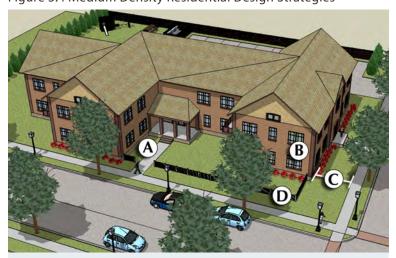
Figure 3.3 Single-Family Design Strategies



This graphic illustrates how a single-family homes can use varying techniques to create a relationship with the street (see text for technique

- A. Building setbacks will vary according to building type and lot size but should generally not exceed 30 feet.
- B. Incorporate covered front porch or at least a raised stoop, preferably covered.
- C. Utilize low fences, hedges or other landscaping to establish a layer of privacy behind the sidewalk.
- D. Consider garage location and scale to avoid a "garage-scape" street appearance.
- E. Include sidewalks and pedestrian scaled lighting





This graphic illustrates how a multi-family building can use varying techniques to create a relationship with the street (see text for technique

- A. The front door should face the street and there should be a clear route to the door from the street or sidewalk.
- B. The mix of architectural themes or styles should generally be consistent within a neighborhood or development, but there should be variation in floor plan, facade design, and color choice to avoid monotony.
- C. Building setbacks will vary according to building type and lot size but should generally not exceed 30 feet. When adjacent to lower density residential buildings, larger buildings should incorporate strategies to minimize the apparent size of the building, including flat roofs instead of pitched roofs, deeper setbacks for upper stories, and/ or variation in the depth of the setback along the building facade

Mixed Use Rural Hamlet

The Mixed Use Rural Hamlet (MURH) area is intended to provide a unique mix of low intensity commercial, residential, public and recreational uses. Areas identified on the Future Land Use Map as MURH include the unincorporated village of Midway. The mix of land uses may include one or a combination of the following:

- · Detached Single-Family Residential
- · Restaurants and Entertainment
- · Retail Sales and Service
- Office
- · Civic and Institutional
- · Park and Recreation

Uses in the MURH area are anticipated to be integrated horizontally rather than vertically. Housing densities should not exceed seven units per acre. Commercial uses should complement residential and civic uses.

Generally Acceptable Zoning Districts include:

- R-1 Single-Family Residential
- R-2 Single-Family Residential Large Lot
- R-3 Existing Single-Family Mixed Residential
- R-4 Two-Family Residential
- B-3 Neighborhood Commercial
- **PUD Planned Unit Development**
- C Conservancy

Mixed Use Residential & Commercial

The Mixed Use Residential/Commercial (MURC) areas are intended to provide a unique mix of commercial, residential, public and related uses in a bicycle and pedestrian-friendly environment. The purpose of the MURC category is to provide flexibility in determining the most appropriate mix of complementary land uses in close proximity to one another. The mix of land uses may include one or a combination of the following:

- · Attached Single-Family Residential
- · Multi-Family Residential
- · Senior Housing
- · Assisted Living Facilities
- · Restaurants and Entertainment
- · Retail Sales and Service
- · Professional Offices
- · Live-Work Residential
- · Civic and Institutional
- · Park and Recreation

Big box retail uses and single story strip commercial developments are discouraged in these areas unless they are part of a highly integrated, well planned mixed-use development. If either of these types of development are proposed high quality site and building design features/ materials should be utilized to achieve the Village's intent for these areas.

Mixed use means both vertical mixed uses (i.e. buildings with multiple uses) or horizontal mixed uses (compatible uses adjacent to one another). Most areas identified as MURC have yet to be developed. This category is intended to provide flexibility in the siting and design of new developments and redevelopment to anticipate changes in the marketplace.

Single story buildings are discouraged in these areas. Where single floor plan buildings are proposed exterior building facades should give the appearance of at least a 1.5 story building and include variations in building facade colors, materials, and depths. The use of gabled roofs to blend with residential buildings is also encouraged.

This category is intended to foster mixed-use development areas that are characterized by quality architecture, signage, landscaping, and site design.

Generally Acceptable Zoning Districts include:

- R-4 Two-Family Residential
- R-5 Multi-Family Residential
- R-6 Zero Lot Line Single-Family Residential
- R-7 Single-Family Attached Residential
- **B-2 General Business**
- B-3 Neighborhood Commercial
- **PUD Planned Unit Development**
- C Conservancy

MIXED USE RESIDENTIAL & COMMERCIAL

Figure 3.5 Mixed Use Residential and Commercial Strategies



partment or condo units, multi-unit buildings.



irst floor retail with second story office or residences.



ed and breakfasts.



onument sign with decorative planter wall at pedestrian scale.



wo story office with gabled roof to blend with residential development.



ariation in commercial facades.



ncorporation of decorative stone and wood building materials.



ownhomes with 'zero-lot line' front and side yard setbacks.



ne and half to two story neighborhood commercial

Mixed Use Downtown

The Mixed Use Downtown (MUD) area is intended to provide a unique mix of commercial, residential, public and related uses in a pedestrian-friendly environment. Anticipated uses in the Downtown include:

- Attached Single-Family Residential
- Multi-Family Residential
- Senior Housing
- **Assisted Living Facilities**
- **Restaurants and Entertainment**
- Retail Sales and Service
- **Small Professional Offices**
- Live-Work Residential
- Civic and Institutional
- Park and Recreation

Single-family detached housing may be appropriate in the MUD area; however, this area is anticipated to transition over time to include more single-family attached developments, multi-family developments, and upper story residential units above ground floor commercial uses. The Downtown area will continue to serve as the civic center of the community with a variety of public, institutional, and recreational uses.

The Village encourages all new development, or exterior site and building renovations, in the downtown area to maintain the urban fabric and character of the area. This includes shallow or zero-lot setbacks, sidewalks, areas for outdoor dining and recreation, and multi-story buildings.

Generally Acceptable Zoning Districts include:

- R-3 Existing Single-Family Mixed Residential
- R-4 Two-Family Residential
- R-5 Multi-Family Residential
- R-6 Zero Lot Line Single-Family Residential
- R-7 Single-Family Attached Residential
- **B-1 Downtown Business**
- B-3 Neighborhood Commercial
- **PUD Planned Unit Development**
- C Conservancy

MIXED USE DOWNTOWN

Figure 3.6 Downtown Design Strategies



treet side outdoor seating area with planters to provide visual interest.



ome office conversions maintain residential character while allowing for commercial use.



all mounted store signage, at a pedestrian scale.



ecorative sidewalks and lighting



ustom projection panel signage



wning signage adds architectural interest and satisfies several design strategies, including pedestrian scaled signage and building projections.



ulti-unit apartment or condo



ownhomes with zero-lot-line front and side yard setbacks.



ocal retail and merchandize.

Mixed Use Commercial & Light Industrial

Mixed Use Commercial & Light Industrial (MUCLI) areas are intended for a wide range of retail, commercial, office, and light industrial uses. Most areas identified as MUCLI have yet to be developed. The purpose of the MUCLI category is to provide flexibility in determining the most appropriate mix of complementary land uses in close proximity to one another. The mix of land uses may include one or a combination of the following:

- Professional and corporate offices
- Business incubators and contractor services
- Medical facilities
- Business supported uses retail, daycare, health club, etc.
- Light Industrial High Tech uses
- **Eco-Business Park**

Industrial uses that require outside storage of equipment or materials are generally not permitted in these areas and are better suited for areas identified as Manufacturing on the Future Land Use Map, unless the land area needed for outside storage is minimal and high quality screening is proposed block views.

MUCLI developments are usually designed in a unified manner and feature both public and private landscaping, and common directory signage and/or entry features.

Generally Acceptable Zoning Districts include:

- **B-2** General Business
- B-3 Neighborhood Commercial
- I Light Industrial
- **PUD Planned Unit Development**
- C Conservancy

Figure 3.7 Commercial and Mixed Use Business Design Strategies



The above concept illustrates shared parking between two developments connected by an access drive, and includes vegetative buffers along all pedestrian routes.

MIXED USE COMMERICAL & LIGHT INDUSTRIAL

Figure 3.8 Business Park Design Strategies







uilding entrance defined by arching glass facade and cappay glass facade and canopy.



entral building entrance enhanced by building articulation changes and over hang awning.



asonry, LED lit business park tenant list directory sign.



tandard business park tenant directory list sign.



ogo incorporated business park tenant directory sign.



utdoor seating areas for employees.



nhanced landscaping.



ariations in facade depth and heights for light industrial uses.

Commercial

Commercial (C) areas are intended for retail, service, and office uses that serve neighborhood, community and regional markets. Example uses include:

- Big Box retailers and shopping centers
- Offices
- Clinics and health care facilities,
- Hotels
- Restaurants and entertainment businesses
- Storage
- Gas Stations and convenience stores
- Automobile sales and services

The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.) For example, areas near major transportation routes or near highway interchange ramps are generally better suited for larger retail uses such as "big-box" commercial uses. These uses typically require larger building footprints and parking lots.

Those areas located along local streets or adjacent to residential neighborhoods are better suited for small commercial uses that serve neighborhood needs. These uses typically require smaller building footprints and parking lots and are less likely to have intensive truck and delivery needs.

Generally Acceptable Zoning Districts include:

- **B-2 General Business**
- B-3 Neighborhood Commercial
- **PUD Planned Unit Development**
- C Conservancy

Manufacturing

Manufacturing (M) areas are intended for light industrial and manufacturing businesses. Typical uses include:

- Manufacturing, processing or assembling products
- **Repair Services**
- Warehousing
- Distribution
- Wholesale trade
- Accessory office and sales

Manufacturing areas typically have outside storage of equipment and materials. Manufacturing areas should be located near regional transportation routes. When located near residential uses proper site design methods should be used to screen manufacturing uses.

The Village encourages and supports investment in older manufacturing sites in existing neighborhoods. Older manufacturing sites with depilated buildings should be targeted for redevelopment into new manufacturing, commercial, residential, or civic uses through the use of all economic development tools at the Village's disposal.

The Village encourages for all manufacturing projects the use of design strategies that will maintain property values over time. Many of the design strategies previously illustrated for Mixed Use Commercial & Light Industrial and Commercial can be applicable for Manufacturing areas. At a minimum Manufacturing areas should adhere to the lighting and service area design strategies illustrated in Figure 3.10 and the stormwater management strategies illustrated in Figure 3.11. In addition, loading docks should be screened from public view along the front of the building through landscaping or building design.

Generally Acceptable Zoning Districts include:

- I Light Industrial
- M Manufacturing
- **PUD Planned Unit Development**
- C Conservancy

COMMERCIAL

Figure 3.9 Commercial Design Strategies



ecorative wall and landscaping separating adjacent uses from parking lot.



andscaped edge separating the sidewalk from the parking lot.



ative planting medians and islands serve a stormwater function while beautifying the parking lot.



ell designed parking lots have separate pedestrian circulation and complete landscapes.



wnings help define building entrances, generate intrigue and visual interest.



anopies and architectural entry features help define building entries by creating visual interest along the street frontage.



ne and half to two story neighborhood commercial



ommercial monument signs in lieu of pole signs.



ariations in building setbacks, heights, and facades. Areas for outdoor dining.

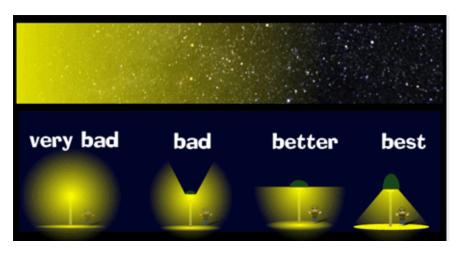
LIGHTING AND SERVICE AREAS

DESIGN STRATEGIES

Figure 3.10 Lighting and Service Area Design Strategies

Lighting

Lighting plays a role in safety, comfort and design aesthetic. This exhibit illustrates the differences in light fixture cut off and light pollution associated.



Service Area Enclosure

Decorative enclosures screen and hide unsightly and smelly dumpster and recycling receptacles from view.





STORMWATER

Figure 3.11 Stormwater Design Strategies



io-infiltration trenches, planting areas in and around parking lots, filter, store and infiltrate water.



ermeable asphalt, provides an alternative to traditional, less permeable asphalt.



ecorative and permeable paving parking lot.



Rain gardens of all sizes can help collect, filter and infiltrate sidewalk and street. stormwater run off while attracting wildlife and natural beauty.



nfiltration planters separating a public



lanter terrace/parkways can collect run off prior to entering into the stormwater system.

Government and Institutional

Government & Institutional (GI) areas are intended for churches, schools, cemeteries, art and cultural facilities, local government facilities, utilities and other parcels that are owned by a public, quasi-public, or religious entity. Park and recreational uses are sometimes a primary or secondary use on these sites.

Generally Acceptable Zoning Districts include:

The Village does not maintain a stand alone public and institutional zoning district. Such uses are typically considered as conditional uses in another zoning district.

Parks, Recreation and Conservancy

Parks, Recreation and Conservancy (PRC) areas are intended for active and passive recreation uses or preservation of natural areas, stormwater facilities, or drainage basins.

Areas identified as PRC should be preserved for passive and active recreational uses. Some stormwater management or other utility/institutional uses (e.g. water towers) maybe located within these areas.

Generally Acceptable Zoning Districts include:

- C Conservancy
- As a conditional use in another zoning district

Natural Resource Protection

The Natural Resource Protection (NRP) overlay classification identifies sensitive lands that may be subject to development restrictions enforced by Village, County, State, or Federal agencies. Mapped NRP areas include all land that meets one or more of the following conditions:

- Water bodies and wetlands mapped as part of the WDNR Wetland Inventory, or
- 100-Year Floodplains based on FEMA maps
- Areas with slopes averaging 20% or more

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat; to prevent and control water pollution; to prevent erosion and sedimentation; to prevent property damage caused by flooding; to preserve areas of natural beauty; and to provide areas for outdoor recreation. A majority of the NRP represents areas that are vital to the region's ecosystem and are key ingredients of the rural character and image of the Holmen community, and thus development in areas designated NRP shall be limited.

This classification is intended to function as an overlay district, such that the underlying future land use classification (Rural Lands, Medium-Density Residential, Manufacturing, etc.) remains in place, but the overlay classification indicates the possibility of additional restrictions on development.

Landowners are advised that land within NRP areas may be restricted from building development, site grading, or vegetation clearing under the Village, County, State, or Federal regulations. The Village maintains that some sites may be suitable for development with proper site planning. Where building development is permissible additional building setbacks and buffer yards beyond the minimum requirements is encouraged.

Recreational uses, agricultural and silviculture operations are usually permitted in accordance with local, county, state, and federal laws. Best Management Practices are highly encouraged in these areas.

Special Planning Areas

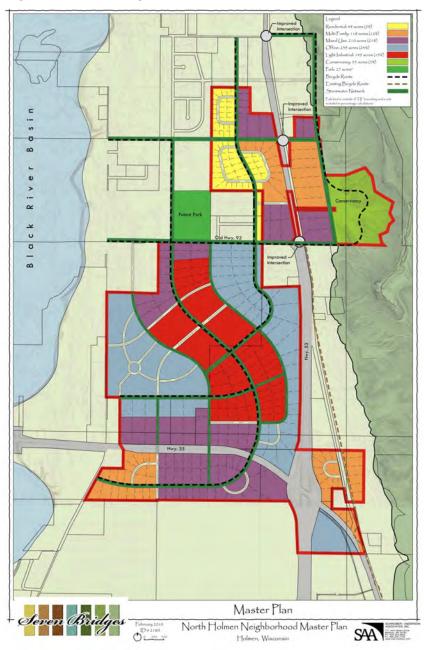
Special Planning Areas (SPA) include locations identified for either redevelopment or new development where additional sub-area planning has been completed or should be considered in the future in order to facilitate more detailed discussions of these areas. Sub-area planning may take the form of detailed neighborhood land use plans, corridor plans, zoning code modifications, tax increment finance districts, or economic development initiatives.

Seven Bridges Master Plan

In 2010, the Village adopted the Seven Bridges Master Plan. This plan includes detailed recommendations regarding land uses, site and building design standards, transportation infrastructure, stormwater management, streetscaping and branding for the northside of the Village.

In 2008, the Village created Tax Increment Finance District #2. TID #2 includes portions of South Holmen Drive and is intended to assist with the implementation of the recommendations of the South Holmen Drive Plan. Both of these documents should be consulted for additional guidance on land development and public infrastructure improvement projects. If there are any differences in the future land use designation for a parcel between the Seven Bridges Master Plan and the Comprehensive Plan, the Comprehensive Plan shall prevail unless determined otherwise by the Planning Commission. The subarea plan shall still be used to convene details regarding site and building design of private development, streetscaping and other public infrastructure improvements.

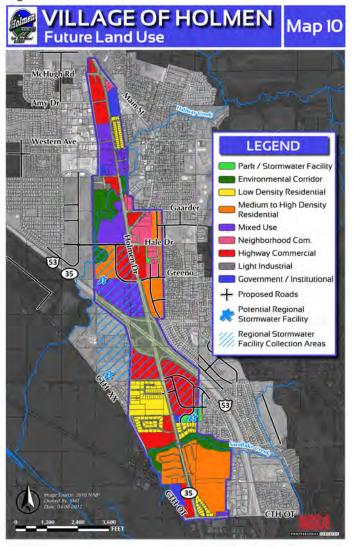
Figure 3.12 Seven Bridges Master Plan



South Holmen Drive Corridor Plan In 2012, the Village adopted the South Holmen Drive Corridor Plan. This plan includes detailed recommendations regarding land uses, site and building design standards, transportation infrastructure, stormwater management, streetscaping and branding for the area of South Holmen Drive from McHugh Road to CTH O.

In 2014, the Village created Tax Increment Finance District #3. TID #3 includes portions of South Holmen Drive and is intended to assist with the implementation of the recommendations of the South Holmen Drive Plan. Both of these documents should be consulted for additional guidance on land development and public infrastructure improvement projects. If there are any differences in the future land use designation for a parcel between the South Holmen Drive Corridor Plan and the Comprehensive Plan, the Comprehensive Plan shall prevail unless determined otherwise by the Planning Commission. The subarea plan shall still be used to convene details regarding site and building design of private development, streetscaping and other public infrastructure improvements

Figure 3.13 South Holmen Drive Corridor Plan





VILLAGE OF HOLMEN Library/Community Room Parking with 35 spa (shared with neighboring parcel) Public Parking lot with 14 spaces

Figure 3.14 Downtown Civic Campus & Village Center Plan



Downtown Civic Campus

In 2013, the Village adopted the Downtown Site Planning Report. The report included the development of a preferred site plan to guide redevelopment efforts of the Village within the Downtown to create a civic campus including the new Police Station and a proposed new Library adjacent to Halfway Creek Park. Additional detailed land use planning for the entire Downtown area should be considered in the future by the Village and incorporated into this comprehensive plan as appropriate.

Chapter 4 IMPLEMENTATION

Chapter Contents

Chapter 4: Implementation

Chapter 4 outlines how the vision, goals, objectives, and strategies of the plan will be implemented in everyday decisions and annual goal-setting and budgeting and how the plan should be updated and amended when necessary.

52 Guiding Decisions

This section identifies roles and responsibilities of Village Board, Planning Commission, other committees and agencies and Village Staff in making daily and annual decisions.

54 Adoption, Amendments & Updates

This section identifies procedures of adopting, amending and updating the Comprehensive Plan.

55 Plan Consistency & Severability

This section illustrates the need for using the plan consistently and recourse should any provision of the plan become invalid or unconstitutional.

56 Action Plan

Actions to be taken by the Village to implement the Plan.

GUIDING DECISIONS

GUIDING **DECISIONS**

DAILY

Responsibility for implementing this plan lies primarily with the Village Board, Planning Commission, and Village Staff.

Village Board

The Village Board sets priorities, controls budgets and tax rates, and often has the final say on key aspects of public and private development projects. The value and legitimacy of this plan is directly related to the degree to which Board members are aware of the plan and expect Village actions to be consistent with this plan. Each board member should have a copy of this plan and should be familiar with the major goals and objectives described herein. The Village Board should expect and require that staff recommendations and actions both reference and remain consistent with this plan.

Planning Commission

Land use and development recommendations are a core component of this plan, and the Planning Commission has a major role in guiding those decisions. Planning Commission members must each have a copy of this plan and must be familiar with its content, especially Chapter 3, Future Land Use. It is generally the responsibility of Planning Commission to determine whether proposed projects are consistent with this plan, and to make recommendations that are consistent with this plan. In cases where actions that are inconsistent with this plan are deemed to be in the best interest of the Village, the Planning Commission should initiate efforts to amend the plan to better reflect Village interests. This will help to reinforce the

legitimacy of the plan as an important tool in everyday Village functions.

Other Village Committees/ **Commissions**

In some cases, particular initiatives and action items listed in this plan may be more appropriately carried out by another Village committee such as the Public Works Committee or Park, Recreation & Library Committee, or in cooperation with other units of government, business and service organizations, or non-profit agencies. In such cases, this plan should serve as a foundation for Village related decision making. Village staff and officials should take an active lead role in sharing this plan with other organizations, communicating the intent of relevant objectives and policies.

Village Staff

Key Village staff have a significant influence on the selection and completion of all kinds of capital and operational projects. It is imperative that individuals in key roles know about, support, and actively work to implement the various strategies and actions in this plan. Specifically, the following people should consult and reference the comprehensive plan during goal-setting and budgeting processes, during planning for major public projects, and in the review of private development projects:

- Village Administrator
- Director of Public Works
- Parks & Recreation Director

These key staff members are expected to know and track the various goals, objectives, policies and actions laid out in this plan, and to reference that content as appropriate in communications with residents and elected and appointed officials. All other department directors should also be aware of the plan and the connections between the plan and Village projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the plan as a relevant tool integral to Village functions.

GUIDING ANNUAL **DECISIONS**

To provide lasting value and influence, this plan must be used and referenced regularly, especially during annual goalsetting, budgeting and capital planning processes. To inform these annual processes, the Village Administrator will prepare, with input from other departments, a concise Comprehensive Plan Annual Report with the following information:

- Action items in progress or completed during the prior 12 months (celebrate success!)
- Staff recommendations for action items to pursue during the next 12 months.
- Staff recommendations for any amendments to the adopted plan.

The Comprehensive Plan Annual Report/Working Action Plan should be maintained on an annual basis, starting with the actions in this plan and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule and Village Board directive. If the updated action plan is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by Village Board action.

IMPLEMENTATION TOOLS

Many of the strategies identified in this plan presume the use of existing Village ordinances and programs. The Village's key implementation tools include:

Operational Tools

- Annual Budget Process
- Capital Improvement Program

Regulatory Tools

- Land Use Regulations (including zoning, land division, subdivision, landscaping, and signage regulations)
- Architectural & Site Design Regulations
- Historic Preservation Ordinances
- Building and Housing Codes (including sanitary, mechanical, and electrical codes)
- Erosion and Stormwater Ordinances
- Official Maps

Funding tools

- Tax Incremental Financing (TIF) Districts
- **■** Grant Programs
- General Fund Revenues
- Fees & Special Assessments
- Fundraising

ADOPTION AMENDMENTS AND **UPDATES**

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the Village Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Village Board may adopt or amend the plan: the Planning Commission must recommend adoption and the Village must hold an official public hearing.

Plan Commission Recommendation

The Planning Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Planning Commission, and the approved resolution should be included in the adopted plan document.

Public Hearing

Prior to adopting this plan, or plan amendment, the Village (either Village Board or Planning Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information.
- Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

Draft Distribution and Public Hearing Notifications

The Village is required to provide direct notice of the public hearing to all of the following:

- An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
- A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.

ADOPTION, AMENDMENTS & UPDATES

- Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local government unit provide the property owner or leaseholder notice of the hearing.
- Any individuals who request, in writing, notification of the proposed comprehensive plan ordinance or public hearing. Each such individual must be sent a notice of the public hearing and a copy of the ordinance at least 30 days prior to the public hearing. The Village may charge a fee equal to the cost of providing such notice and copy.

Finally, the Village should send the notice and a copy of the proposed plan, or plan amendment, to the Plan Distribution List (see next page). These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The Village should coordinate directly with the public library to make a copy of the proposed plan, or plan amendment, available for viewing by any interested party.

Plan Adoption

This plan and any future amendments become official Village policy when the Village Board passes, by a majority vote of all elected members, an adoption ordinance. The Village Board may choose to revise the plan after it has been recommended by the Planning Commission and after the public hearing. It is not a legal requirement to consult with the Planning Commission

on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

- 1. Every governmental body that is located in whole or in part within the boundaries of the Village, including any school district, sanitary district, or other special district.
- 2. The clerk of every town, city, village, and county that borders the Village.
- 3. The regional planning commission in which the Village is located.
- 4. The public library that serves the area in which the Village is located..

Plan Amendment vs. Plan Update

From time to time the Village may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the Village. Should the Village wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threatens the integrity of the plan and the planning process and should be avoided.

Any change to the plan goals, objectives, polices or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in this section. Amendments may be proposed by either the Village Board, Planning Commission, Village Staff, or village property owners. Amendments may be made at any time using this process; however, in most cases the Village should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a meeting of the Planning Commission (January), followed by Planning Commission recommendation (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by the Village Board (March or April).

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.

PLAN CONSISTENCY & SEVERABILITY

PLAN CONSISTENCY

Once formally adopted, the plan becomes a tool for communicating the Village's land use policies and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's comprehensive plan:

- · Official maps
- · Local subdivision regulations
- General zoning ordinances
- Shoreland/wetland zoning ordinances

An action will be deemed consistent if:

· It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,

- It is compatible with the proposed future land uses and densities/ intensities contained in this plan.
- It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan, the Village reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application. If any requirement or limitation attached to an authorization given under this Comprehensive Plan is found invalid, it shall be presumed that the authorization would not have been granted without the requirement or limitation and, therefore, said authorization shall also be invalid.

ACTION PLAN

Chapter Two includes specific strategies for the Village to consider implementing for each of the planning elements. Some of the strategies specifically relate to future actions the Village should pursue versus policies to enforce. Action items are repeated below:

- 1. Review all impact fees, parkland dedication requirements, and fees in lieu of parkland dedication requirements to confirm fees are reflective of needs, actual costs, and industry or regional standards.
- 2. Develop a Downtown Master Plan to guide future land use, streetscaping, and infrastructure improvement projects.
- 3. Review and revise as necessary Village zoning and development ordinances for consistency with this plan.
- 4. Update the intergovernmental boundary agreement with the Town of Onalaska.
- 5. Update the intergovernmental boundary agreement with the Town of Holland.
- 6. Explore the provision of expanded regional transportation options for Holmen residents, including transit service, park n ride facilities, bike facilities, and other improvements that promote expansion in alternative transportation options.
- 7. Monitor and track the rate and type of growth in the Village, and then annually determine if the rate and type of growth are achieving Village goals established in this plan.

- Update the Village's Official Map to include additional proposed collector roadways identified in this plan.
- 9. The Village has adopted a number of sub area or sub topic plans (e.g. TIF Districts, Safe Routes to School Plan, Capital Improvement Plan, South Holmen Drive Corridor Plan, Seven Bridges Master Plan, Outdoor Recreation Plan, etc). These plans should be updated from time to time as may be necessary. Implementation of action items from these plans should be pursued as guided by those plans, Village Staff and Officials.

Priorities

The strategies are not sequential and multiple actions can be pursued at the same time. Decisions regarding the timing, budgeting, and coordination of each strategy item within the next 10 years will be reviewed annually with the Village Board as part of the municipal budget setting process and the Comprehensive Plan Annual Report.

Timeframe

All strategy items are perceived to have a deadline of 10 years. In order to assist in the progression of each project intermediate tasks may need to be identified and carried out.

Responsible Parties

Most of these strategies require leadership and effort by multiple people and organizations, with the understanding that the Village Board generally has ultimate budgeting and approval authority. However, achievement of these action items should be a focus of the entire community including the Village, local businesses, service clubs, and residents.

Funding Sources

Most of these strategies come with some cost. It is presumed that most could be supported by tax revenue from the Village's general fund. Other sources of potential funding may exist, such as grant programs, tax increment financing, or community fundraising.

Measuring Success

Success in implementing the community improvement projects will vary. In some cases, success is evaluated based on whether a facility is ultimately built (e.g. a new Library). In other cases, success may be judged by whether interim implementation tasks have been completed or the degree to which change has occurred. Change can be measured both quantitatively (e.g. the number of new business or jobs created since plan adoption) or qualitatively (e.g. degree to which residents are satisfied with improvements).