

VILLAGE OF
HOLMEN

PUBLIC FACILITIES NEEDS ASSESSMENT

Wisconsin

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studio

Public Facilities Needs Assessment Village of Holmen, Wisconsin

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EXECUTIVE SUMMARY

In 2006 the Village of Holmen completed its first Public Facilities Needs Assessment in accordance with s. 66.0617 Wis. Stats. for the purposes of adopting certain impact fees under Chapter 76 of the Holmen Municipal Code of Ordinances. An impact fee is a financial tool available to Wisconsin municipalities to pay for anticipated capital costs associated with new development. Prior to imposing or amending an impact fee, a municipality must conduct a detailed public needs assessment to determine the portion of capital facility costs necessitated by the new development.

As part of the La Crosse metropolitan area, the Village of Holmen has witnessed significant growth in the past three decades. The population of the Village in 2020 was 10,661 as reported by the U.S. Census, an increase of 18 percent since 2010. The Census also reports that the population estimate for the Village in 2025 was 12,023, another 13% population increase, totaling a population increase of more than 31% in the last 15 years. Based on Wisconsin Department of Administration data, the Village's 2045 population is projected to be 16,701 which is an increase of 39%, which exceeds the City of Onalaska (18%), La Crosse County (2%), and the State's (-1%) projected growth rates. These overwhelmingly positive growth rates signal that the Village will need to consider substantial capital facility improvements in order to accommodate future residents with continued high quality public facilities and services.

In 2016, the Village completed construction of a new Police Station to meet current and projected population needs. In 2017, the Village completed construction of a new Library to support growing community demand. Since 2016, the Village initiated major upgrades to its existing Waste Water Treatment Facility, with phased improvements continuing over several years. These three significant community capital improvement projects, along with updated population projections, have triggered a need by the Village to update the 2016 Public Facilities Needs Assessment to determine potential updates to impact fees imposed by the Village on new development under Chapter 76 of the Holmen Municipal Code.

The Village recognizes that in order to properly handle continued growth, public services and infrastructure must be carefully planned and financed. Adequately financing improvements becomes increasingly difficult as the cost of providing services and infrastructure continues to increase along with state imposed limitations on property tax levy increases. As a result, impact fees have been authorized by

the State of Wisconsin as a way for municipalities to pay for portions of public infrastructure projects in a way that is equitable to both existing and new development. New developments require expansions of public services, which comes with an associated cost. Impact fees require new development to pay for the new public costs they create while maintaining a high quality of service for current and future generations.

The impact fee needs assessment analyzes those categories eligible for impact fees in the Village of Holmen under s. 66.0617 Wis. Stats. Note, that the Village is not obligated to impose an impact fee ordinance for each category identified in this needs assessment. Categories of public facilities for which the Village may impose impact fees include:

- Highways, Transportation Facilities & Traffic Control Devices
- Sewage Collection & Treatment Facilities
- Storm & Surface Water Collection & Treatment Facilities
- Water Pumping, Storage, & Distribution Facilities
- Parks, Playgrounds & Land for Athletic Fields
- Solid Waste & Recycle Facilities
- Fire Protection & Emergency Medical Facilities
- Law Enforcement Facilities
- Library Facilities

Each Chapter of this document outlines a subject profile, inventory of existing facilities, existing deficiencies, future needs assessment, and impact fee calculation any public facilities attributable to new development. This public facility needs assessment report addresses the need to serve the population of the Village with public facilities and services through the year 2045; however, impact fee legislation requires that any impact fees collected must be spent on the associated capital projects within eight years of being collected.

Table A on the following page identifies the existing impact fees imposed by the Village under Chapter 76. Table B identifies the recommended impact fees. Prior to amending Chapter 76 to reflect this plan's findings the Village Board is required to hold a public hearing with a minimum Class 1 notice posted 20 days prior to the public hearing.

Table A | Existing Impact Fees

Source: Village of Holmen, 2016

Residential Dwelling Unit	Residential per Dwelling Unit	Commercial/Industrial Development
Highways, Transportation Facilities, and Traffic Control Devices	\$413	\$400 (per acre or fraction thereof of impervious land area)
Sewage Collection and Treatment Facilities	\$1,587	Based on meter size \$1,587 to \$97,323
Storm and Surface Water Collection and Treatment Facilities	\$0	\$0
Water Pumping, Storage and Distribution Facilities	\$877	Based on meter size \$877 to \$53,787
Parks and Playgrounds	\$717	\$1,528 (per acre or fraction thereof of impervious land area)
Solid Waste and Recycling Facilities	\$0	\$0
Fire Protection and Emergency Medical Facilities	\$0	\$0
Law Enforcement Facilities	\$160	\$740 (per acre or fraction thereof of impervious land area)
Public Library Facilities	\$295	\$0
Total	\$4,049	\$2,668 + variable meter size charges

Table B | Proposed Impact Fees

Residential Dwelling Unit	Residential per Dwelling Unit	Commercial/Industrial Development
Highways, Transportation Facilities, and Traffic Control Devices	\$2,893	\$12,811 (per acre or fraction of impervious land area)
Sewage Collection and Treatment Facilities	\$8,490	Based on meter size \$8,490 to \$520,708
Storm and Surface Water Collection and Treatment Facilities	\$0	\$0
Water Pumping, Storage and Distribution Facilities	\$4,282	Based on meter size \$4,282 to \$262,612
Parks and Playgrounds	\$2,795	\$9,732 (per acre or fraction of impervious land area)
Solid Waste and Recycling Facilities	\$0	\$0
Fire Protection and Emergency Medical Facilities	\$658	\$2,901 (per acre or fraction of impervious land area)
Law Enforcement Facilities	\$1,000	\$4,412 (per acre or fraction of impervious land area)
Public Library Facilities	\$227	\$0
Total	\$20,345	\$29,856 + variable meter size charges**

**Example calculations for commercial/industrial development impact fee:

- Impervious acreage of a site = 0.25 acres x \$29,856 (non-meter based portion of impact fees) = \$7,464 fee + applicable meter fees
- Impervious acreage of a site = 2.25 acres x \$29,856 (non-meter based portion of impact fees) = \$67,176 fee + applicable meter fees

Introduction

PUBLIC FACILITIES NEEDS ASSESSMENT

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SUMMARY OF IMPACT FEE LEGISLATION

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SUMMARY OF IMPACT FEE LEGISLATION

An impact fee is a financial tool available to Wisconsin cities, villages and towns to pay for anticipated capital costs associated with new development. Rather than distributing costs associated with new development among existing property owners (generally in the form of increased property taxes or utility rates), impact fees are collected from the developer or property owner at the time of a building permit.

COMMON TERMS

“Impact fees” is a one-time cash contributions imposed by the Village on developers to fund capital costs necessitated by capacity requirements that are above and beyond the effective capacity of current infrastructure attributable to new development.

“*Capital costs*” means the capital costs to construct, expand or improve public facilities, including the cost of land acquisition, and including legal, engineering and design costs to construct, expand or improve public facilities, except that not more than 10 percent of capital costs may consist of legal, engineering and design costs unless the municipality can demonstrate that its legal, engineering and design costs which relate directly to the public improvement for which the impact fees were imposed exceed 10 percent of capital costs.

“*Capital costs*” does not include other non-capital costs to construct, expand or improve public facilities, vehicles; or the costs of equipment to construct, expand or improve public facilities. The impact fee may not be used to pay for inadequacies in the current system (“existing deficiencies”). Impact fees do not cover operational or maintenance costs which can be significant over the lifetime of a facility.

“*Public Facilities*” means all of the following:

- Highways as defined in s. 340.01 (22), and other transportation facilities, traffic control devices,
- Facilities for collecting and treating sewage,
- Facilities for collecting and treating storm waters,
- Facilities for pumping, storing, and distributing water,
- Parks, playgrounds, and land for athletic fields,
- Solid waste and recycling facilities,
- Fire protection facilities,
- Law enforcement facilities,
- Emergency medical facilities,
- Libraries.

- “*Public facilities*” does not include facilities owned by a school district.

“*Ineligible uses*” are costs that are not covered under state law as being applicable uses of impact fees associated with new development including:

- Vehicles
- Operations and maintenance expenses
- Deficiencies in existing public facilities
- School district land and facilities

“*Land development*” means the construction or modification of improvements to real property that creates additional residential dwelling units within a municipality or that results in non-residential uses that create a need for new, expanded or improved public facilities within a municipality.

PROCESS OVERVIEW

Prior to imposing or amending an impact fee, a municipality must conduct a public needs assessment to determine the portion of capital facility costs attributable to new development. The analysis is required to ensure a reasonable connection between:

- The amount of fee charged and the costs imposed on the municipality by new development; and
- Those who pay the fee and those who benefit by the facilities paid for by those fees.

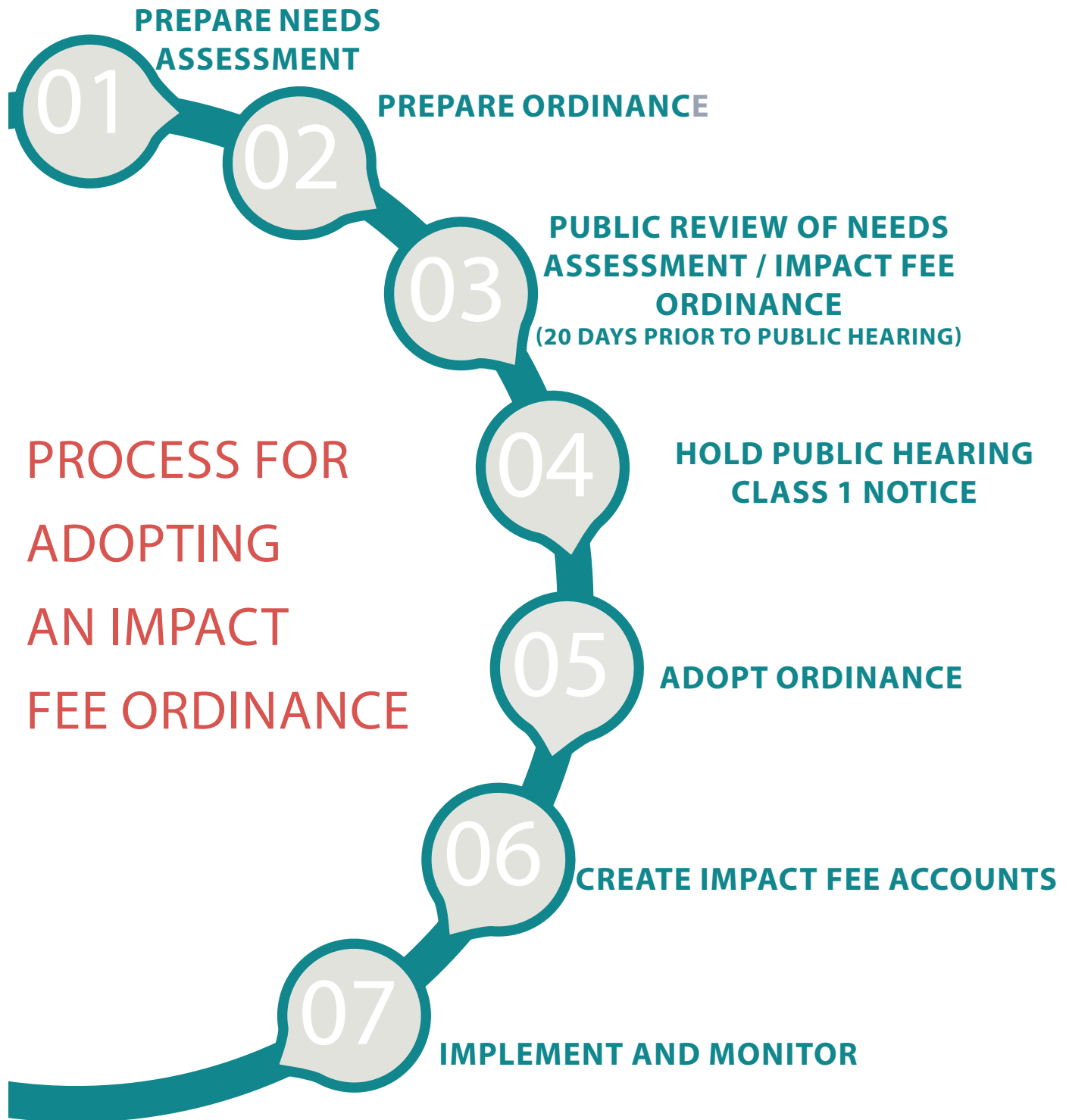
The public facilities needs assessment must include, but is not limited to:

1. An inventory of existing public facilities, including an identification of any existing deficiencies in the quantity or quality of those public facilities, for which it is anticipated that an impact fee may be imposed.
2. An identification of the new public facilities, or improvements or expansions of existing public facilities, that will be required because of land development for which it is anticipated that impact fees may be imposed. This identification shall be based on explicitly identified service areas and service standards.
3. A detailed estimate of the capital costs of providing the new public facilities or the improvements or expansions in existing public facilities identified in subd. 2, including an estimate of the cumulative effect of all proposed and existing impact fees on the availability of affordable housing within the community.

Wis. Stats. 66.0617 includes requirements for when and how impact fees can be used, impact fee standards, procedures required prior to adopting an Impact Fee Ordinance, and rules for provision of impact fees. Impact fees must meet seven requirements to be legal in Wisconsin:

1. Shall bear a rational relationship to the need for new, expanded or improved public facilities that are required to serve land development.
2. May not exceed the proportionate share of the capital costs that are required to serve land development, as compared to existing uses of land within the municipality.
3. Shall be based upon actual capital costs or reasonable estimates of capital costs for new, expanded or improved public facilities.
4. Shall be reduced to compensate for other capital costs imposed by the municipality with respect to land development to provide or pay for public facilities, including special assessments, special charges, land dedications or fees in lieu of land dedications under ch. 236 Wis. Stats. or any other items of value.
5. Shall be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed.
6. May not include amounts necessary to address existing deficiencies in public facilities.
7. Shall be payable by the developer or the property owner to the municipality in full upon the issuance of a building permit by the municipality.

Additionally, s. 66.0617 Wis. Stats. provides that an impact fee ordinance may provide for an exemption from, or a reduction in the amount of impact fees on land development that provides low-cost housing, except that no amount of an impact fee for which an exemption or reduction is provided under s. 66.0617 Wis. Stats. may be shifted to any other development in the land development in which the low-cost housing is located or to any other land development in the municipality.



EXISTING & FUTURE CONDITIONS & PROJECTED GROWTH

PAST TRENDS | POPULATION

The Village of Holmen is characterized as a family friendly, Midwestern community nestled in the scenic upper Mississippi River Basin, approximately five miles north of La Crosse, WI. The Village was incorporated on May 7, 1946. It has grown substantially over the past decades from a small rural farming community in the 1960s, 70s and 80s to a rapidly expanding urban center of 10,661, according to the 2020 Census.

The table below shows the population growth patterns in Holmen between 1980 and 2020 and projections out to 2040. The Village has seen dramatic growth in recent decades with an overall increase of 273% during the last three-and -a-half decades. From 2010 through 2020, the population in the Village of Holmen increased by 20.4%.

The Census also reports that the population estimate for the Village in 2024 was 12,060, another 13.1% population increase since 2020, totaling a population increase of 33.9% in the last 15 years. This rate of growth is even more significant given the time period immediately after the Great Recession (2007-2010), which had a significant negative impact on the growth rates of many communities in Wisconsin.

Table 1.1 | Population and Housing Trends & Projections

Source: U.S. Census Bureau & WDOA Projections

	Population	Households	Persons Per
1980	2,411	700	3.44
1990	3,236	1,108	2.92
2000	6,200	2,258	2.75
2010	9,005	3,400	2.65
2020	10,661	4,632	2.30
2025	12,162	5,096	2.39
2030	13,386	5,560	2.41
2035	14,549	6,039	2.41
2040	15,711	6,518	2.41
2045	16,701	6,997	2.39
2050	17,690	7,475	2.37
Difference 2025-2045	4,539	1,901	

**Not included in Village's Comprehensive Plan; projections were prorated for use in this Needs Assessment.*

In addition, according to data obtain from the Wisconsin Department of Administration (WDOA), the Village's rate of population growth from 2020 to 2024 ranked 21st out of all Wisconsin Cities, Villages and Towns or 18th when only considering Wisconsin Cities and Villages.

PROJECTIONS | POPULATION & HOUSING

Based on WDOA population projections data, the Village's 2030 population is projected to be 13,386 which is an increase of 26% or 2,725 additional persons from 2020. The Village's projected rate of population growth from 2020 to 2030 ranks 22nd out of all Wisconsin Cities, Villages and Towns. The 2040 projected population is 15,711, or 5,050 additional persons from 2020, a 47% increase in the total Village population.

The Village of Holmen is projected to see an increase of 1,901 housing units between 2025 and 2045. This equates to an increase of 20% over 2020 households. The US Census 2.42 persons per household was used to calculate the increase in housing units.

PAST TRENDS | HOUSING

From 2010 to 2025, a 50% increase in the number of households occurred in the Village of Holmen. This significantly surpassed the increases in the City of Onalaska (22%) and La Crosse County (9%).

The Village's "persons per household" dropped from 2.65 in 2010 to 2.37 in 2020 which is a reduction of 10.5%, or 1.1% per year. This trend is consistent with national trends over the past several decades and can be attributed to smaller family sizes, increases in life expectancy, and increases in single parent households.

LAND USE

The Village's Comprehensive Plan, Appendix B, provides an outline of land use projections for the Village between 2025 and 2045. Table 1.2 provides projections for residential, commercial, and industrial development in five-year increments over the 20-year planning period. The acreage projections associated with the land uses shown below will be used periodically throughout the impact fee needs assessment to allocate various usage and costs for public services based on land use. Although residential development will account for a majority of the impact fees, commercial and industrial development will also be allocated fees for some services based on the projected square feet or acreage of development for these land uses.

A copy of the Village's Future Land Use Map is provided on the following page. The map accommodates more potential land development than the projections in Table 1.2 in order to recognize that the Village cannot accurately predict those current undeveloped areas that may request annexation for urban services and new development.

Note, the population and housing projections used in this needs assessment are based on estimates provided in Appendix B of the Village's Comprehensive Plan, as developed by the WDOA. In order to provide a ten-year planning assessment, the projections in Tables 1.1 and 1.2 were prorated to provide anticipated population and housing units in 2045. Therefore, this Needs Assessment will identify a population of 16,701 residents and 6,997 housing units to calculate the appropriate impact fees for the ten-year planning assessment since the proposed capital improvement projects are anticipated to accommodate Village growth out to 2045.. This will accommodate 1,901 new housing units between 2025 and 2045. As has been the case and is projected by the Village's Plan, a majority of the new units will be single family and duplexes.

Ten year growth projections (2025-2035):

- Population = 2,387
- Housing Units = 943
- Residential Acres = 244
- Commercial Acres = 24
- Industrial Acres = 17

Twenty year growth projections (2025-2045):

- Population = 4,539
- Housing Units = 1,901
- Residential Acres = 453
- Commercial Acres = 45
- Industrial Acres = 31

Table 1.2 | Projected Land Use Needs, 2025-2045

Source: WDOA & MSA Projections

Projected Land Demand *	2025	2030	2035	2040	2045
Population	12,162	13,386	14,549	15,711	16,701
Household Size	2.39	2.41	2.41	2.41	2.39
Housing Units	5,096	5,560	6,039	6,518	6,997
Residential (acres)	1,165	1,297	1,409	1,522	1,618
Commercial (acres)	115	128	139	150	160
Industrial (acres)	80	89	97	105	111

* Based on minimum residential lot size of 0.21 acres (Village Zoning Code)

FUTURE LAND USE MAP

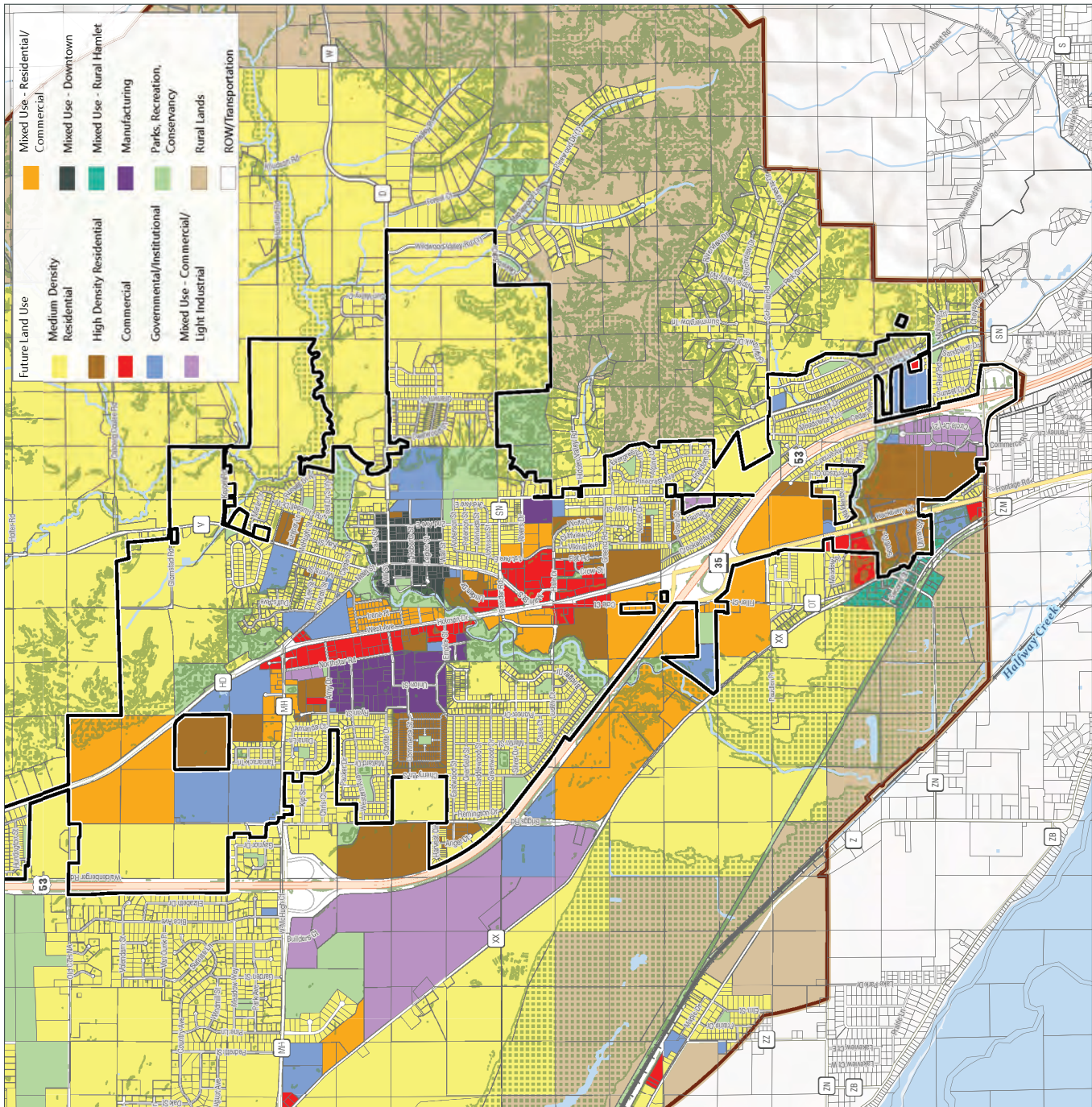
Future Land Use: Village Limits Comprehensive Plan Update

Village of Holmen
La Crosse County, WI

- Planning Area (1.5 Mile Buffer)
- Village of Holmen
- County Boundary
- Primary Symbol Type
- US Highway
- State Highway
- County Highway
- Local Road
- Natural Resource Overlay

Data Sources:
La Crosse County GIS (2024)
Land Use: La Crosse County GIS
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0 0.25 0.5 Miles



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OUTLINE OF METHODOLOGY

This section provides an outline of the methodology used when calculating each of the potential impact fees. Each impact fee category is broken down into the sub-categories listed, which provide an explanation of what each sub-category explains and the general intent of the information in that section.

PROFILE

Each public service or facility that is eligible for impact fees under s. 66.0617 Wis. Stats. is included in this needs assessment. Each individual category has a brief profile that outlines which Village department is responsible for oversight of the public facility. If there are special circumstances important to developing a potential impact fee for that category, they will also be mentioned here.

INVENTORY OF EXISTING FACILITIES

These sections identify what information has been provided regarding existing facilities, equipment, staffing, etc. for that particular category. In some instance it will outline the actual details of what is in the Village currently, while in other cases it identifies what data is not relevant or available. The inventory allows the Village to identify current level of services (LOS).

EXISTING DEFICIENCIES

Impact fees may not be assessed to pay for existing deficiencies in facilities. In order to determine those existing deficiencies, an inventory must be provided that identifies the quantity and quality of current facilities and the ability to serve the current population. Depending on the category, various standards are used to determine what level of service the Village should be providing to the community. By taking an inventory, the Village is able to identify where public services and facilities are currently deficient. In certain instances, such as police facilities, a state department, professional association or independent third party academic paper may outline various quantitative standards to follow. In other cases, such as with park services, the Village department must assist in establishing their own standards. These standards are used to estimate the amount of services that need to be provided to the existing population and the estimated future population. Existing deficiencies cannot be accommodated for through impact fees, they are subtracted when identifying new services that will need to be provided for the future population.

FUTURE NEEDS

These sections identify the projected needs of any particular public service or facility based on the level of service standards applied to the projected population. Existing deficiencies were subtracted out in previous steps, and this section will divide up the capital and non-capital costs that can be transferred into impact fees.

IMPACT FEE CALCULATION

These sections identify what standards will be used to calculate the impact fee. In most instances the impact fee for each category is calculated by subtracting the anticipated 2025-2045 capital expenditures by the proportionate share of those costs needed to meet existing deficiencies. Further reductions are then made to account for other capital costs imposed by the municipality with respect to land development to provide or pay for public facilities, including special assessments, special charges, land dedications or fees in lieu of land dedications under ch. 236 Wis. Stats. or any other items of value including moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed.

The remaining costs represent the capital costs attributed to new development being completed by 2045. Because impact fees must be spent within ten years of being imposed, the appropriate percentage of those costs is broken out to be imposed through 2045 based on the number of new households or developed land acreage estimated for the Village, as projected in the Village's Comprehensive Plan.

The impact fee calculations vary based on the future needs and use of a particular facility or service. Some services will benefit the entire community and must then be shared equally between existing and new households. Other services are needed only to benefit new development, and the impact fee must then be calculated to accommodate only that new development within the Village.

A ten (10%) percent fee is included in future capital expenditures to accommodate the costs of legal, engineering and design fees per s. 66.0617 Wis. Stats. unless the municipality can demonstrate that its legal, engineering and design costs which relate directly to the public improvement for which the impact fees were imposed exceed 10 percent of capital costs.

EXISTING IMPACT FEES

Chapter 76 of the Holmen Municipal Code describes Holmen's existing impact fees as based on the 2006 Public Facilities Needs Assessment.

Table 1.3 | Existing Impact Fees

Source: Chapter 76 Holmen Municipal Code

Residential Dwelling Unit	Residential per Dwelling Unit	Commercial/Industrial Development
Highways, Transportation Facilities, and Traffic Control Devices	\$413	\$400 (per acre or fraction thereof of impervious land area)
Traffic Control Devices	\$0	\$0
Sewage Collection and Treatment Facilities	\$1,587	Based on meter size \$1,587 to \$97,323
Storm and Surface Water Collection and Treatment Facilities	\$0	\$0
Water Pumping, Storage and Distribution Facilities	\$877	Based on meter size \$877 to \$53,787
Parks and Playgrounds	\$717	\$1,528 per acre
Solid Waste and Recycling Facilities	\$0	\$0
Fire Protection and Emergency Medical Facilities	\$0	\$0
Law Enforcement Facilities	\$160	\$740 (per acre or fraction thereof of impervious land area)
Public Library Facilities	\$295	\$0
Total	\$4,049	variable based on meter and site acreage**

COMPARABLE COMMUNITIES

To provide a basis of comparison MSA researched impact fees collected by a small sample of adjacent and comparable communities.

ADJACENT COMMUNITIES

City of La Crosse (2025 pop. 50,429). According to staff with the Planning Department the City of La Crosse currently does not impose any impact fees on new development.

City of Onalaska (2025 pop. 19,118). According to staff with the Planning/Zoning Department the City of Onalaska currently charges the following impact fees:

- A “green fee” for new commercial development \$638.47/acre & a “park fee” for new residential development, \$922.41/unit.
- A topography map fee \$10/acre (minimum is \$10).
- Sanitary Sewer Fees and a High Pressure Zone Fees that are collected as development occurs on a case-by-case basis:
 - North Abbey Road Zone (includes Water/Sanitary Sewer): \$9,093/hook-up
 - Crestwood Lane Zone (includes Water/Sanitary Sewer): \$8,603/hook-up
 - French Road/Crestwood Lane/STH 16 Booster Station Fee: \$2,689/acre
 - La Crosse Sanitary Treatment Plant Fee (Only for New Connections): \$730/residential unit

COMPARABLE COMMUNITIES

MSA researched impact fees collected by communities comparable to the Village of Holmen (i.e. population exceeding 10,000, experiencing percentage population growth changes meeting or exceeding Holmen, located along US highways, and suburbs to larger metropolitan areas).

Village of Waunakee (Dane County, 2025 pop. 15,299).

- Park Facilities Impact Fee = \$2,826/single-family residential unit and \$1,922/duplex residential unit.
- Community Center Impact Fee = \$937/residential unit

City of Verona (Dane County, 2015 pop. 16,961)

- Park Development Fee = \$1,200/single-family residential unit and \$900/multi-family residential unit.

- Library Impact Fee = \$500/single family unit and \$375/multi-family unit.
- Police Impact Fee = \$413/single family unit, \$368/multi-family unit, \$1.4094/\$1,000.00 of total project cost for non-residential development.
- Fire Impact Fee = \$310/single family unit, \$213 per multi-family unit, \$2.10/\$1,000.00 of total project cost for non-residential development.
- Water Impact Fee = ranges from \$324-\$8,100 per water meter size.
- Sewer Connection Fee = ranges from \$551 to \$13,771 per water meter size.

Village of Howard (Brown County, 2025 pop. 21,287).

- Park Impact Fee = \$1,225/single-family unit and \$871/multi-family unit
- Transportation Impact Fee = \$667/single-family unit and \$474/multi-family unit.

Village of Bellevue (Brown County, 2025 pop. 17,204).

- Parks and Recreational Facilities Impact Fee = \$698/single-family unit, \$345/one bedroom multi-family unit, \$524/two+ bedroom multi-family unit.
- Water Supply and Storage Facilities Impact Fee = \$191 per REC.
- Fire Protection Impact Fee = \$266/single or two-family unit, \$133/one bedroom multi-family unit, \$199/two+ bedroom multi-family unit, \$0.053/square foot of building space for commercial and institutional development, \$0.032/square foot of building space.
- Law Enforcement Impact Fee = \$154/single or two-family unit, \$77/one bedroom multi-family unit, \$116/two+ bedroom multi-family unit, \$0.030/square foot of building space for commercial and institutional development, \$0.019/square foot of building space.

The results of the comparable communities research indicate that similar communities are collecting fees that are substantially less than those proposed in Holmen. These fees are based on their own public facility needs assessments and are tied directly to their own capital facility expenditures. Therefore, caution should be given when comparing impact fees charged from one community to another as their capital costs and needs will be different.

Highways, Transportation Facilities & Traffic Control Devices

PUBLIC FACILITIES NEEDS ASSESSMENT

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2

PROFILE

The Village Public Works Department provides street maintenance services to all streets owned by the Village of Holmen. In 2011, the Village completed a Strategic Facilities Master Plan which included an assessment of existing deficiencies as they relate to public works garage/shop space. Information from this plan was supplemented with staff discussions to complete this chapter.

INVENTORY OF EXISTING FACILITIES

The Village highway and transportation facilities include more than 50 miles of streets, the public works garage and associated equipment. The existing Public Works Shop is located at 605 Empire Street with on-site parking, fenced yard and salt shed. The building is approximately 16,500 square feet and includes areas for office, staff and shop with recently added vehicle storage areas. The facility was built in 2001 and recently updated for extra vehicle capacity. There are three traffic control devices owned by the Village in addition to all street and road signs.

Table 2.1 | Village Owned Transportation Facilities Inventory

Treatment Component	Quantity
Public Works Garage	10,900 Square Feet and 11 Bays
Salt Shed	1,008 Square Feet
Additional Shop Space	5,600 Square Feet
Pickup Trucks	7
Endloader	2
Tractor/Backhoe	1
Sweepers	2
Line Painter	1
Mower	1
Refuse Truck	1
Brush Chipper	1
Tanker Truck	1
Paved Streets with Curb and Gutter	50+ miles
Sidewalks	145,000+ linear feet
Street Lights	63
Traffic Lights	3
Bridges	2

EXISTING DEFICIENCIES

Highways (local streets only)

The Village has not prepared a traffic analysis study to determine whether the existing local streets are meeting a given level of service (LOS). A LOS for a given intersection or section of road can be determined using the Highway Capacity Manual. A LOS can be represented by a grade of “A” through “F”. An “A” would represent no wait in traffic, and an “F” would represent sever congestion or wait time.

According to the Public Works Department, there are no streets that would have an unacceptable wait, and all LOS grades would be adequate. The Public Works Department confirmed there are no deficiencies with the existing local (Village) roads, other than maintenance items, and no capital improvement projects are planned that can be attributed to new development. The Wisconsin Impact Fee Statute requires that a Public Facility Needs Assessment provide the Village’s traffic service standard. For the purpose of this assessment, we will assume that the LOS for the Village is a “C”, and all of the existing streets are at least a “B”. Therefore, there are no currently required capital improvements, other than regularly scheduled maintenance, to address traffic congestion on Village roads.

Transportation Facilities

According to the 2011 Strategic Facilities Master Plan and verified by Department Staff, the existing Public Works Shop was not large enough to store the current inventory of equipment. Currently vehicles are being parked between the standard vehicle lanes resulting in limited equipment access and difficulties in accommodating all the vehicles and equipment. Approximately 6 to 8 additional vehicle parking stalls are required to meet existing deficiencies, which would require a 8,560 square foot shop addition with a new site being chosen for a larger shop expansion totaling approximately \$14 million. Eventually the larger 40,000 facility will be located on a site close to Granary Street and Amy Drive. In the interim, it is expected that a 10,000 square foot office and garage would be built to serve new development.

The existing Public Works Shop was designed to be expanded to the north and can accommodate a six-stall drive building addition without the need for additional land acquisition. However, according to the 2011 Strategic Facilities Master Plan, such an addition would be the approximate maximum that the site can handle while maintaining some yard space and drive access on the west. Also, the drive space to the west will be very tight and no further facility needs could be met

on the site. An additional shop expansion site is envisioned at Amy Drive and Granary Street that would encompass a much larger shop and office area to serve the whole Village.

In addition, the salt shed is at capacity and should be expanded to accommodate future growth. However, at this time the Village is obtaining salt from a nearby County storage facility. The County has an agreement with the Village to store excess Village salt that can not fit in the existing facility. Given the proximity of the County facility to the Village this agreement has allowed the Village to indefinitely defer construction of an additional salt storage facility.

Traffic Control Devices

There are 3 intersections around the Highway 35 interchange that are near or at capacity presently. These intersections and the associated traffic control devices are expected to be upgraded over the next 10 years as development expands in this area.

FUTURE NEEDS

Highways (local streets only)

The only needed local roadway improvements are maintenance items. Resurfacing, patching and other maintenance items which do not increase the capacity of the road to handle traffic cannot be included in the cost of needed facilities calculation. It is anticipated that the need for new local streets will be driven by development and the developers will construct and pay for the new local streets and dedicate them to the Village as built.

Transportation Facilities

The 2011 Strategic Facilities Plan did not estimate the additional public works shop space needed to accommodate future development, only the existing deficiency. Recently an additional 5,500 square foot garage and shop expansion was added to the existing shop space. This expansion was all attributable to new development. Given the existing Public Works Shop is 16,500 square feet, and an additional 10,000 square feet is needed to meet existing deficiencies at the Granary St and Amy Drive location.

According to Table 1.2, 85% of the existing developed acreage of the Village is devoted to residential development; therefore, 14,124 square feet is the proportionate share of the existing public works shop needed to serve each existing acre of residential development, this equates to 2.8 square feet

per residential unit. Applying the same methodology, 14.6% of the existing developed acreage of the Village is devoted to commercial or industrial development; therefore, 2,409 square feet is the proportionate share of the existing public works shop needed to serve each existing acre of commercial and industrial acreage development.

It is anticipated that the County will continue to assist the Village with storing of winter road salt.

Traffic Control Devices

It is anticipated that the need for new traffic control devices on local streets will be driven by development and the developers will construct and pay for the new traffic control devices and dedicate them to the Village as built.

IMPACT FEE CALCULATION

Highways (local streets only)

It is anticipated that the need for new local streets will be driven by development and the developers will construct and pay for the new local streets and dedicate them to the Village. Because developer(s) will pay for new roads associated directly with new development there is no impact fee calculated at this time. Resurfacing, patching and other maintenance items which do not increase the capacity of the road to handle traffic cannot be included in the cost of needed facilities calculation.

Transportation Facilities

Table 2.2 provides the impact fee calculation related to future transportation facilities, specifically the need for additional public works land and garage/shop space. The impact fee is calculated for both residential and commercial/industrial land uses.

Cost of construction is considered \$200 per square foot for municipal garage shop spaces with additional 10% included for design and engineering fees. No moneys are anticipated from federal or state governments to specifically provide or pay for the facility improvements, thus there is no further reduction for these impact fees.

Traffic Control Devices

It is anticipated that the need for new traffic control devices on local streets will be driven by development and the developers will construct and pay for the new traffic control

devices. However the Village anticipates updating at least 3 signaled intersections around the highway 35 Interchange.

Table 2.2 | Computation of Recommended Impact Fees per Housing Unit to Serve Future Residential Development

Source: Village of Holmen, MSA Professional Services, Inc.

Facility Type	Facilities Needed to Support 2025-2045 Development	Total Cost Allocated to 2025-2045 Development	Project # of Units 2025-2045	Cost per Housing Unit
Public Works Garage/Shop Space	5,500 sq ft	\$655,700	1,901	\$345
Public Works Garage Northern Campus	10,000 sq ft	\$1,870,000	1,901	\$984
Signaled Intersection Improvements around Highway 35 Interchange	3 Intersection Improvements	\$2,975,000	1,901	\$1,564
Total Impact Fee per Housing Unit				\$2,893

Table 2.3 | Computation of Recommended Impact Fees per Acre to Serve Future Commercial and Industrial Development

Source: Village of Holmen, MSA Professional Services, Inc.

Facility Type	Facilities Needed to Support 2025-2045 Development	Total Cost Allocated to 2025-2045 Development	Project # of Units 2025-2045	Cost per Acre
Public Works Garage/Shop Space	5,500 sq ft	\$118,500	76 acres	\$1,560
Public Works Garage Northern Campus	10,000 sq ft	\$330,000	76 acres	\$4,343
Signaled Intersection Improvements around Highway 35 Interchange	3 Intersection Improvements	\$525,000	76 acres	\$6,908
Total Impact Fee per acre or fraction of Impervious Area				\$12,811

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$2,893 FOR EACH FUTURE HOUSING UNIT AND \$12,811 PER ACRE FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF HOLMEN FOR HIGHWAYS AND TRANSPORTATION FACILITIES AND \$0.00 FOR TRAFFIC CONTROL DEVICES

Sewage Collection & Treatment Facilities

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The Village Public Works Department provides sewage collection and treatment to nearly all properties within the Village of Holmen. In 2020, a major update was completed at the wastewater treatment facility (WWTF) to improve the system’s capacity as recommended in its 2016 Wastewater Facility Plan. The new treatment process created a drier sludge leading to less overall volume.

INVENTORY OF EXISTING FACILITIES

The Village sewer system consists of a collection system (sewer piping and lift stations) and treatment facilities (wastewater treatment plant). Table 3.1 provides an inventory of the existing sewage collection and treatment facilities as updated by the Public Works Staff.

Table 3.2 provides an inventory of the existing WWTF. The WWTF consists of an activated sludge facility which consists of primary screening, settling, aerobic digestion and clarification. In 2020 the wastewater treatment facility site was upgraded with a new oxidation ditch and associated unit treatment process upgrades and improvements. The improvements incorporated enhanced biological phosphorus reduction capability, as well as utilizing tertiary sand filters charged with ferric chloride. The wastewater is seasonally disinfected with UV light prior to discharge into Halfway Creek. The facility accepts domestic wastewater from the Village as well as industrial wastewater customers. The annual average design flow of the current facility is 0.863 million gallons per day (MGD) and had an actual annual average

Table 3.1 | Wastewater Collection System Inventory
Source: Village of Holmen Public Works

Item	Size	Quantity
Manhole	NA	845
Lift Station	NA	13
Inverted Siphon	NA	1
Sewer Main	8"	187,881 feet
Sewer Main	10"	11,262 feet
Sewer Main	12"	20,809 feet
Sewer Main	15"	7,944 feet
Sewer Main	18"	2,651 feet
Sewer Main	24"	9,953 feet
Force Main	6"	2,800 feet
Force Main	4"	8,100 feet

influent flow of 0.609 MGD in 2021. The permittee has two sludge landspreading outfalls; one outfall for liquid sludge and the other for cake sludge. Sludge is aerated, thickened, then put in drying beds or stored before it is hauled.

EXISTING DEFICIENCIES

Sewage Collection

The sewer main and lift stations in the Village must be capable of transporting the sewage under peaking conditions to the WWTF. According to the Department of Public Works, there are no current piping or lift station deficiencies in the transmission system.

Table 3.2 | Treatment System Inventory
Source: Village of Holmen Public Works

Treatment Component	Description
Headworks	Grit Removal System 2.5 MGD Capacity Fine Screen (Rag Strainer) 1.37 MGD Capacity Comminuter Influent Sampler Flow Metering Equipment Bar Screen
Phosphorous Removal	3 Tanks
Aeration basins	2 Units x 506,250 gallons/per unit
Clarifiers	2 Units x 113,000 gallons/per unit
Post-Aeration Tank	9,000 gallon
Lift Stations	2 Duplex Pumping Units
Sludge Holding Tank	160,000 gallon
Sludge Processing Building	Dewatering Equipment
Sludge Storage	450 cubic yards
Control Building	Lab Effluent Sampler Back-Up Generator & Fuel Tank 8 Blowers Variable Frequency Drive (VFD) Controls UV Disinfection System
Land Spreading	Currently Sludge is spread on leased land.
Service Truck	Ford F-250 Pick-Up Truck
Backhoe	1/2 Unit (Shared with Water Utility)

Table 3.2a | Treatment System Additional Information

Source: Village of Holmen Public Works

Treatment Component	Description
Raw Sewage Screening	
Type	Perforated Plate Screen
Quantity	1
Perforation opening	1/8-inch
Capacity	3.6 mgd
Peak Hourly Flow	2.136 mgd
Raw Grit Removal	
Type	Vortex Grit Chamber
Quantity	1
Peak Flow Rate	2.5 mgd
Grit chamber drive motor	1 hp
Grit slurry pump	15 hp
Grit flow rate	250 gpm
Grit dewatering screw	1 hp
Influent Flow Meter	
Type	Magnetic
Quantity	1
Size	8-inch
Biological Treatment	
Process type	Oxidation Ditch, Aerobic, Anaerobic
Volume (each) gal.	403,311
Volume (total) gal.	806,622
Oxygen Requirements	
Peak lb/d	3,353 (BOD5 loading)
Secondary Clarifiers	
Type	Center Feed Pflow type
Quantity	2
Diameter	42 ft.
Side water Depth	12 ft.
Surface area (each)	1,385 ft2
Surface overflow rate (each)	1,000 gpd/ft2
Surface over flow rate (PHWW)	1,200 gpd/ft2
Return/Waste Sludge	
Pumping	Vertical non clog
Type	VFD
Drive	3
Quantity	924 gpm
Capacity (each)	10 hp
Motor	
Chemical Phosphorus Removal	
Sand Filters	
Quantity	6
Total Filtration Area	384 ft2
Chemical	Ferric
Design dose	Up to 28 gpd
Dosing method	Variable Adjustable Speed
Dosing locations	Filters
Effluent Disinfection	
Type	UV
Quantity	2
Capacity each	1.78 mgd
Bulbs per unit	6
Effluent Filtration	
Type	Sand Filters
Quantity	6 cells
Capacity peak hourly flow,	2.23 mgd
Chemical addition	Ferric
Chemical addition quantity	28 gal/day

Treatment Component	Description
Sludge Digestion	
Type	Aerobic
Number of Digesters	2
Water depth (at TWL), ft	16
Volume (at TWL), gal	540,000/digester
Blowers (for Oxidation Ditch and Digesters)	
Type	Positive Displacement
Quantity	5
Size, hp	60
Drive	VFD
Sludge Dewatering	
Type	Screw Press
Quantity	1
Size	50 gal/hr or 500 dry lbs/hr.
Polymer consumption	20 -30 lbs/dry ton
Reaction tank vol.	225 gallons
Screw press motor	3 hp.
Sludge Transfer	
Type of Pump	Belt and Pulley
Quantity	2
Capacity, gpm	50
Drive	VFD

Treatment Facilities

Various quantitative standards are used to determine the level of service the Village should be providing compared to the level that is currently being provided. Deficiencies exist where the levels of service do not meet the quantitative standards. The quantitative standards for wastewater treatment are provided by the Wisconsin Department of Natural Resources (WDNR) regulations NR 110 and the Holmen WPDES permit limits. The current WPDES permit for the Village was reissued in January 1, 2023 and will expire on December 31, 2027. The WPDES permit stated that the facility is in substantial compliance with the current permit.

FUTURE NEEDS

It is anticipated that the need for new wastewater infrastructure will be driven by development and the developers will construct and pay for the needed improvements. The wastewater infrastructure needs are identified in Table 3.3.

Table 3.3 | Future Wastewater Needs

Source: Village of Holmen Public Works

Facility Type	Facility Location	Total Cost
Lift Station	TIF #2 Village North Side	\$3,000,000
Sewer system upgrade	TIF 2 lift network	\$3,000,000
Sewer capacity upgrade	Main Street from Holmen Drive to interceptor (Legion Street)	\$3,000,000
Sewer Capacity Upgrades	CTH D and CTH V	\$3,000,000
Legal, Eng, Design Fees 10%		\$1,200,000
TOTAL:		\$13,200,000

Table 3.4 | Capital Cost Analysis

Source: Village of Holmen Public Works

Wastewater Capital Item	Cost (\$)	New Growth Share	Costs Allocated to New Growth
Existing Proportion of 2022 Sewer Plant Expansion	\$14,000,000	21%	\$2,940,000
New Lift Station (7 Bridges)	\$3,000,000	100%	\$3,000,000
Sewer System Upgrade (7 Bridges Lift Network)	\$3,000,000	100%	\$3,000,000
Sewer Capacity Upgrades	\$6,000,000	100%	\$6,000,000
Legal, Eng, Design Fees 10%	\$1,200,000	100%	\$1,200,000
Total			\$16,140,000

IMPACT FEE CALCULATION

Residential Equivalent Units (REUs) for Wastewater Impact Fees

In wastewater system impact fees, a Residential Equivalent Unit (REU) is a standard measure used to fairly distribute infrastructure costs. One REU represents the average daily wastewater use of a single-family home. By converting all developments—residential, commercial, and industrial—into REUs based on expected water use, municipalities can apply consistent, proportional fees. This simplifies calculations and ensures each new connection pays its share of system expansion costs.

For this analysis, one REU is set at 157 gallons per day (gpd), based on 2020–2024 PSC data for the Village. Though lower than the industry norm of 250 gpd, this reflects actual local usage. Using this value ensures the fee aligns with real demand, meeting the requirements of Wisconsin Statutes § 66.0617. Non-residential developments are also converted to REUs based on projected water use to maintain fairness across land uses.

Costs Attributed to Existing Deficiencies

The allocation of future improvements between existing and future development is estimated at 100% based on the difference between the current and projected future need for each improvement.

Impact Fee Calculation Process

Determine total wastewater capital costs attributed to new growth (see Table 3.4):

Total Water Capital Costs (Attributed to New Growth) = \$16,140,000

Determine the number of REUs by the number of needed residential housing units per land use plan:

Projected new REUs (per the Village's 20 Year Land Use Plan) = 1,901 REUs

Calculate the wastewater cost per REU:

Wastewater Cost per REU = $\$16,140,000 / 1,901 = \$8,490$ per REU

Calculate the base rate per GPD:

Base Rate per GPD = $\$8,490 / 157 = \54.08 per GPD

Multiply the GPD usage (157 GPD) by meter size factor (provided by the American Water Works Association (AWWA)) and the base rate to get the total impact fee:

Table 3.5 | Impact Fee Schedule of Charges per Meter Size

Source: American Water Works Association (AWWA) for meter size factor

Meter Size	Meter Size Factor	Water Usage (gpd)	Impact Fee Rate	Impact Fee
0.625 and 0.75 inch	1.00	157	\$54.08	\$8,490
1 inch	1.67	262	\$54.08	\$14,179
1.5 inch	3.33	523	\$54.08	\$28,273
2 inch	6.67	1,047	\$54.08	\$56,630
3 inch	16.00	2,512	\$54.08	\$135,844
4 inch	28.00	4,396	\$54.08	\$237,728
6 inch	61.33	9,629	\$54.08	\$520,708

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$8,490 FOR EACH FUTURE HOUSING UNIT AND \$8,490 to \$520,708 FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF HOLMEN FOR SEWAGE COLLECTION & TREATMENT FACILITIES

Storm & Surface Water Collection & Treatment Facilities

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The Village Public Works Department oversees management of stormwater treatment facilities in the Village. In 2008, the Village adopted a stormwater utility. The stormwater utility collects a quarterly fee from all properties within the Village. The fee is a flat fee and is not based on the valuation of property or the amount of imperious area per property. The collected fees are used to finance the cost of complying with stormwater regulations and to protect local water quality.

INVENTORY OF EXISTING FACILITIES

The Village currently owns 20 stormwater detention ponds, over 100,000 feet of storm sewer pipes and two lift stations used to service existing development.

EXISTING DEFICIENCIES

According to the Department of Public Works, there are no current significant deficiencies with existing storm and surface water collection and treatment facilities. Any deficiencies that do arise are financed through the Village's Stormwater Utility.

FUTURE NEEDS

Stormwater Control Facilities

The quantitative standard for stormwater control facilities is the absence of flooding during major storm events and the stormwater rules promulgated by NR 151. Under NR 151 stormwater detention is necessary for new development. Therefore, it is anticipated that the need for new stormwater management facilities will be driven by development and the developers will construct and pay for the new stormwater management facilities and dedicate them to the Village as necessary.

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$0.00 FOR EACH FUTURE HOUSING UNIT AND \$0.00 PER ACRE FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF HOLMEN FOR STORM & SURFACE WATER COLLECTION & TREATMENT FACILITIES

Water Pumping, Storage, & Distribution Facilities

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PROFILE

The Village Public Works Department provides water pumping, storage, and distribution to nearly all properties within the Village of Holmen.

INVENTORY OF EXISTING FACILITIES

The Village water supply system consists of water sources (wells and treatment facilities), mode of transmission (watermains) and storage facilities (reservoirs).

Current Pumping Capacity

The Village of Holmen is supplied with water from four wells (Wells 4-7). The current well capacities are summarized in Table 5.1.

Current Transmission Inventory

The Village maintains 375,739 feet of watermain. The inventory as of December 1, 2024 is summarized in Table 5.3. The Utility also owns a service truck and a backhoe owned jointly with the wastewater treatment plant

Table 5.1 | Water Source Inventory

Source: Village of Holmen Public Works; 2015 PSCW Annual Report

Well	Year Installed	Actual Capacity (gpm)	Yield Per Day (gallons)
5	1990	1,100	1,584,000
6	2001	1,200	1,728,000
7	2007	1,000	1,440,000
8	2024	1,000	1,440,000
TOTALS		4,300	6,192,000
Firm Well Capacity		3,100	4,464,000
^a Firm well capacity is capacity with out largest well in service.			

Table 5.2 | Water Storage Inventory

Source: Village of Holmen Public Works; 2015 PSCW Annual Report

Reservoir	Year Constructed	Reservoir Capacity (gallons)
2	1968	250,000
3	1996	300,000
4	2007	750,000
5	2024	500,000
TOTALS		1,800,000
Effective Storage ^a		1,440,000
^a Effective Storage is 80% of total storage.		

Table 5.3 | Water Transmission Inventory

Source: Village of Holmen Public Works

Diameter	Material	Length (feet)
Within Municipality		365,067
6	Asbestos-Cement	3,775
6	Other Metal	135,483
6	Other Plastic	6,662
8	Asbestos-Cement	2,956
8	Other Metal	124,513
8	Other Plastic	75
10	Other Metal	28,396
10	Other Metal	160
10	Other Metal	1,367
12	Other Metal	59,125
12	Other Plastic	2,555
Outside Municipality		10,672
6	Other Metal	92
8	Other Metal	4,343
10	Other Metal	19
12	Other Metal	6,218
TOTAL		375,739

EXISTING DEFICIENCIES

Various quantitative standards are used to determine the level of service the Village should be providing compared to the level that is currently being provided. Deficiencies exist where the levels of service do not meet the quantitative standards. The quantitative standards for water supply and storage are provided by Wisconsin Department of Natural Resources (WDNR) regulations NR 809-811, Public Service Commission (PSC) 185.82, and the Commercial Risk Service Department of the Insurance Service Organization (ISO). The WDNR and PSC regulations and the ISO standards provide the minimum standards for well pumping capacity, water storage volume, transmission (water mains) and water quality.

Water Storage

There are two levels of service criteria for water storage requirements: 1) the volume of storage should meet the average daily demand for water in the Village; and 2) the volume should provide fire protection at the rate of 3,000 gallons per minute for three hours with one well out of service and still meet the peak hourly demand for water to the rest of the system.

The current Village water demands, based on the 2024 report to the Wisconsin PSC, is summarized in Table 5.4.

Criterion 1:

The current total storage volume is 1,800,000 gallons. This is 171% percent of the 2024 average daily demand for water of 1,051,373 gallons.

Average Daily Demand = 1,051,373

Total Storage = 1,800,000

Additional Required Storage = -748,627

Therefore, criterion 1 is met and there is a current surplus of storage capacity.

Criterion 2:

The current effective storage volume is 1,440,000 gallons. This is 171% percent of the volume needed for fire protection with one well out of service and still meeting the peak hourly demand for water to the rest of the system.

The current peak hourly demand can be estimated as follows:

(Typical Peak Hourly Demand/Max Day Demand Ratio) * (2015-2024 Max Day Demand) = 2 * (2,971,000 gpd) = 5,942,000 gpd * (day/24hrs) * (hr/60min) = 4,126 gpm.

Peak Hourly Demand = 4,126 gpm

Firm Well Capacity = -3,100 gpm

Fire Flow = +3,000 gpm for 3 hours

Required Storage = 4,026 * (60 min/hr)*(3.0 hrs) = 724,680gallons.

Effective Storage = 1,440,000 gallons

Additional Storage = -715,320 gallons

Therefore, criterion 2 (above) is met and there is a surplus of storage capacity.

Table 5.4 | 2015 Water Demand

Source: Village of Holmen Public Works; 2011-2015 PSC Annual Report

Year	Population	Annual Water Pumpage MG ^a	Average Daily Water Pumpage (mgd) ^b	Demand per Person (gpcd) ^c	Maximum Day Pumpage (mgd)	Maximum Day/Average Day Ratio	Water Usage ^d (gpd)
2024	12,060	383.751	1.051	87.2	2.367	2.25	167
2023	11,794	444.867	1.219	103.3	2.971	2.44	140
2022	11,560	353.089	0.967	83.7	2.321	2.40	171
2021	11,167	357.350	0.979	87.7	2.835	2.90	152
2020	10,662	333.364	0.913	85.7	2.733	2.99	153
Average			1.026	89.5	2.645	2.60	157

a. MG = million gallons

b. mgd = million gallons per day

c. gpcd = gallons per capita per day. Since total water pumpage includes residential, commercial & industrial demands, this average consumption includes those demands as well.

d. Metered sales to residential customers

Water Pressure

NR 811.81 specifies that static pressure throughout the community must be within the range of 35 to 100 psi under normal operating conditions. The Village water system is operated at a single zone, ranging from 38 to 90 psi. Because water pressure is directly proportional to elevation, this equates to street level elevations between 700 and 819 feet above mean sea level. Currently, nearly all of the properties served have static pressures within this range. Therefore, there are no current deficiencies with regard to static pressure.

According to the Department of Public Works, residual pressure less than 20 psi during fire flow conditions is not a concern. Therefore, there are no current deficiency with regard to water pressure.

Pumping Capacity

Per NR 811.29, the firm well capacity should exceed the average hourly water demand on the maximum usage day.

2015-2024 Average Maximum Daily Demand = 2,971,000 gallons/(1,440 minutes per day) = 2,063 gpm

Firm Well Capacity = -3,100 gpm

Additional Required Pumping = -1,037 gpm

The current firm well capacity exceeds the maximum daily demand. Therefore, there is no deficiency with regard to pump capacity.

Water Distribution

Per NR 811.71, the water main must be capable of providing 500 gpm from a hydrant during a fire while maintaining 20 psi residual pressure through the system. According to the Public Works Department, there are no current piping deficiencies.

Water Quality

The drinking water standards are provided in NR 809. According to the Public Works Department, there are no current water quality deficiencies.

FUTURE NEEDS

The year 2040 projected water demands are based on historical water demands and the year 2040 projected population of 15,711 persons as estimated in Table 1.1 The Village's historical water demands, based on reports to the Wisconsin PSC, are summarized in Table 5.4.

The year 2040 Average Daily Demand can be estimated as follows:

$(2040 \text{ Pop.}) * (2015\text{-}2024 \text{ Historical Average Demand/Person}) = (15,711) * (89.5 \text{ gpcd}) = 1,406,135 \text{ gpd}$

The year 2040 Maximum Day Demand can be estimated as follows:

$(2040 \text{ Average Day Demand}) * (2015\text{-}2024 \text{ Historical Largest Max Day/Average Day Ratio}) = (1,406,135 \text{ pgd}) * (2.99) = 4,204,343 \text{ gpd}$

The year 2040 Peak Hourly Demand can be estimated as follows:

$(\text{Typical Peak Hourly Demand/Max Day Demand Ratio}) * (\text{Year 2040 Max Day Demand}) = 2.0 * (4,204,343 \text{ gpd}) = 8,408,686 \text{ gpd} * (\text{day}/24 \text{ hours}) * (\text{hr}/60 \text{ min}) = 5,839 \text{ gpm}$

These estimates can be used to determine if there will be a water deficiency in the year 2040 using the same rationale as used to determine the current deficiencies.

Water Storage

The same two levels of service criteria for the existing water storage requirements will apply to future storage requirements: 1) the volume of storage should meet the average daily demand for water in the Village; and 2) the volume should provide fire protection at the rate of 3,000 gallons per minute for three hours with one well out of service and still meet the peak hourly demand for water to the rest of the system.

Criterion 1:

The current total storage volume is 1,800,000 gallons. This is 128% percent of the projected 2040 average daily demand for water of 1,406,135 gallons.

- 2040 Average Daily Demand = 1,406,135
- Total Storage = -1,800,000
- Additional Required Storage = -393,865 gallons

Therefore, criterion 1 is met and there is a surplus.

Criterion 2:

The current effective storage volume is 1,440,000 gallons. This is 101% of the volume needed for fire protection with any one well out of service and still meeting the peak hourly demand for water to the rest of the system. The current peak

Table 5.5 | Future Water Demand

Source: Village of Holmen Public Works

Year	Population	Annual Water Pumpage MG ^a	Average Daily Water Pumpage (mgd) ^b	Demand per Person (gpcd) ^c	Maximum Day/Average Day Ratio	Water Usage (gpd)
2025	12,024	405.05	1.11	92.30	2.54	155.03
2030	13,386	483.78	1.33	99.02	2.57	150.03
2035	14,549	550.95	1.51	103.75	2.60	145.77
2040	15,711	618.12	1.69	107.79	2.62	141.51
2045	16,701	675.30	1.85	110.78	2.63	137.88
2050	17,690	732.48	2.01	113.44	2.64	134.25
Increase	5,666	327.43	0.90	21.14	0.10	-20.78

hourly demand can be estimated as follows:

- 2040 Peak Hourly Demand = 5,839 gpm
- Firm Well Capacity = -3,100 gpm
- Fire Flow = +3,000 gpm for 3 hours
- Required Storage = 5,939 gpm * (60min/hr) * (3.0 hours) = 1,033,020 gallons
- Effective Storage = -1,440,000 gallons
- Additional Storage = -406,980 gallons

Therefore, criterion 2 (above) is met and there is a surplus of storage capacity.

Water Pressure

According to the Public Works Department, future residential areas may require development of a high pressure zone to provide adequate water pressure. The cost of this facility would be a developer contribution; however, the Village would assume maintenance of the facility and thus added future costs.

Pumping Capacity

Per NR 811.29, the firm well capacity should exceed the average hourly water demand on the maximum usage day.

- 2040 Maximum Daily Demand = 4,204,343 gallons/ (1,440 minutes per day) = 2,919 gpm
- Firm Well Capacity = -3,100 gpm
- Additional Required Pumping = -181 gpm

The firm well capacity does meet the 2040 maximum daily demand. Therefore, there is no deficiency with regard to pump capacity.

Water Distribution

It is anticipated that the need for new water distribution facilities will be driven by development and the developers will construct and pay for the new water distribution facilities and dedicate them to the Village as necessary, although in some cases the Village may provide for the installation of water distribution facilities as a development incentive through tax increment finance districts.

Water Quality

The same water quality issues would apply in 2035 as the current situation.

IMPACT FEE CALCULATION

In water system impact fees, a Residential Equivalent Unit (REU) is a standard measure used to fairly distribute infrastructure costs. One REU represents the average daily water use of a single-family home. By converting all developments—residential, commercial, and industrial—into REUs based on expected water use, municipalities can apply consistent, proportional fees. This simplifies calculations and ensures each new connection pays its share of system expansion costs.

For this analysis, one REU is set at 157 gallons per day (gpd), based on 2020–2024 PSC data for the Village. Though lower than the industry norm of 250 gpd, this reflects actual local usage. Using this value ensures the fee aligns with real demand, meeting the requirements of Wisconsin Statutes § 66.0617. Non-residential developments are also converted to REUs based on projected water use to maintain fairness across land uses.

Cost and Timing of Needed Improvements

Table 5.6 identifies the capital improvements to the water supply that will be necessary to meet the future development needs according to the Department of Public Works.

Other Funding Sources

Under s. 66.0617(6)(e) Wis. Stats. the costs allocated to future water pumping, storage, and distribution facilities must be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed. The Village is not anticipating to receive monies from federal or state governments for the capital projects outlined in Table 5.6.

Costs Attributed to Existing Deficiencies

The allocation of future improvements between existing and future development is estimated at 82% based on the difference between the current and projected future need and the area allotted for the combined uses within the served land area for each improvement.

Impact Fee Calculation

Determine total water capital costs attributed to new growth (see Table 5.6):

Total Water Capital Costs (Attributed to New Growth) = \$8,140,000

Table 5.6 | Capital Cost Analysis
Source: Village of Holmen Public Works

Improvement	(A) Adjusted Capital Cost	(B) New Growth Share	(C) Allocated to New Growth
Well 9 & Reservoir 6	\$7,000,000	82.22%	\$5,755,556
Water utility connection	\$2,000,000	82.22%	\$1,644,444
Subtotal	\$9,000,000		\$7,400,000
Legal, Eng, Design Fees 10%	\$900,000	82.22%	\$740,000
Total	\$9,900,000	82.22%	\$8,140,000

Determine the number of REUs by the number of needed residential housing units per land use plan:

Projected new REUs (per the Village’s 20 Year Land Use Plan) = 1,901

Calculate the water cost per REU:

Water Cost per REU= \$8,140,000/1,901=\$4,282 per REU

Calculate the base rate per GPD:

Base Rate per GPD=\$4,282/157=\$27.27 per GPD

Multiply the GPD usage (157 GPD) by meter size factor (provided by the American Water Works Association (AWWA)) and the base rate to get the total impact fee:

Impact Fee Calculation-Alternative

Similar to the calculations for wastewater treatment facilities; the Village has determined to adjust the impact fee such that existing and future developments will share equally in the costs of the planned water system capital improvements, even though these costs are necessitated by future development.

The revised impact fee charges per meter size are shown in Table 5.7.

Table 5.7 | Capital Cost Analysis

Source: Village of Holmen Public Works

Meter Size	AWWA REU Meter Factor	Water Usage (GPD)	Water Impact Fee Rate	Water Impact Fee
0.625 and 0.75 inches	1	157	\$27.27	\$4,282
1 inch	1.67	262	\$27.27	\$7,151
1.5 inches	3.33	523	\$27.27	\$14,259
2 inches	6.67	1,047	\$27.27	\$28,561
3 inches	16	2,512	\$27.27	\$68,511
4 inches	28	4,396	\$27.27	\$119,895
6 inches	61.33	9,629	\$27.27	\$262,612

Meter Factor Source: American Water Works Association (AWWA)

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$4,282 FOR EACH FUTURE HOUSING UNIT AND \$4,282 to \$262,612 FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF HOLMEN FOR WATER PUMPING, STORAGE & DISTRIBUTION FACILITIES

Solid Waste & Recycling Facilities

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The Village contracts with Hilltopper Refuse & Recycling Service Inc., a family-owned waste hauler based in Onalaska, for all curbside collection of solid waste and recyclables

INVENTORY OF EXISTING FACILITIES

Solid Waste & Recycling Facilities

Solid waste is disposed of at the Xcel Energy French Island Waste to Energy Incinerator by Hilltop Refuse & Recycling Service Inc. The County is under contract with Xcel Energy until 2030. For materials that cannot be burned, or the ash from incineration, the La Crosse County Sanitary Landfill is the regional repository. In addition, there is a La Crosse County Household Hazardous Materials program which accepts drop offs of a variety of materials. Because the Village does not directly provide solid waste or recycling services to local residents, there are no existing deficiencies.

Compost Facilities

The only waste facility that the Village operates is the Holmen Compost Site, located at 751 Bridger Dr., near the corner of Empire Street. Materials like sod, grass clippings, leaves, garden debris, sawdust, wood chips, and brush up to 12 inches in diameter can be brought. According to the Department of Public Works, there are no existing deficiencies with the compost facility.

FUTURE NEEDS

Solid Waste & Recycling Facilities

Although the Village has no intent, if they needed to establish a solid waste and recycling facility, further analysis would need to be done in order to identify the projected requirements of such a facility.

Solid Waste & Recycling Facilities

According to the Department of Public Works, the existing compost site is adequate to serve the future population through 2045.

IMPACT FEE CALCULATION

Solid Waste & Recycling Facilities

The Village currently does not plan to establish solid waste removal and recycling as a service provided locally; therefore, no impact fee needs to be calculated.

The cost to new residents for these services will continue to be established between negotiations with the Village and Hilltopper Refuse & Recycling Service Inc. The current quarterly fee is \$46.00 per household. Any new household that moves into the Village in the near future will pay the same fee for the services provided.

If the Village chooses to withdraw from contracting solid waste removal and recycling with a private company, an additional analysis will need to be performed to identify the capacity of a new facility to meet the needs generated by the Village. An impact fee can then be established on new development based on those needs and facility costs.

Compost Facilities

Because the existing compost site is adequate to serve the future population through 2045; therefore, no impact fee is calculated.

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$0.00 FOR EACH FUTURE HOUSING UNIT AND \$0.00 FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF HOLMEN FOR SOLID WASTE & RECYCLING FACILITIES

Parks, Playgrounds & Land for Athletic Facilities

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PROFILE

The Village Parks and Recreation Department oversees parks, playgrounds and land for athletic facilities in the Village of Holmen.

The 2025 Comprehensive Plan for the Village inventoried existing parks and recreation and identified goals for the future of the parks and recreation system. Information provided by the Comprehensive Plan was used to identify existing park and recreation activities and spaces within the Village. It also included a map that identifies the location of each park in order to review the distribution of these amenities throughout the community.

The Village also has a 2011-2020 Comprehensive Outdoor Recreation Plan (CORP) adopted in 2012 that also inventoried the existing parks and identifies future plans to accommodate the growing population through 2020. This CORP has not been updated since adoption and is out of date. However, it was used as a guide to establish a vision for future parks and related amenities within the Village.

INVENTORY OF EXISTING FACILITIES

Table 7.1 provides an inventory of the Village's 16 parks and their amenities. In total the Village has 135.9 acres of parkland.

Holmen School District Property

Map 7.2 on the next page identifies the location of public parks and schools. School-owned properties and facilities were not included in this updated public facilities needs assessment and are therefore not counted in the total number of parkland acreage and facilities. These sites have limited availability to the public, and are not available in the same manner that public parks are available. For example, during school hours and special events, these sites are not available to the general public. In addition, the Village does not have ownership of these properties and therefore can not directly manage capital park improvements on these properties.

Table 7.1 | Existing Village Owned Park Facilities

Source: Village of Holmen Parks Department

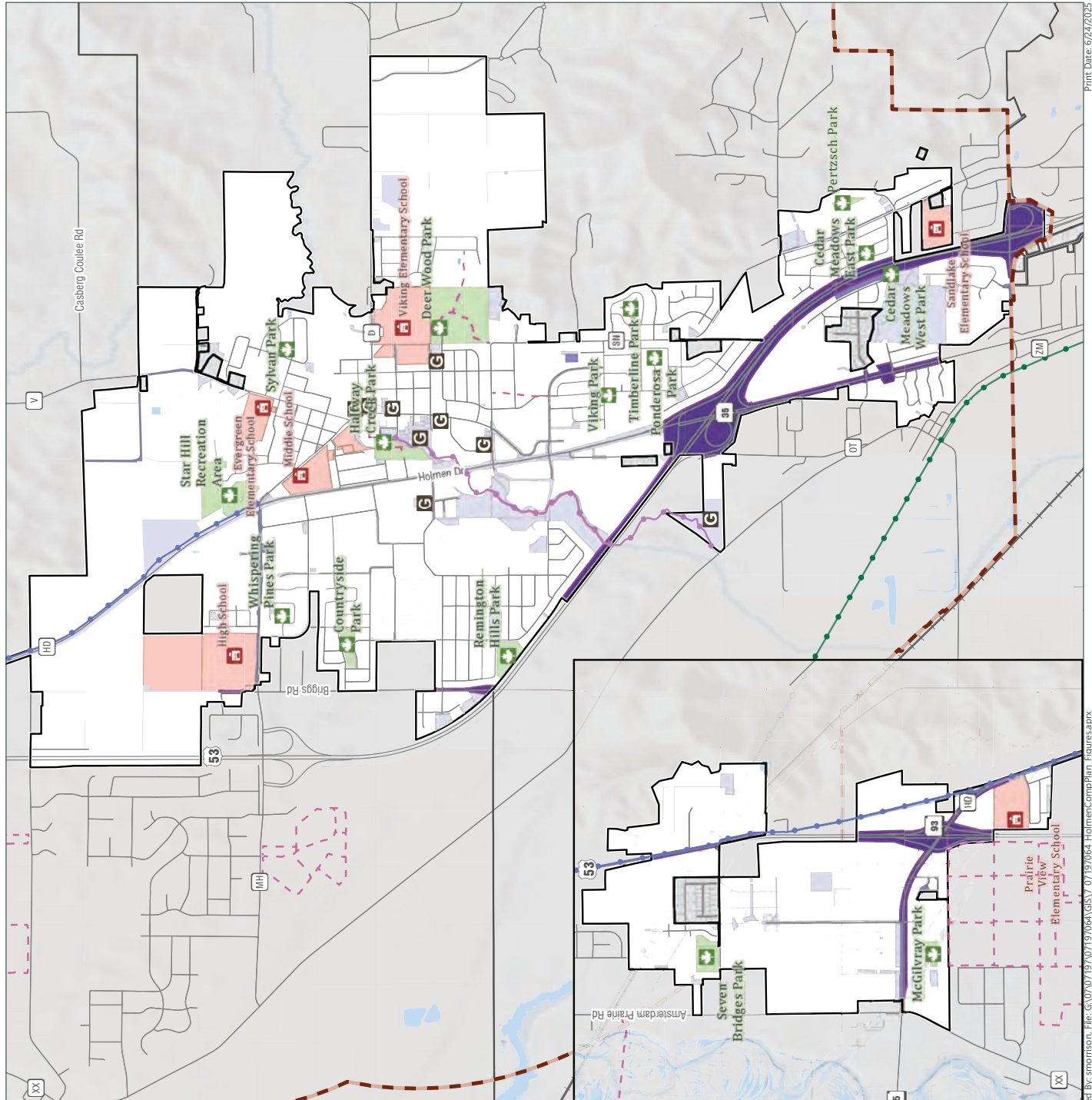
Name	Size	Type	Amenities
Cedar Meadows East Park	1.46 acres	Neighborhood	Playground, basketball court, open field, picnic shelter
Cedar Meadows West Park	1.18 acres	Neighborhood	Playground, open field
Countryside Park	3.25 acres	Neighborhood	Playground, shelter, soccer field, volleyball and basketball courts
Deer Wood Park	40 acres	Community	3 baseball fields, 4 tennis courts, walking trail, basketball court, ice hockey rink, nature trails, sledding hills, playground, restrooms, picnic and rotary shelter
Halfway Creek Park	14.51 acres	Community	band shell, 2 restrooms, 2 playgrounds, trail access point, volleyball court, horseshoe pit, 2 shelters, gazebo and picnic areas
McGilvray Park	2.62 acres	Neighborhood	playground, open field, basketball court, shade structure
Pertze Park	2.83 acres	Neighborhood	playground, open field, open shelter, 2 restrooms
Ponderosa Park	1.06 acres	Neighborhood	basketball court, playground, T-ball field
Remington Hills Park	7.5 acres	Community	playground, picnic tables, volleyball court, shelter, soccer/football field, multi-purpose ball field, basketball court, 1 tennis court and 2 pickleball courts, soccer wall, open field
Seven Bridges Park	14.96 acres	Community	playground, walking path, 2 soccer fields, softball fields, open shelter with restrooms
Star Hill Recreation Area	37.02 acres	Nature Preserve	natural area, limited/no amenities
Sylvan Park	1.94 acres	Neighborhood	playground, basketball court, open shelter, soccer field
Timberline Park	2.5 acres	Neighborhood	playground, baseball fields and basketball courts
Viking Park	0.53 acres	Neighborhood	playground and basketball court
Whispering Pines Park	1.66 acres	Neighborhood	playground, volleyball and basketball courts, open field
Holmen Aquatic Center	2.89 acres	Special Purpose	12,000 square foot pool, 6 competitive lap lanes, 200-foot water slide, drop slide, water play structure. Playground equipment with nearby concession stand.

Community and Public Facilities Comprehensive Plan Update

Village of Holmen
La Crosse County, WI

- Planning Area (1.5 miles)
- Village of Holmen
- Surrounding Municipality
- Parcel Boundary
- Great River State Trail
- Halfway Creek Trail
- Holland Bluffs Trail
- Other La Crosse County Trail
- Railroad
- Type
- Education
- Municipal Facility
- Recreation
- Government Owned Land
- Recreation
- School District
- Village
- County
- State

Data Sources:
La Crosse County GIS (2024)
WisDOT (2024)
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EXISTING DEFICIENCIES

Parkland

For determining existing deficiencies related to parkland acreage this report uses a level of service standard of 12 acres of parkland per 1,000 residents, which was the standard used for the 2016 Public Facilities Needs Assessment. In 2025, the population of the Village is estimated to be 12,162 residents. Using a factor of 12 acres per 1,000 residents, the Village currently requires 145.9 acres of parks and recreation land. With 135.9 acres of park and recreation land in 2025, the Village has a slight deficiency of parks and recreation land (-10.1 acres).

Park Facilities

The National Recreation and Parks Association (NRPA) sets relative benchmarks for communities of various sizes across the United States. Previous Impact Fee assessments from 2006 and 2016 used similar guidelines to set the standards for parks and associated facilities located within the Village. Existing park facilities are summarized in Table 7.3 based on the NRPA benchmarks. These facilities are then added together to determine the overall deficiencies and surpluses for the Village.

FUTURE NEEDS

Parkland

In 2045, the population of the Village is estimated to be 16,701 residents. Using a factor of 12 acres per 1,000 residents, the Village will need 200 acres of parkland. With 135.9 acres of park and recreation land in 2025, the Village will have a deficiency of 64.5 acres of parks and recreation land if no additional parklands are added to the Village by 2045.

The Village’s Land Division Ordinance, Chapter 90-4(D)2.b., requires that when any land divisions or subdivisions occur that the subdivider shall be required to dedicate developable land to the Village for parks at a rate of 0.04 acres (1,742 square feet) per dwelling unit. The Village’s goal is to provide 12 acres of parkland per 1,000 residents. Using the estimated 2.42 persons per household in 2025, this equates to a standard of 0.03 acres per unit. Therefore the Village’s land dedication ordinance requirement of 0.04 should result in the dedication of additional parkland to meet the future needs of the Village.

In practice, however, the requirements of the Village’s land dedication usually result in the creation of small neighborhood parks and do not provide enough land for community parks, unless the developer agrees to provide additional land dedication above minimum requirements. As the name implies, neighborhood parks are intended to serve the needs of households immediately surrounding the park; but their smaller size rarely provides enough land area to accommodate larger community events or multiple and larger park facilities (e.g. a four plex of regulation sized baseball diamonds). Therefore, the Village’s land dedication requirements do not directly ensure the construction of community parks. In lieu of land dedication, impact fees could be collected to build more regional community parks. Based on this principal, the Village’s Parks and Recreation Director has identified future capital costs for the acquisition and development of future community parks and associated facilities as part of those future community needs for which impact fees should be calculated (Refer to Table 7.4).

Park Facilities

Table 7.3 provides an inventory of the Village’s park amenities. The last column in the table indicates the amount of additional facilities that will be required to adequately serve the population in 2045 based on planning standards in the NRPA publications. The projected deficiencies are similar to those existing deficiencies (i.e. softball, football, playgrounds, etc).

The Village Land Division Ordinance, Chapter 90-4(D)2.c.2.a-b requires that when any land divisions or subdivisions occur that the subdivider shall be required to provide a neighborhood park and a community park, with associate facilities. Those facilities include such items as playground equipment, shelters, basketball courts, tennis courts, football field, baseball field. Therefore, the Village’s land dedication ordinance should in theory result in the construction of additional park facilities to serve new development. However, according to Village Staff the practice has been that the Village requires land dedication and the Village provides the recreational facilities in the new parks. Therefore, the Village’s land division ordinance requirements do not provide new park facilities. Based on this principal, the Village’s Parks and Recreation Director has identified future capital costs for the purchase and installation of new park facilities as part of those future community needs for which impact fees should be calculated (Refer to Table 7.4).

If the population grows higher than projected in the Comprehensive Plan, these calculations will need to be re-

evaluated. In addition, this needs assessment should be updated each time the Village's Comprehensive Outdoor Recreation Plan is updated to reflect changing standards, rates of development, or new capital projects.

IMPACT FEE CALCULATION

Table 7.4 provides an inventory of the capital costs provided by the Parks and Recreation Department Director for future park improvements or expansions, through year 2045. The costs include a fee of ten percent to cover legal, engineering and design costs per s. 66.0617 Wis. Stats. Table 7.4 only includes those capital costs which are eligible for impact fees and do not include other capital projects related to replacement of existing park facilities, maintenance of park facilities, and equipment.

Table 7.4 identifies \$19,514,000.00 in total capital costs for parks, playgrounds and land for athletic facilities through year 2045.

Other Funding Sources

Under s. 66.0617(6)(e) Wis. Stats. the costs allocated to future park facilities must be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed. The Village is not anticipating to receive monies from federal or state governments for the capital projects outlined in Table 7.4.

Costs Attributed to Future Deficiencies

The previous sections identified an existing deficiency of 10 acres of parkland. The Village will have a deficiency of 38.7 acres per the 2045 population. Table 7.4 identified one project related to acquisition of future parkland (New Community Park). The cost of acquisition and development of this park is estimated to be \$1,995,000.00. According to the WI Department of Revenue the average sales price of agricultural land in La Crosse County in 2024 was \$5,878 per acre. Land acquisition, anticipated improvements and recreational facilities are included in the total cost estimate. Note, the price per acre of agricultural land was used since it is assumed a new community park would occur from a purchase of undeveloped agricultural land adjacent the community.

2025-2045 New Growth Share (%)

For the purposes of determining costs attributed to 2025-2045 new growth the following principals were applied:

- 100% of the adjusted capital costs related to installation of new play equipment in New Neighborhood Parks #1-3 will be allocated to new growth since the new growth directly creates the need for these new neighborhood parks and their associated facilities.
- For all other capital expenditures (i.e. community parks and trails) it is assumed that both existing and future developments (residential and non-residential) will share equally in the benefit and enjoyment of these additional facilities as they are community-wide parks and trails. Therefore, 21% of the adjusted capital costs are allocated to new growth due to the projected population increase to 2045. This percentage equals the projected total acres of new land development (residential, commercial, and industrial) from 2025-2045 to the total acres of land development in 2045 from Table 1.2.

Costs Allocated to New Growth

Equals Column C * Column D = Column E

Impact Fee

The Village Board has determined through this Public Facilities Needs Assessment that commercial and industrial developments create an impact on the demand and use of parks, playgrounds and land for athletic facilities. Specifically the Village contends that employees of commercial and industrial development are likely to use community parks and recreational trails prior to work, during work (lunch or break), or after work for mental relaxation, physical fitness, or transportation. Therefore, the Village finds that commercial and industrial development should be assessed an impact fee for capital improvements for community parks and community trails. However, the Village has determined that commercial and industrial development should not be assessed an impact fee for capital projects related to new neighborhood parks as these facilities are less likely to be used by employees and primarily exist to serve surrounding residential homes.

Based on the analysis in Table 1.2, residential development is anticipated to make up 85.6% of the total acreage of future residential, commercial, and industrial property in the Village in year 2045. Therefore, 85.6% of the costs identified in

Column E of Table 7.4 for community parks and community trail capital improvement projects, and 100% of the capital costs for neighborhood park projects, can be allocated to residential development. Of this total amount \$2,795 can be attributed per housing unit.

$(\text{Total Costs Allocated to 2045 New Growth for Community Parks and Trail Projects} * 0.856) + (\text{Total Costs Allocated to 2045 New Growth for Neighborhood Parks} * 1.00) / (\text{Projected \#New House Units from 2025-2045})$

$(\$6,248,990.00 * 0.85) / 1,901 \text{ housing units} = \$2,795 \text{ parks impact fee per housing unit}$

Based on the analysis in Table 1.2, commercial and industrial

development is anticipated to make up 14.4% of the total acreage of future residential, commercial, and industrial property in the Village in year 2045. Therefore, 14.4% of the costs identified in Column E of Table 7.4 for community parks and community trail capital improvement projects, and 0% of the capital costs for neighborhood park projects, can be allocated to commercial and industrial development. Of this total amount \$7,470 can be attributed per acre.

$(\text{Total Costs Allocated to 2045 New Growth for Community Parks and Trail Projects} * 0.15) / (\text{Projected \#New Commercial and Industrial Acres from 2025-2045})$

$(\$4,930,900 * 0.15) / 76 \text{ acres} = \$9,733 \text{ impact fee per commercial and industrial acre of development}$

Table 7.4 | Impact Fee Calculation for Capital Costs for Community Parks & Playgrounds Through 2045

(A) Park/Facility	(B) Description	(C) Adjusted Cost	(D) New Growth %	(E) Allocated to New Growth
New Neighborhood Park #1	New Play Equipment & Amenities	\$250,000.00	100%	\$250,000.00
New Neighborhood Park #2	New Play Equipment & Amenities	\$250,000.00	100%	\$250,000.00
New Neighborhood Park #3	New Play Equipment & Amenities	\$250,000.00	100%	\$250,000.00
Existing Community Parks serving New Development	Seven Bridges, McGilvray, Pertzseh Park Expansions	\$4,700,000.00	50%	\$2,350,000
Halfway Creek Park	Parking lot expansion & Lighting	\$125,000.00	21%	\$26,250.00
Location Undetermined	New Dog Park	\$120,000.00	21%	\$25,200.00
Deer Wood Park	New Trails, Equipment + Amenities	\$50,000.00	21%	\$10,500.00
Aquatic Center	New Pools, Splash Pad + Spray Park	\$10,000,000.00	21%	\$2,100,000.00
New Community Park	Land Acquisition + Park Facilities, Equipment, & Amenities	\$1,995,000.00	21%	\$418,950.00
Subtotal		\$17,740,000.00		\$5,680,900.00
Legal , Engineering, Design Fees (10%)		\$1,774,000.00		\$568,090
Total		\$ 19,514,000.00		\$6,248,990.00

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$2,795 FOR EACH FUTURE HOUSING UNIT AND \$9,732 PER ACRE FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT FOR PARKS, PLAYGROUNDS & LAND FOR ATHLETIC FACILITIES IN THE VILLAGE OF HOLMEN.

Library Facilities

PUBLIC FACILITIES NEEDS ASSESSMENT

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PROFILE

In 2016, the Village of Holmen constructed a new 18,000 square foot Library facility after several years of planning, land acquisition, land preparation, and design projects. The new library is anticipated to serve the Village beyond the next 20 years. The Village owned the previous library structure located at 103 State Street, and were therefore responsible for the cost of the proposed expansion/new construction. The County currently rents the facility from the Village for the library. However, the materials inside of the library are owned by the County, therefore, the cost to add materials is not the responsibility of the Village, and no costs associated with books, CDs, DVDs, periodicals, etc. can be passed through to the Village in the form of impact fees. Therefore, this updated public facilities needs assessment primarily focuses on the inventory of the existing and future land and building space of the library building.

INVENTORY OF EXISTING FACILITIES

The La Crosse County Library is located at 121 Legion Street West. It is one of five branches of the La Crosse County Library System. The other libraries are located in Bangor, Campbell (French Island), Onalaska, and West Salem. Facility ownership remains split: the Village of Holmen owns and maintains the building and grounds, while the La Crosse County Library System staffs the branch and allocates its collections and programs.

The Holmen Area Branch Library opened in September 2017 at 121 West Legion Street in Holmen, WI, replacing its former 6,300-square-foot location in a converted grocery store. The new, purpose-built facility spans 18,000 square feet, offering expanded public areas and modern amenities. It provides access to more than 407,000 items in the county-wide collection, including books, periodicals, CDs, and DVDs. There are also digital services available such as ebooks, audiobooks, and streaming media. The branch features public computers, free Wi-Fi, multiple study rooms, and flexible community meeting spaces.

Each year, the Wisconsin Department of Public Instruction requires public libraries in the state to file a Public Library Annual Report. These reports, which are filed by the La Crosse County Library System, includes data on collection, circulation, library services, staff, revenue, etc. The data provided is a consolidation of all five branches that make up the La Crosse County Library System. Individual data is not reported for each branch. The annual reports can be found at:

<http://dpi.wi.gov/pld/data-reports/service-data>

EXISTING DEFICIENCIES

The Village's 2006 Public Facilities Needs Assessment established a level of service standard of 0.70 square feet per capita for library building space needs. This level of service standard was sourced from the Joseph L. Wheeler and Herbert Goldhor, Practical Administration of Public Libraries. New York: Harper, 1962. This same level of service standard is carried forward in this updated analysis.

2025 Library Space/Capita = 18,000 sq.ft./12,162 = 1.48

Based on the level of service standard of 0.7 square feet per capita the Village currently exceeds the standards. Therefore the capital costs incurred for the existing facility will continue to be split evenly across existing and new development.

IMPACT FEE CALCULATION

Table 8.1 provides a summary of the actual costs incurred by the Village to acquire land, site preparation, design fees, and construction costs for the new 18,000 square foot library facility.

Land Acquisition

The Village acquired 11 total parcels in order to assemble enough land area for the construction of the new library and police facility at a total cost of \$2,372,425. For the purposes of calculating the impact fee 50% of the land acquisition costs are allocated to the library and 50% to the police station as the entire area was designed as a shared campus.

Infrastructure and Site Preparation

Infrastructure costs include the costs to reconstruct Legion and Wall Streets, along with associated storm sewer, sanitary sewer and water main. As part of the development of the Downtown Civic Campus infrastructure costs to Legion and Wall Street were necessary to serve the new developments. The total cost of these project was \$400,000. For the purposes of calculating the impact fee 50% of the infrastructure costs are allocated to the library and 50% to the police station as the entire area was designed as a shared campus.

Building Construction

In 2016, the Village awarded a construction contract for the new library for a total cost of \$3,984,293.

Legal, Engineering & Design Costs

The costs for land acquisition, infrastructure and building construction are inclusive those actual costs associated with legal, engineering and design costs.

Costs Allocated to Library

Includes those actual or proportional costs which can be attributed to the new library facility for land acquisition; infrastructure and site preparation; and building construction.

Other Funding Sources

Under s. 66.0617(6)(e) Wis. Stats. the costs allocated to future library facility must be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed. The Village has not received, and is not anticipated to receive, monies from federal or state governments for the new library.

Costs Attributed to Existing Deficiencies

The existing deficiency analysis from 2016 identified that a 6,981 square foot building would be sufficient to meet existing 2016 population needs. This represents 46.5% of the actual size of the new library. For the purpose of calculating the impact fee, 46.5% of those costs allocated to the library for land acquisition; site preparation; infrastructure; building

construction; and legal, engineering and design fees, less other funding sources, represents existing deficiencies or costs attributed to existing development. The new building is projected to meet the library's need until at least 2035.

Costs Allocated to New Growth

Equals Column B - Column C - Column D

2025-2045 New Growth %

The percentage of capital costs related to the construction of the new library that can be attributed to new growth from 2025-2045 is equal to 15%; the additional library space needed to accommodate the 2025-2045 population (2,700 sq.ft.) divided by the total square footage of the new library (18,000 sq.ft.).

Costs Allocated to 2045 New Growth

Equals Column E * Column F

Impact Fee

The final impact fee is derived by dividing Column G by 1,901 (estimated number of new housing units from 2025 to 2045). Note, because libraries do not directly service non-residential uses no impact fee is assessed for commercial and industrial development as may be the case for other public facilities.

Table 8.1 | Holmen Library Costs

Source: Village of Holmen

Description	(A) Total Cost Library	(B) Costs Allocated to Library	(C) Other Funding Sources	(D) Costs Attributed to Existing Deficiencies	(E) Costs Allocated to New Growth	(F) 2025- 2045 New Growth %	(G) Costs Al- located to 2045 New Growth	(H) Impact Fee
Land Acquisition	\$2,372,425	\$1,186,212	\$0	\$551,589	\$634,623	15%	\$95,194	\$51
Infrastructure and Site Preparation	\$400,000	\$200,000	\$0	\$93,000	\$107,000	15%	\$16,050	\$9
Building Construction	\$3,984,293	\$3,984,293	\$0	\$1,852,696	\$2,131,597	15%	\$319,740	\$169
Total	\$6,756,718	\$5,370,505	\$0	\$2,497,285	\$2,873,220	15%	\$430,983	\$227

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$227 FOR EACH FUTURE HOUSING UNIT FOR LIBRARY SERVICES IN THE VILLAGE OF HOLMEN.

Law Enforcement Facilities

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PROFILE

The Village of Holmen Police Department provides law enforcement services to all property and residents within the Village of Holmen. The Department also provides backup services to surrounding jurisdictions as needed. The Village’s existing Police Station is 10,000 square-feet.

INVENTORY OF EXISTING FACILITIES

The Holmen Police Station is located at 119 Wall Street West. The building is approximately 10,000 square feet in size and has office space, evidence storage space, a training room, fitness room, intoxilizer room, suspect processing area, interview rooms, records area and indoor parking for six vehicles. In addition, the police station has a public lobby and consultation room and outside parking spaces for 10 police department vehicles and 11 public spaces. The Department is staffed by seventeen (17) full-time sworn officers and one (1) police dog responsible for crime investigation, arrests, community education, crime prevention, traffic and parking enforcement, animal control, assistance to citizens and communication duties. Additionally, there are three (3) administrative assistants in the Department.

EXISTING DEFICIENCIES

There are various reports issued by the Federal Bureau of Investigation and the International Association of Chiefs of Police that identify appropriate levels of services based on number of calls for population size, density, demographics, etc. This standard is typically based on the number of employees per 1,000 residents in the services area, which translates into the amount of square feet of facility per law enforcement employee. The IACP recommends taking the above considerations, along with various others, into account when establishing a local standard.

The Village’s 2016 Public Facilities Needs Assessment established a level of service standard of 400 square feet of police station building space per employee. This level of service standard was sourced from a publication produced in 1985 titled Impact of Growth, L.W. Canter, S.F. Atkinson, and F. Leistritz, which provides a very general outline for three individual standards related to law enforcement. These standards are for: number of personnel (1.5 per 1,000), number of vehicles (0.6 per 1,000), and facility space (400 sq.ft per employee). These same level of service standards are carried forward in this updated analysis.

Table 9.1 provides a summary of the 2025 law enforcement personnel and facility deficiency analysis using the same

level of service standards from the 2016 Public Facilities Needs Assessment. For the purposes of calculating the future impact fee, Table 9.1 provides the calculation of existing deficiencies using the existing 10,000 square-foot Police Station located at 119 Wall Street. Based on the LOS standards, the Village has a surplus of 3,600 square-feet.

Table 9.1 | 2025 Personnel and Facility Deficiency Analysis
Source: Village of Holmen

Current Facility Size (sq.ft.)	10,661
Level of Service Standard for Employees (per 1,000 residents)	1.5
Recommended 2025 Staff Levels	18
Existing 2025 Staff Levels	17
Personnel Deficiency	-1
Level of Service Standard for Facilities (sq.ft/ employee)	400
Recommended Facility Size (sq.ft)	6,400
Current Facility Size (sq.ft.)	10,000
Existing Deficiency in Law Enforcement Facilities (sq.ft.)	-3,600

FUTURE NEEDS

The Police Department has identified the following needs for the department to operate efficiently:

- 1. Large Item Storage: A designated storage area would create two additional available parking spaces in the garage.
- 2. Locker Room Space: The women’s locker room has been converted into a unisex bathroom/locker room to accommodate additional officers. However, an additional locker room would be beneficial.

Table 9.2 calculates the future law enforcement personnel and facility needs using the level of service standards identified in the “Existing Facilities” section for years 2025 and 2045. Based on the identified level of service standards the existing police station should meet the needs of the community through 2045.

IMPACT FEE CALCULATION

Table 9.3 provides a summary of the actual costs incurred by the Village to acquire land, site preparation, design fees, and construction costs for the new 10,000 square foot police station.

Legal, Engineering & Design Costs

The costs for land acquisition, infrastructure and building construction are inclusive those actual costs associated with legal, engineering and design costs.

Costs Allocated to Police Station

Includes those actual or proportional costs which can be attributed remodeling; and legal, engineering and design

Table 9.2 | 2035 Personnel and Facility Deficiency Analysis

Source: Village of Holmen

2035 Population	14,549
Level of Service Standard for Employees (per 1,000 residents)	1.5
Recommended 2025 Staff Levels	20
Existing 2025 Staff Levels	17
Personnel Deficiency	3
Level of Service Standard for Facilities (sq.ft./employee)	400
Recommended Facility Size (sq.ft.)	8,040
Previous Facility Size (sq.ft.)	10,000
Existing Deficiency in Law Enforcement Facilities (sq.ft.)	-1,960

Table 9.3 | 2045 Personnel and Facility Deficiency Analysis

Source: Village of Holmen

2040 Population	16,701
Level of Service Standard for Employees (per 1,000 residents)	1.5
Recommended 2025 Staff Levels	25
Existing 2025 Staff Levels	17
Personnel Deficiency	8
Level of Service Standard for Facilities (sq.ft./employee)	400
Recommended Facility Size (sq.ft.)	9,440
Previous Facility Size (sq.ft.)	10,000
Existing Deficiency in Law Enforcement Facilities (sq.ft.)	-560

costs.

Other Funding Sources

Under s. 66.0617(6)(e) Wis. Stats. the costs allocated to the new police station must be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed. The Village has not received, and is not anticipated to receive, monies from federal or state governments for the new police station.

Costs Allocated to New Growth

Equals Column B - Column C - Column D

2025-2045 New Growth %

The percentage of capital costs related to the construction of the new police station that can be attributed to new growth from 2025-2045 is equal to 16.4%; the additional police station space needed to accommodate the 2025-2045 population (1,635 sq.ft.) divided by the total square footage of the new police station (10,000 sq.ft.).

Costs Allocated to 2045 New Growth

Equals Column E * Column F

Impact Fee

The Holmen Police Department provides services to all land uses within the Village, not just residential, so the capital costs for impact fees must be divided accordingly.

Based on the analysis in Table 1.2, residential development is anticipated to make up 85% of the total acreage of future residential, commercial, and industrial property in the Village in year 2045. Therefore, 85 % of the costs identified in column G of Table 9.4 can be allocated to residential development. Of this total amount \$2,015 can be attributed per housing unit.

(Total Costs Allocated to 2045 New Growth * 0.85) / (Projected #New House Units from 2025-2045)

(\$2,235,396* 0.85) / 1,901 = \$1,000 impact fee per housing unit

Based on the analysis in Table 1.2, commercial and industrial development is anticipated to make up 15% of the total acreage of future residential, commercial, and industrial property in the Village in year 2045. Therefore, 15% of the costs identified in column G of Table 9.4 can be allocated

to commercial and industrial development. Of this total amount \$4,412 can be attributed per acre.

(Total Costs Allocated to 2045 New Growth * 0.15) /
(Projected #New Commercial and Industrial Acres from
2025-2045)

(\$2,235,396 * 0.15) / 76 = \$4,412 impact fee per commercial
and industrial acre of development

Table 9.4 | Holmen Police Station Costs

Source: Village of Holmen

Description	(A) Total Cost	(B) Costs Allocated to Police Station	(C) Other Funding Sources	(D) Costs Attributed to Existing Deficiencies	(E) Costs Allocated to New Growth	(F) 2025- 2045 New Growth %	(G) Costs Allocated to 2036 New Growth
Land Acquisition	\$2,372,425	\$1,186,212	\$0	\$706,982	\$479,230	16.4%	\$78,354
Infrastructure and Site Preparation	\$400,000	\$200,000	\$0	\$119,200	\$80,800	16.4%	\$13,211
Building Construction	\$2,177,482	\$2,177,482	\$0	\$1,297,779	\$879,703	16.4%	\$143,831
Garage/Shop Addition	\$2,000,000	\$2,000,000	\$0	\$0	\$2,000,000	100%	\$2,000,000
Total	\$6,949,907	\$5,563,694	\$0	\$2,123,961	\$3,439,733	16.4%	\$2,235,396

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$1,000 FOR EACH FUTURE HOUSING UNIT AND \$4,412 PER ACRE FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF HOLMEN FOR LAW ENFORCEMENT FACILITIES

Fire Protection & Emergency Medical Facilities

PUBLIC FACILITIES NEEDS ASSESSMENT

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10

PROFILE
INVENTORY OF EXISTING FACILITIES
EXISTING DEFICIENCIES
FUTURE NEEDS
IMPACT FEE CALCULATION

PROFILE

The Holmen Area Fire Department (HAFD) is an individual entity from the Village, and the operating costs are shared between the Village of Holmen and the other member Town of Holland. The two fire districts (Holmen/Holland and the City of Onalaska/Town of Onalaska) do have a mutual agreement to support coverage of actual structure fires anywhere within our mutual coverage territory. The four communities are also in discussion at the possibility of collaborating even more, including the possible concept of sharing a mutually beneficial service sub-station location, sharing large apparatus and equipment, and possibility even personnel in the future. However as of 2025, the two entities are still operating in separate capacities and the Village of Holmen and Town of Holland will be the expected lone owners of the newly proposed Fire/EMS Station (referenced in the study). There is also a shared services agreement with West Salem Fire Department and with West Salem First Responders.

The Department also has a mutual aid agreement with all other fire departments in La Crosse County. All of La Crosse County is served by 911 Emergency Dispatch. The County contracts with the Tri-State Paramedic Service based at Gunderson Lutheran's facility in La Crosse and the Village's Fire Squad works alongside Tri-State on all calls. The Fire Squad is certified as a first responder squad.

INVENTORY OF EXISTING FACILITIES & SERVICES

Public Protection Classification (PPC) Score

According to the HAFD Fire Chief, the more populated areas that have municipal water within the HAFD response area have a Public Protection Classification (PPC) Score of 4. This applies to properties within three road miles of the fire station and within 1,000 feet of a credible water source. The larger less populated rural areas that do not have municipal water and are beyond three miles of the fire station have a Class 9/10 rating. The PPC scores are used by the Insurance Services Organization (ISO) to establish insurance ratings for residential and commercial facilities. The ratings are based on the principle of placing sufficient fire apparatus and personnel on the scene in a short period of time with an adequate water supply to contain the fire. Class 1 represents exemplary fire protection, while class 10 indicates that the community's fire-suppression program does not meet ISO's minimum criteria.

Maximum Response Distance

The ISO recommends that a single fire resource should protect people within a 1.5 mile driving distance with a four or five minute travel time, which is a standard also advocated by the Commission on Fire Accreditation International (CFAI). According to the HAFD Fire Chief, HAFD response distance has a range of anywhere between 1.5 and 8.0 miles.

Number of Full-Time Firefighters per Citizens

The U.S. Department of Labor has Full-Time Employees (FTEs) for fire departments established at 10.98 per 10,000 population (1.1 FTE/1,000 population). The International City/County Managers Association (ICMA) conducts an annual survey of fire departments in the United States and finds that the ratio of FTEs per 1,000 citizens is approximately 1.4 for populations of 10,000 to 24,999. Using these guidelines, the number of full-time firefighters per 1,000 residents for public entities of 22,597 (population of fire district) would be between 22 to 27. This does not include full-time Administrative staff personnel. According to the HAFD Fire Chief, HAFD is comprised of thirteen (13) full-time firefighters who work a standard 40-hour work week M-F. In addition, HAFD has one on-call EMT who is part of the Call Back system and response matrix.

Per Capita Fire Costs

Population density, community values, response workload and the ability to pay are factors that drive the nature of an area's fire protection. Per capita fire cost is expressed in terms of the dollar cost per person in a community to support the fire agency. If the relationship between per capita fire costs, the number of firefighters per thousand is to mean anything, it has to be related to community expectation and anticipated outcome.

Federal, National, State, and Local Minimum Staffing

Federal: A cooperative study authorized by U.S. Public Law 106-398 between the Federal Emergency Management Agency (FEMA) and the National Fire Protection Association (NFPA) identified 4 firefighters as the minimum for an engine company response in order to safely initiate an interior attack. According to Occupational Safety and Health Administration (OSHA) 29 Code of Federal Regulations (CFR) 1910.134, at least two employees enter the Immediately Dangerous to Life and Health (IDLH) atmosphere and remain in visual or voice contact with one another at all times. In addition, two more employees are located outside the IDLH atmosphere. This federal requirement establishes

that a minimum of 4 firefighters are required at the scene before an interior operation can be initiated.

State: Wisconsin Department of Safety and Professional Services (SPS) 330 states that every fire department shall provide sufficient personnel to safely conduct emergency scene operations and limit such operations to those that can be safely performed by the personnel available at the scene. It further states that firefighters operating in an interior structural fire shall operate in a team of two or more, with a back-up team of at least two members available at the scene for rescue if needed.

Local: The Holmen Area Fire Department Standard Operating Procedure (SOP) states that within 6 minutes of receiving an initial page, safely demonstrate the ability to deploy an effective and efficient response force comprised of a Command Chief Officer (1); Engine Company (4); and Rescue/EMS Squad (2), 75 percent of the time.

According to the HAFD Fire Chief, HAFD is meeting partial compliance with federal, national, state, and local minimum staffing guidelines.

Call Volume

According to the HAFD Fire Chief, once a department goes over 1,000 calls per year, there are significant pressures placed on the volunteer system. The department needed to recruit a team of full-time individuals in order to ensure one shows up on a regular basis.

From 2015 thru Summer 2025, HAFD experienced a 46% increase in total calls with the vast majority of them being EMS. During this time the Medical calls increased by 32%, while the calls under Other increased by 99%.

January - December 2015: 825 Total Calls (654 Medical, 171 Other)

June 2024 - July 2025: 1201 Total Calls (861 Medical, 341 Other)

It is anticipated that as the response area grows and develops the number of responses will increase proportionally.

Facilities

The Fire Department is located at 710 South Main Street in Holmen. The facility is approximately 10,524 square feet in size and includes an additional 2,300 square foot accessory building (no electricity or plumbing). The Fire Department

has nine (9) trucks: three (3) engines; three (3) tankers, one (1) rescue, one (1) quick response and one (1) brush truck. The department currently has thirteen (13) full-time employees and (3) paid-on-call EMTs.

EXISTING DEFICIENCIES

Facilities

The fire protection and emergency medical services operate out of the same building, and will therefore have similar deficiencies and needs. Table 10.1 provides an outline of the existing facility space occupied by the Holmen Area Fire Department.

According to the HAFD Fire Chief, the current facility is a metal butler building that is 47 years old. The roof is in marginal condition and the facility is equipped with undersize bay doors for the size of apparatus. The main electrical panel for the facility is outdated and would require a major upgrade. the building has no built-in exhaust system for apparatus fumes and lacks a back-up generator. In addition, it's poorly insulated, has inadequate administration offices to conduct business, lacks adequate training facilities, and has no sleeping quarters (which at this time is not a requirement).

The Village's 2016 Public Facilities Needs Assessment established a level of service standard of 250 square feet of fire and emergency medical building space per 1,000 residents. This level of service standard was sourced from a publication produced in 1985 titled Impact of Growth, L.W. Canter, S.F. Atkinson, and F. Leistritz, which provides a very general outline for three individual standards related to fire and emergency medical services. These same level of service standards are carried forward in this updated analysis.

Table 10.2 provides a summary of the 2025 fire department personnel and facility deficiency analysis using the same level of service standards from the 2016 Public Facilities Needs Assessment. Based on the LOS standards the Fire and EMS facility has a surplus of 5,350 square feet.

Table 10.1 | Existing Fire & EMS Facility Space

Source: Village of Holmen

Building Area	Existing Facility Space (SF): 2016
Fire Truck / Ambulance Bays	8,580
Locker Room / Showers	300
Restrooms	120
Main Office	168
Training & Meeting Room	780
Food Prep. Kitchen	80
Fire / Ambulance Dispatch	168
Unassigned / Hallway	328
TOTAL	10,524
Current Population Served (2024)	22,597
Square Feet per 1,000 Population	465.73
Current Full-Time Personnel	13
Current Volunteer Personnel	1

FUTURE NEEDS

According to the HAFD Fire Chief, HAFD will need to eventually migrate towards adopting the NFPA 1710, Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments, in order to increase standard of service by reducing response times. This standard establishes service delivery objectives for alarm processing time, turnout time, response time, and staffing levels for initial fire attack and a full alarm assignment. A fire department that can meet the mandatory fire suppression requirements listed below at least 90% of the time essentially complies with the standard:

- Alarm processing within one minute
- Turnout time within eighty seconds
- Response time of the first engine company within four minutes
- Staffing levels of at least four on-duty personnel for engine and ladder companies
- Staffing levels of at least fifteen personnel for the initial full alarm assignment.

The NFPA 1710 Standard requires career departments to have a response time of four minutes from the moment they receive an alarm until the “first-out” company, with four firefighters, arrives on scene. It also requires a response of 15-17 firefighters within the first eight minutes on at least

Table 10.2 | 2025 Fire & EMS Department Facility Deficiency Analysis

Source: Village of Holmen

2024 Population (Combined)	22,597
Level of Service Standard for Facilities (sq.ft./per 1,000 residents)	250
Recommended Facility Size (sq.ft.)	5,649.25
Existing Facility Size (sq.ft.)	10,524
Existing Deficiency in Fire & EMS Facilities (sq.ft.)	-5,350.75

90% of the incidents.

NFPA 1710 Standard staffing requirements are based on a 2,000 square-foot single-family dwelling. According to this standard, a career department shall have the capability to deploy an initial full-alarm assignment within an eight-minute response time to 90% of the incidents. As a minimum, this assignment shall consist of the following 15 firefighters and officers:

- Establishment of incident command (1 person)
- Establishment of an uninterrupted water supply (1 person)
- Establishment of an effective flow application from two hand lines (4 people)
- Provision of one support person for each hand line (2 people)
- A minimum of one victim search and rescue team (2 people)
- A minimum of one ventilation team (2 people)
- If aerial device is used, one person shall function as an aerial operator (1 person)
- Establishment of an Initial Rapid-Intervention Crew (IRIC) (2 people)

NOTE: MABAS, Mutual Aid or Automatic Aid agreements can be employed to assist in reaching these numbers.

IMPACT FEE CALCULATION

Based on a study for shared services between the Town of Holland and the Village of Holmen, a total project cost of approximately \$14,000,000 was established for the expansion of a regional Fire and EMS Station. The Village would be responsible for approximately half of that total amount in \$7,000,000. The new station will serve the area for 20 years or more. Of this total, approximately 21% is attributable to new growth over the 20 year growth period with 1,901 additional residential units and approximately 53 acres of commercial and industrial lands. $\$7,000,000 * .21 = 1,470,000$

The Holmen/Holland Fire EMS Department provides services to all land uses within the Village, not just residential, so the capital costs for impact fees must be divided accordingly.

Based on the analysis in Table 1.2, residential development is anticipated to make up 85% of the total acreage of future residential, commercial, and industrial property in the Village in year 2036. Therefore, 85% of the costs identified in column G of Table 10.4 can be allocated to residential development. Of this total amount \$657 can be attributed per housing unit.

$(\text{Total Costs Allocated to 2045 New Growth} * 0.85) / (\text{Projected \#New House Units from 2025-2045})$

$(\$1,470,000 * 0.85) / 1,901 = \657 impact fee per housing unit

Based on the analysis in Table 1.2, commercial and industrial development is anticipated to make up 15% of the total acreage of future residential, commercial, and industrial property in the Village in year 2045. Therefore, 15% of the costs identified in column G of Table 10.4 can be allocated to commercial and industrial development. Of this total amount \$2,228 can be attributed per acre.

$(\text{Total Costs Allocated to 2045 New Growth} * 0.15) / (\text{Projected \#New Commercial and Industrial Acres from 2025-2045})$

$(\$1,470,000 * 0.15) / 76 = \$2,901$ impact fee per commercial and industrial acre of development

THIS NEEDS ASSESSMENT IDENTIFIES AN IMPACT FEE OF \$658 FOR EACH FUTURE HOUSING UNIT AND \$2,901 PER ACRE FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF HOLMEN FOR FIRE PROTECTION & EMERGENCY MEDICAL FACILITIES

Cumulative Effect of Impact Fees on Affordable Housing

PUBLIC FACILITIES NEEDS ASSESSMENT

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ANALYSIS OF IMPACT FEES ON AFFORDABLE HOUSING

ANALYSIS OF IMPACT FEES ON AFFORDABLE HOUSING

Wisconsin State Statute 66.0617 requires the public needs assessment to estimate the cumulative effect of all proposed and existing impact fees on the availability of affordable housing within the municipality.

As shown in Table 11.1, the total cumulative impact fees on new residential development through 2045 is \$20,345. Table 11.2 provides an outline of the effect of this fee on affordable housing with the Village. As shown, the impact fee will increase the percent of household income for housing by 0.75%, on average.

Per Chapter 76-7B of the Holmen Municipal Code of Ordinances, The Village Board may, in its discretion, provide for an exemption from, or a reduction in the amount of impact fees imposed on a developer that provides low-cost housing in accordance with guidelines established by the Village Board, except no amount of any impact fee for which an exemption or reduction is provided under this section may be shifted to any other development in the land development in which the low-cost housing is located or to any other land development in the Village.

Table B | Proposed Impact Fees

Source: Chapters 2-10

Residential Dwelling Unit	Residential per Dwelling Unit	Commercial/Industrial Development
Highways, Transportation Facilities, and Traffic Control Devices	\$2,893	\$12,811 per acre
Sewage Collection and Treatment Facilities	\$8,490	Based on meter size \$8,490 to \$520,708
Storm and Surface Water Collection and Treatment Facilities	\$0	\$0
Water Pumping, Storage and Distribution Facilities	\$4,282	Based on meter size \$4,282 to \$262,612
Parks and Playgrounds	\$2,795	\$9,732 per acre
Solid Waste and Recycling Facilities	\$0	\$0
Fire Protection and Emergency Medical Facilities	\$658	\$2,901 per acre
Law Enforcement Facilities	\$1,000	\$4,412 per acre
Public Library Facilities	\$227	\$0
Total	\$20,345	\$29,856 + variable meter size charges**

Table 11.2 | Impact on Housing Costs

Source: U.S. Census Bureau, American Community Survey, 2014; Redfin.com, August 2025

Item	Value	Source
Median Housing Value (2014)	\$340,200	American Community Survey, 2023
Annual Cost of Housing		30-Yr Fixed/6.625%/20% down
Annual Mortgage Payment + PMI	\$12,600	American Community Survey, 2014
Estimate of Property Taxes	\$7,053	www.valuepenguin.com
Estimate of Insurance	\$746	
TOTAL PITI	\$20,398	
Median Household Income (2010)	\$77,083	American Community Survey, 2023
Mortgage Payment as % of Income	26.5%	American Community Survey, 2023
Impact Fee Added to Mortgage	\$20,345	
Median Housing Value + Impact Fees	\$360,776	
Annual Mortgage Payment w/ Impact Fees + PMI	\$12,987	30-Yr Fixed/3.49%/5% down
Annual Housing Cost w/ Fees	\$20,786	
% Increase in Annual Payment	1.9%	
Payment + Fees % of Income	27.0%	
Increase in % of Income for Housing	0.5%	

Impact Fees will increase the percent of household income for housing by 0.50% on average.

TRANSITIONING TO A HIGHER FEE STRUCTURE

To ensure fairness, predictability, and adaptability in implementing updated impact fees, the Village may choose to adopt a phased approach to transition to the full fee amount over time. This approach allows the Village Board to determine the most appropriate implementation schedule based on evolving community needs, development trends, and fiscal considerations.

Flexibility in Implementation

The Village Board retains full discretion to adopt a fee implementation schedule of its choosing through approving a resolution. This flexibility ensures that the Board can respond to changing conditions and stakeholder input over time. The Board may also consider adopting different schedules for residential, commercial, and industrial developments, should circumstances warrant such differentiation.

Recommended Transition Schedule (Residential Only)

While the final implementation plan will be determined by the Village Board, the following schedule is recommended as a starting point for discussion. This schedule proposes beginning in 2026 with an initial implementation of 50% of the full adopted fee, followed by 10% annual increases until the full fee is reached in 2031:

Table 11.3 | Example 5-Year Fee Structure Transition

Impact Fee Proportion	Impact Fee per Dwelling Unit
Initial Impact Fee Recommendation	\$20,345
Year -0 (2026) Impact Fee (50%)	\$10,172
Year-1 (2027) Impact Fee (60%)	\$12,207
Year -2 (2028) Impact Fee (70%)	\$14,241
Year-3 (2029) Impact Fee (80%)	\$16,276
Year-4 (2030) Impact Fee (90%)	\$18,311
Year-5 (2031) Impact Fee (100%) onward	\$20,345
Total (100%)	\$20,345

Appendix A

ADOPTED ORDINANCE

VILLAGE OF HOLMEN
STATE OF WISCONSIN, LA CROSSE COUNTY
ORDINANCE NO. 5-2025

**AN ORDINANCE TO AMEND CERTAIN PORTIONS OF CHAPTER 76, IMPACT FEES OF THE
VILLAGE OF HOLMEN MUNICIPAL CODE OF ORDINANCES.**

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

WHEREAS, pursuant to section 66.0617 of the Wisconsin Statutes, the Village of Holmen is authorized to prepare and adopt an Impact Fee ordinance, or an ordinance amendment; and

WHEREAS, due to projected population and land use needs the Village of Holmen has found it necessary to construct, expand or improve certain public facilities to maintain certain service standards; and

WHEREAS, the Village of Holmen previously adopted Ordinance No. 10-2016 in 2016 to amend Chapter 76 Impact Fees of the Holmen Municipal Code of Ordinances, after completion of a Public Facilities Needs Assessment finalized on December 08, 2016; and

WHEREAS, the Village of Holmen has revised the Public Facilities Needs Assessment, dated September 15, 2025 to identify recommended updates and changes to the impact fees the Village collects; and

WHEREAS, prior to enactment of this ordinance a duly noticed public hearing was held on October 9, 2025, in accordance with § 66.0617(3), Wis. Stats., to solicit public input on the proposed ordinance; and

WHEREAS, the revised Public Facilities Needs Assessment, dated September 15, 2025 was made available for public inspection and copying in the office of the Village Clerk at least 20 days before a public hearing was held on this ordinance; and

WHEREAS, pursuant to section 66.0617(9) of the Wisconsin Statutes, the Village of Holmen specifies that the length of time to collect impact fee for all categories of public facilities described in Chapter 76-12 shall be 10 years from the effective date of this Ordinance, subject to any extensions approved by the Village Board pursuant to section 66.0617(9)(b) of the Wisconsin Statutes; and

NOW THEREFORE, the Village Board for the Village of Holmen does hereby ordain the following amendments to Chapter 76 of the Village of Holmen Municipal Code of Ordinances:

SECTION 1: SUMMARY OF CHAPTER 76 CODE AMENDMENTS

§ 76-5. Public facilities needs assessment.

The basis for the imposition of impacts fees is the Public Facilities Needs Assessment prepared by, ~~MSA Professional Services, Inc. in October/November of 2016~~ (INSERT) **MSA Professional Services, Inc. in September/October 2025**, which is on file in the office of the Village Clerk and available for inspection and/or copying in accordance with the State Public Records and Property Law, Subchapter II of Chapter 19, Wisconsin Statutes. The public facilities need assessment includes:

- A. An inventory of existing public facilities, including an identification of any existing deficiencies in the quantity or quality of those public facilities for which an impact fee is imposed.
- B. An identification of the new public facilities, or improvements or expansions of existing public facilities that will be required because of land development for which an impact fee is imposed.
- C. A detailed estimate of the capital costs of providing the new public facilities or the improvements or expansions in existing public facilities, including an estimate of the effect of recovering these capital costs through impact fees on the availability of affordable housing within the Village.

§ 76-12. Impact fee schedules. (REPEAL EXISTING THREE TABLES AND REPLACE IN ITS ENTIRETY THE FOLLOWING TABLES)

Category	Residential Dwelling Unit	Commercial/Industrial Develop.
Highways and transportation facilities and traffic control devices	\$2,893	\$12,811 per acre
Sewage collection and treatment facilities	\$8,490	Based on meter size in following tables
Storm and surface water collection and treatment facilities	\$0	\$0
Water pumping, storage and distribution facilities	\$4,282	Based on meter size in following tables
Parks and playgrounds	\$2,795	\$9,732 (per acre or fraction of impervious land area)
Solid waste and recycling facilities	\$0	\$0
Fire protection and emergency medical facilities	\$658	\$2,901 (per acre or fraction of impervious land area)

Law enforcement facilities	\$1,000	\$4,412 (per acre or fraction of impervious land area)
Public library facilities	\$227	\$0
Total	\$20,345	\$29,856 (per acre or fraction thereof of impervious land area) + sewage and water based on meter size in following tables

Sewage Collection and Treatment Facilities Fee Schedule for Commercial/Industrial Development				
Meter Size (inches)	Meter Size Factor	Water Usage (gpd)	Impact Fee Rate	Impact Fee
0.625 and 0.75	1.00	157	\$54.08	\$8,490
1	1.67	262	\$54.08	\$14,179
1.5	3.33	523	\$54.08	\$28,273
2	6.67	1,047	\$54.08	\$56,630
3	16.00	2,512	\$54.08	\$135,844
4	28.00	4,396	\$54.08	\$237,728
6	61.33	9,629	\$54.08	\$520,708

Water Pumping, Storage and Distribution Facilities Fee Schedule for Commercial/Industrial Development				
Meter Size (inches)	Meter Size Factor	Water Usage (gpd)	Impact Fee Rate	Impact Fee
0.625 and 0.75	1.00	157	\$27.27	\$4,282
1	1.67	262	\$27.27	\$7,151

1.5	3.33	523	\$27.27	\$14,259
2	6.67	1,047	\$27.27	\$28,561
3	16.00	2,512	\$27.27	\$68,511
4	28.00	4,396	\$27.27	\$119,895
6	61.33	9,629	\$27.27	\$262,612

Adopted by the Village Board of the Village of Holmen, La Crosse County, Wisconsin, this 9th day of October, 2025, on a roll call vote: 7 Ayes 0 Nays

APPROVED:

ATTEST:

Patrick J. Barlow

Scott Heinig, Admin.

Patrick Barlow, President
Holmen Village Board

Scott A. Heinig, Administrator

Angela Hornberg

Angela Hornberg, Clerk/Treasurer