

7. A very important element of the Sewer Service Area Plan from a local government perspective is a policy that a single regional treatment plant is the lowest-cost approach to wastewater treatment in the area. The costs of one or more smaller, satellite plants in the developing areas of towns were analyzed and found to be much higher than the cost of a single regional facility. This policy is based on a recommendation from the Facility plan for Wastewater Treatment System - La Crosse (1979) and is consistent with the Department of Natural Resources nonproliferation policy. Special conditions are also identified in the Plan describing the circumstances that need to be present to be granted an exception to this nonproliferation policy. The Sewer Service Area boundary includes areas within the towns of Medary, Onalaska, Campbell, Hamilton, and Shelby and the entire cities of La Crosse and Onalaska. The Sewer Service Area Plan also outlines the procedure for review of sewer extension requests and for amendments to the Plan.

(d) On-Site Wastewater Treatment Technology.

1. The disposal of wastewater in the areas of La Crosse County that are not served by sanitary sewer is handled through the use of individual on-site wastewater treatment systems, often referred to as septic systems. On-site wastewater treatment systems are used by fewer than 20 percent of residents in the County. These systems include on-site ground absorption septic systems, holding tanks, and private package system plants that serve larger commercial industrial uses or higher density residential developments such as condominiums and mobile home courts.

2. The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation and inspection of most private on-site sewage systems. The State's Plumbing Code (COMM 83) allows both conventional and advanced pre-treatment systems for residential development, which presents local communities with land use challenges. Recent changes to COMM 83 allow properties that have soil depths or soil types that were once unsuitable for conventional septic systems to now be developed and serviced by advanced pre-treatment sewage systems. This could result in widespread areas of scattered non-farm related residential development in the County unless sound land use planning principles and policies are followed. Scattered non-farm residential development is both costly and inefficient to serve and it significantly degrades the County's unique rural character. Further, such scattered non-farm development often leads to increased conflicts between agricultural operations and non-agricultural uses.

3. If not properly located or maintained, on-site sewage disposal systems can significantly pollute groundwater. During this 20 year planning horizon, the County anticipates private on-site sewage treatment will continue. However, some areas of the County that are within or adjacent to the sewer service area may connect to sewer service.

(e) Solid Waste Disposal and Recycling Facilities.

1. Solid waste in La Crosse County is disposed of at the La Crosse County Landfill, which is located east of I-90 and south of Highway 16 as shown on the Utilities Map. Glass, aluminum, and tin are collected for recycling at this facility. In addition to landfilling solid waste, the County is under contract with Xcel Energy (formerly Northern States Power Company) until 2008 to provide sufficient quantities of solid waste to economically run Xcel's refuse to energy facility located on French Island in the City of La Crosse. In 1988 La Crosse County and Xcel Energy entered into a contract calling for the burning of solid waste to produce energy and extending the life and use of the County's regional landfill. The contract calls for a minimum delivery of 73,000 tons of acceptable solid waste a year. All unacceptable solid waste and the ash left over from the burning is disposed of at the County landfill. The need to provide this minimum quantity of solid waste and the closing of many smaller landfills in Western Wisconsin resulted in La Crosse County negotiating solid waste disposal contracts with other surrounding communities and counties. At the time of this writing, solid waste is received for burning at the Xcel facility and landfilled in La Crosse County from as far as 100 miles away and comes from communities in both Minnesota and Wisconsin.

2. The County recently entered into a contract to mine an estimated 2 million cubic yards of waste that was buried in the landfill in the 1970s and 1980s and reburied it in a new section designed to better prevent groundwater contamination. The old landfill has been leaking contaminants into the groundwater for years and the plume of contaminants threatened the wells of residents to the south.

3. This is the biggest project of its kind in Wisconsin, and should be completed by 2008. The project could extend the life of the landfill by up to 40 years, which is well beyond the planning horizon of this Comprehensive Plan. The expansion is much needed, as it is estimated that 200 to 300 tons per day of waste enter the landfill. The continued population growth in La Crosse County coupled with the rugged driftless area topography makes the siting of a new sanitary landfill in the County difficult. Therefore, extending the life of the existing landfill is extremely important.

**(f) Stormwater Management.**

1. Stormwater management has gained attention in recent years as an environmental concern because of its impacts on flooding, property damage, and surface water quality issues. Similar to water supply and wastewater treatment, stormwater management is an important part of municipal infrastructure. In La Crosse County, individual municipalities are responsible for collecting, storing, and conveying rainfall and snowmelt runoff in a manner that is safe for the public and does not harm the environment.

2. In addition, the Wisconsin Department of Natural Resources (DNR) requires an erosion control plan and permit for all projects that disturb one or more acres of land. The landowner is required to ensure that a site specific erosion control plan and stormwater management plan are developed and implemented at the construction site. Also, the La Crosse County Subdivision and Platting Ordinance requires subdividers to provide a soil erosion plan subject to Chapter 21 of the La Crosse County Code of Ordinances and a stormwater management plan that meets the appropriate post-construction water quality requirements of NR151 of the Wisconsin Administrative Code and the water quantity requirements set forth in the La Crosse County Code of Ordinances.

**(g) Telecommunication Facilities.**

1. CenturyTel provides the County with local telephone service; long distance service is available through several providers. Charter Communications provides cable television service and both CenturyTel and Charter Communications offer high-speed Internet access.

2. The La Crosse area has a strong base of broadband technology. High speed Internet access and fiber optic connections are available throughout the La Crosse Metro area. The region is connected to the Midwestern fiber optic network via CenturyTel. Fiber optics allow for the high-quality transmission of large volumes of information at an affordable rate. However, this technology is not available throughout the entire County and residents in rural areas and outside of the La Crosse Metro area have limited capabilities for high-speed Internet services.

**(h) Power Plants, Electricity, and Transmission Lines.**

1. La Crosse County is served by two electric power utilities, Xcel Energy and Riverland Energy Cooperative. The nearest power plants are located on French Island in La Crosse and in Genoa. Xcel Energy and We Energies provide natural gas to County residents.

2. The French Island facility is a combination generating plant and resource recovery facility. The plant burns wood waste and processed municipal solid waste, called refuse-derived fuel (RDF) - a burnable fuel produced on-site at a resource recovery facility built specifically for that purpose. The conversion of the French Island facility in the 1980s from burning coal and oil, to burning wood waste and RDF helped extend the life of the plant and maintain reasonable electric rates for customers, while resolving a solid waste disposal problem for La Crosse County. The facility has the capacity to burn 104,000 tons of waste per year.

3. One of the drawbacks to burning garbage is the impact on air emissions. The refuse to energy facility must meet federal emission guidelines and meeting these standards is of critical importance due to the facility location in the City of La Crosse. In November 2002, French Island completed \$10.9 million in improvements to reduce emissions, and has operated at 85-90 percent below previous emission levels since the improvements were made.

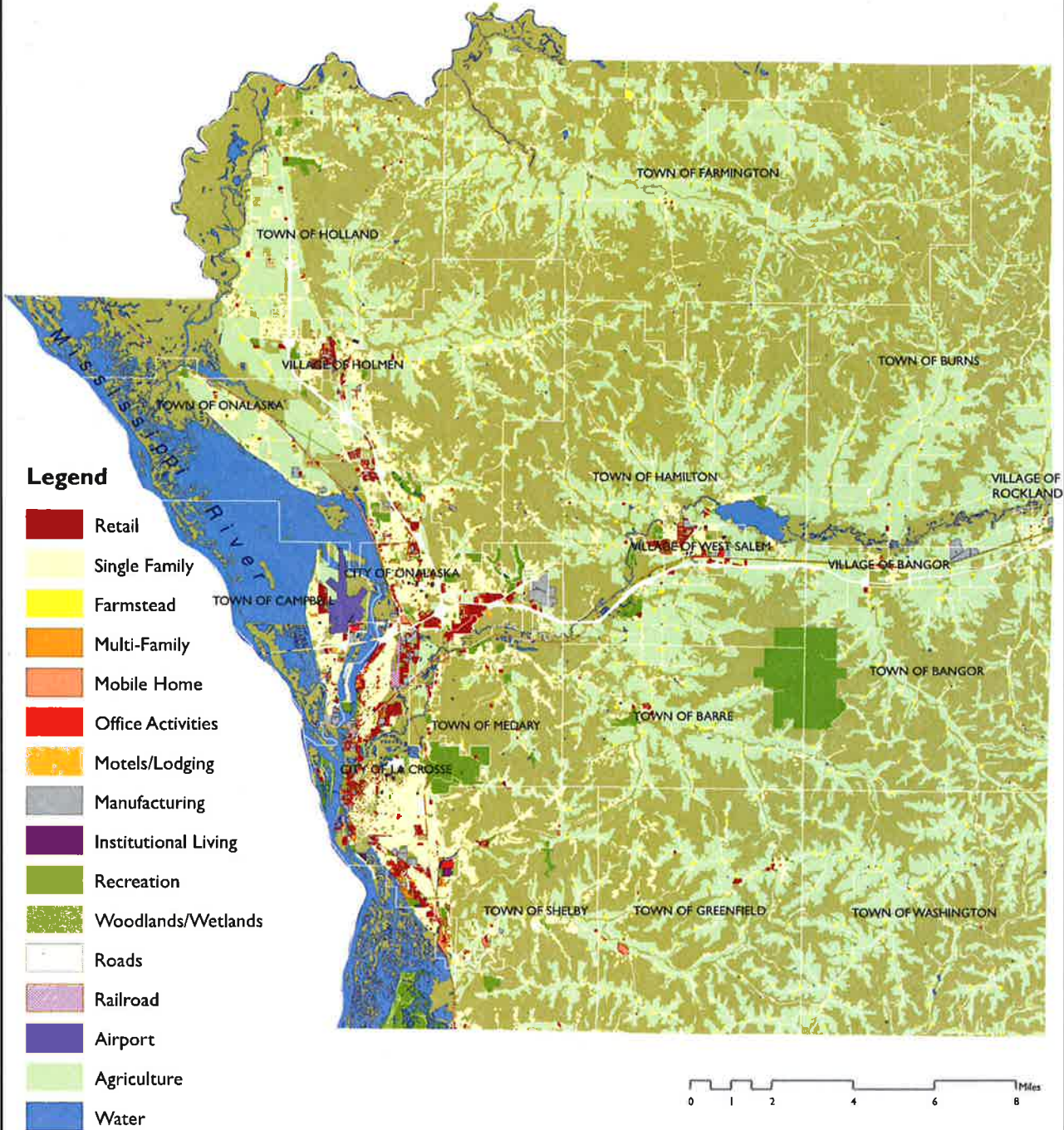
4. Transmission lines connect the French Island power plant to the surrounding region. In October 2005 it was announced that a 345-kilovolt power line was proposed to run from eastern Minnesota to northern La Crosse County by 2011, and eventually extend into central Wisconsin. Utilities report that existing transmission lines are inadequate and that a new high-voltage line is needed. At the time of this writing, the largest high-voltage lines in the Coulee Region carry 161-kilovolts and utilities report that these lines aren't adequate to move power through the area or handle new generation sources.

5. Overall, according to Wisconsin's Citizen Utility Board, the electrical system in western Wisconsin is congested and not as robust as in other parts of the state. As the area considers energy needs over this planning horizon, it will be important to coordinate their transmission planning with Minnesota and also to consider opportunities for utilizing alternative energy sources, such as wind and solar.





# Detailed Land Use Classification



## **CHAPTER 17**

### **ZONING CODE**

#### **STATUTORY AUTHORIZATION, INTERPRETATION AND PURPOSE, DISTRICT AND DEFINITIONS**

- 17.01 Statutory Authorization
- 17.02 Interpretation and Purposes
- 17.03 Districts
- 17.04 Definitions

#### **GENERAL PROVISIONS**

- 17.10 General Provisions
- 17.11 Nonconforming Uses
- 17.12 Height and Area Exceptions
- 17.13 New Plats Approved are Residential
- 17.14 Regulation of Outdoor Advertising
- 17.15 Junk or Salvage Yard
- 17.16 Regulating Abandoned Vehicles

#### **DISTRICTS**

- 17.30 Residential District "A"
- 17.31 Residential District "B"
- 17.32 Residential District "C"
- 17.33 Agricultural District "A"
- 17.34 Exclusive Agricultural District
- 17.35 Agricultural Transition District
- 17.36 Conditional Use Provisions
- 17.37 Agricultural District "B"
- 17.38 Commercial District "A"
- 17.39 Commercial District "B"
- 17.40 Commercial District "C"
- 17.41 Industrial District
- 17.42 Mobile Home Court
- 17.43 Community Based Residential Facilities

#### **BOATHOUSES AND HOUSEBOATS**

- 17.50 Boathouses and Houseboats

**HIGHWAY SETBACK LINES**

- 17.60 Setback Lines Established
- 17.61 Definitions
- 17.62 Classes of Highways and Centerlines
- 17.63 Structures Prohibited Within Setback Lines
- 17.64 Structures Permitted Within Setback Lines
- 17.65 Setback Distances

**ADMINISTRATION AND ENFORCEMENT**

- 17.80 Board of Adjustment
- 17.81 Powers of the Board of Adjustment
- 17.82 Enforcement
- 17.83 Violations and Penalties
- 17.84 Conflicting Ordinances
- 17.85 Validity
- 17.86 Amendments
- 17.87 Zoning Department Fees

17.12 HEIGHT AND AREA EXCEPTIONS. The regulations contained herein relating to the height of buildings and the size of yards and other open spaces shall be subject to the following exceptions:

(1) Churches, schools, hospitals, sanatoriums and other public and quasi-public buildings may be erected to a height not exceeding 60' nor 5 stories; provided the front, side and rear yards required in the district in which such building is to be located are each increased at least one foot for each foot of additional building height above the height limit otherwise established for the district in which such building is to be located.

(2) Chimneys, cooling towers, elevator bulkheads, fire towers, monuments, penthouses, stacks, silos, windmills, scenery lofts, tanks, water towers, ornamental towers, spires, wireless television or broadcasting towers, masts or aerials, microwave radio relay structures, telephone, telegraph and power transmission poles and lines, and necessary mechanical appurtenances are hereby excepted from the height regulations of this chapter and may be erected in accordance with other regulations or ordinances of the County.

(3) Where a lot abuts on 2 or more streets or alleys having different average established grades, the higher of such grades shall control only for a depth of 120' from the line of the higher average established grade.

(4) Buildings on through lots and extending from street to street may waive the requirements for a rear yard by furnishing on equivalent open space on the same lot in lieu of the required rear yard provided that the setback requirements on both streets are complied with.

(5) Where a lot has an area less than the minimum number of square feet per family required for the district in which it is located and was of record as such at the time of the passage of this chapter, such lot may be occupied by one family.

(6) Accessory buildings which are not a part of the main building shall comply with the requirements of the following table, which outline maximum number of buildings, height and area restrictions and also minimum side, rear, and front yard setbacks to any lot line. These standards may not apply in certain situations where the lot is within a shoreland zoning district and where provisions of Chapter 20 of this Code may be applicable.

STANDARDS	LOT SIZE				
	0-7,500 S.F.	7,501 S.F. – 1 AC.	1.01 – 3 AC.	3.01 – 10 AC.	10.01 AC. AND ↑
HEIGHT	15'	15'	15'	15'	17.33'
TOTAL AREA	500 S.F.	750 S.F.	1,000 S.F.	1,500 S.F.	5,000 S.F.
SIDE YARD	3'	3'	3'	5'	10'
REAR YARD	3'	3'	3'	5'	10'
FRONT YARD	50'	50'	50.	50'	50'
NUMBER OF BUILDINGS	1	2	2	3	3



**ZONING CODE 17.36(11a)(c)2.**

2. The applicant shall submit as-built plans of constructed facilities, which shall be prepared by a professional engineer or agricultural engineering practitioner or a person with appropriate engineering job approval according to NRCS Standards as required for plan modifications by this subsection.

(12) CONDITIONS WHICH MAY BE ATTACHED TO A CONDITIONAL USE PERMIT IN AN INDUSTRIAL DISTRICT. Upon consideration of information supplied at the public hearing, the following conditions may be attached to the granting of a conditional use permit:

- (a) Increased setbacks and yards.
- (b) Specifications for water supply, liquid waste and solid waste disposal facilities.
- (c) Landscaping and planting screens.
- (d) Sureties.
- (e) Operational controls and time of operation.
- (f) Air pollution controls.
- (g) Erosion prevention measures.
- (h) Location of the use.
- (i) Similar requirements found necessary to fulfill the purpose and intent of this chapter.

(j) Compliance with the County Solid Waste Management Plan and any other county comprehensive plan provided in this Code or otherwise approved by La Crosse County.

(k) For garbage, trash or recycling transfer stations used for the purpose of unloading and reloading garbage, trash, or recycling materials, the following conditions shall also apply:

1. The location is at least 500 feet from a flood plain, wetland, endangered and protected flora and fauna habitats, sites of historical, archeological or cultural significance, prime agricultural land, park land or preserves.

2. The location and operation complies with Federal regulations for operation in proximity to airports.

**17.37 AGRICULTURAL DISTRICT "B".**

(1) USE. In the Agricultural District "B", no building or premises shall be used and no building shall hereafter be erected or structurally altered, unless otherwise provided in this chapter, except for one or more of the following uses:

- (a) Forest preserves, forestry and the production of forest products.

**ZONING CODE 17.37(1)(b)**

- seeds.
- (b) The harvesting of any wild crops such as marsh hay, ferns, moss, berries or seeds.
  - (c) Green houses and nurseries.
  - (d) Grazing.
  - (e) Kennels, fur and animal farms.
  - (f) Mines, quarries and gravel pits.
  - (g) Processing and manufacturing of natural resources indigenous to the County.
  - (h) Hydroelectric power and flood control dams and structures.
  - (i) Telephone, telegraph and power transmission lines and buildings, microwave radio relay structures.
  - (j) Aircraft landing fields, basins and hangers.
  - (k) Fire control structures.
  - (l) Public and private parks, playgrounds, camps, golf courses, riding and shooting clubs, amusement parks.
  - (m) Organized recreational camps, motels and tourist camps when such camps provide not less than 4,000 sq. ft. of lot area for each cabin, trailer, tent or housecar, and when such camp is clearly bounded by a fence or hedge and is located not less than 1,000' from the boundary of any residential district; provided further, that no person or party other than the owner shall occupy such tourist camp for more than 90 days in any one year. (Am. #9-85)
  - (n) Hunting, fishing and trappers cabins and boat liveryes.
  - (o) Public, private and parochial schools, churches, municipal buildings and institutional uses.
  - (p) Public dumping grounds, upon petition, when such site has been approved by the County Zoning Agency after public hearing, provided that the boundaries of such areas shall be defined and that they shall be located not less than 1/2 mile from the boundary of the residential district and County trunk highway. The location of such public dumping grounds may be changed from time to time by the same methods by which they were originally established.
  - (q) The residence of a watchman, caretaker or supervisor employed on the premises and his family.

(2) **HEIGHT AND AREA.** Buildings hereafter erected or structurally altered for human habitation shall be subject to all height and area regulations established for similar buildings in ss. 17.33, Agricultural District "A" of this chapter.

**ZONING CODE 17.62(2)(b)**

(b) County trunk highways that have been improved according to engineering surveys and plans accepted by the County Board, or their agent, the County Highway Committee. The center line is the center of the surfacing or pavement; if there is none, the center of the graded road.

(3) **CLASS 3 HIGHWAYS.** State trunk highways that have been improved according to surveys and plans of the State Highway Commission or plans accepted by the County Board. The center line is the center of the surfacing or pavement, or if there be none, the center of the graded road bed, or the center of the directional separator if the highway is to be paved as a double-divided road.

(4) **JUNCTION.** The point upon which 2 highway center lines, as herein established, or a highway center line and the center line of a railway right-of-way meet.

**17.63 STRUCTURES PROHIBITED WITHIN SETBACK LINES.** No new building, new sign or other new structure or part thereof shall be placed between the setback lines established by this chapter and the highway except as provided by this chapter, and no building, sign or structure or part thereof existing within such setback lines on September 20, 1979, shall be altered, enlarged or added to in any way that increases or prolongs the permanency thereof, or be reconstructed in its original existing location after having been destroyed by fire, storm or other catastrophe to the extent of 60% or more of its last assessed value.

**17.64 STRUCTURES PERMITTED WITHIN SETBACK LINES.** The following kinds of structures may be placed between the setback lines and the highway:

- (1) Open fences.
- (2) Telephone, telegraph and power transmission poles and microwave radio relay structures.
- (3) Underground structures not capable of being used as foundations for future prohibited overground structures.
- (4) Access or service highways constructed according to plans as approved by the County Highway Committee. In giving such approval, the County Highway Committee shall give due consideration to highway safety and maximum sight distances.
- (5) This subsection shall not be interpreted so as to prohibit the planting and harvesting of field crops, shrubbery or trees; provided however, that no building or structure, trees or shrubbery shall be so located, maintained or permitted to grow so that the view across the sectors at the intersections as provided by ss. 17.65(3)1, 2 and 4 shall be obstructed.

**17.65 SETBACK DISTANCES.**

- (1) Except as otherwise provided, the distances from the center line to the setback line applicable to the various classifications of highways as defined by ss. 17.61 and 17.62 of this chapter, shall be as provided by the following paragraphs of this subsection, respectfully.
- (2) Whenever a highway is improved to a classification requiring a greater setback distance than that required by this chapter prior to such improvement the setback distance shall be that applicable to the latter classification.














# UTILITIES

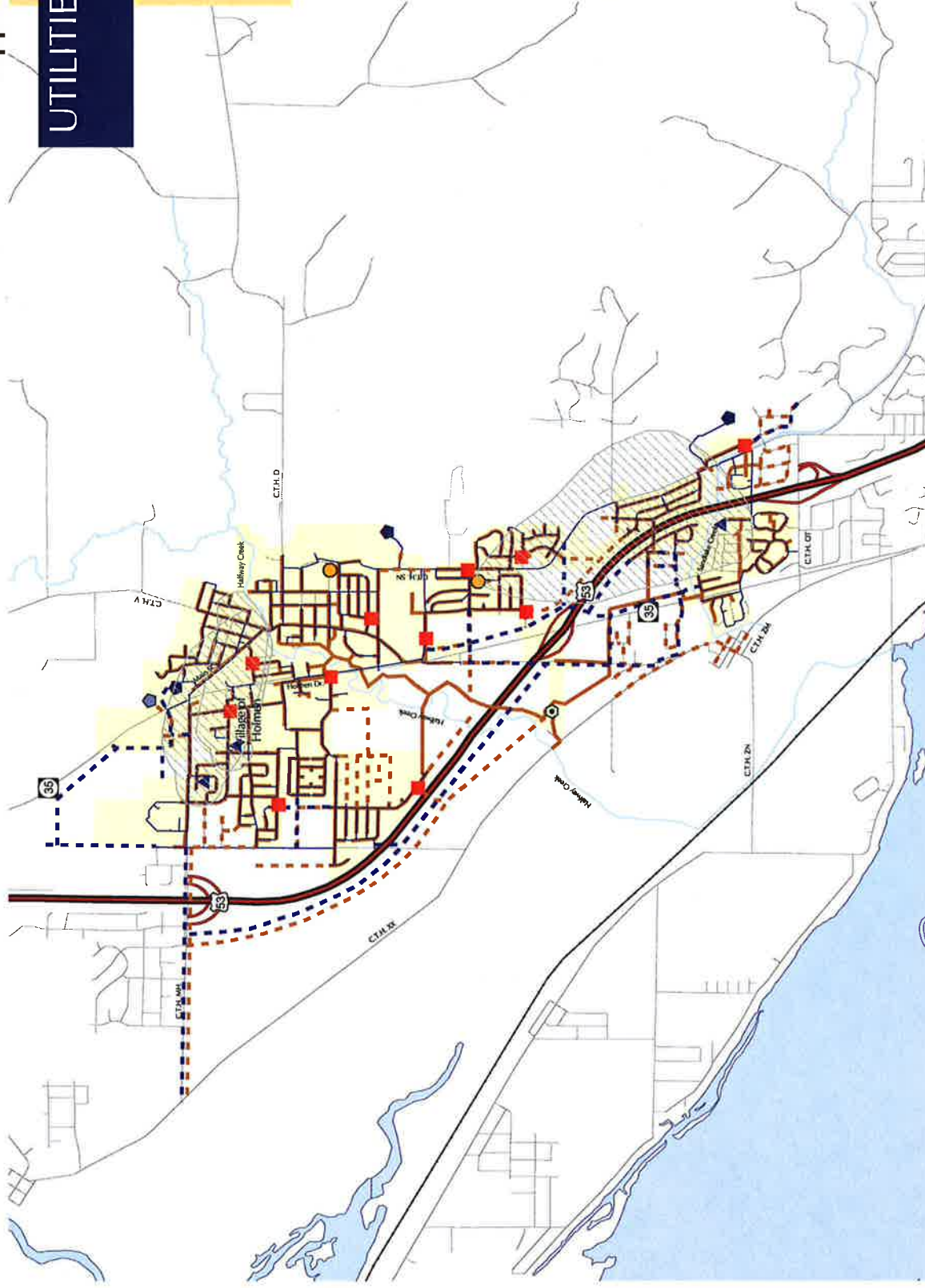
## Village of Holmen Smart Growth Plan

### Map 4

Holmen, Wisconsin

#### Legend

-  Storm Water Lift Station
-  Sanitary Lift Station
-  Existing Reservoir
-  Proposed Reservoir
-  Well
-  Waste Water Treatment Plant
-  Water Main
-  Proposed Water Main
-  Sanitary
-  Proposed Sanitary
-  Well Head Protection
-  Village of Holmen
-  Stream








Schreiber/Anderson Associates, Inc.

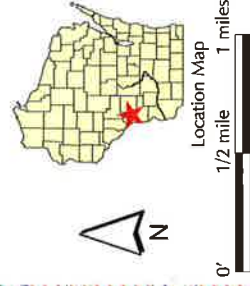
Source: La Crosse County Land Information and Zoning Office  
Village of Holmen



Village of Holmen  
Smart Growth Plan  
Map 6

Legend

-  Slopes > 15%  
 Wetland  
 FEMA Flood Plain  
 Village of Holmen  
 Stream



Schreiber/Anderson Associates, Inc.



# FUTURE LAND USE

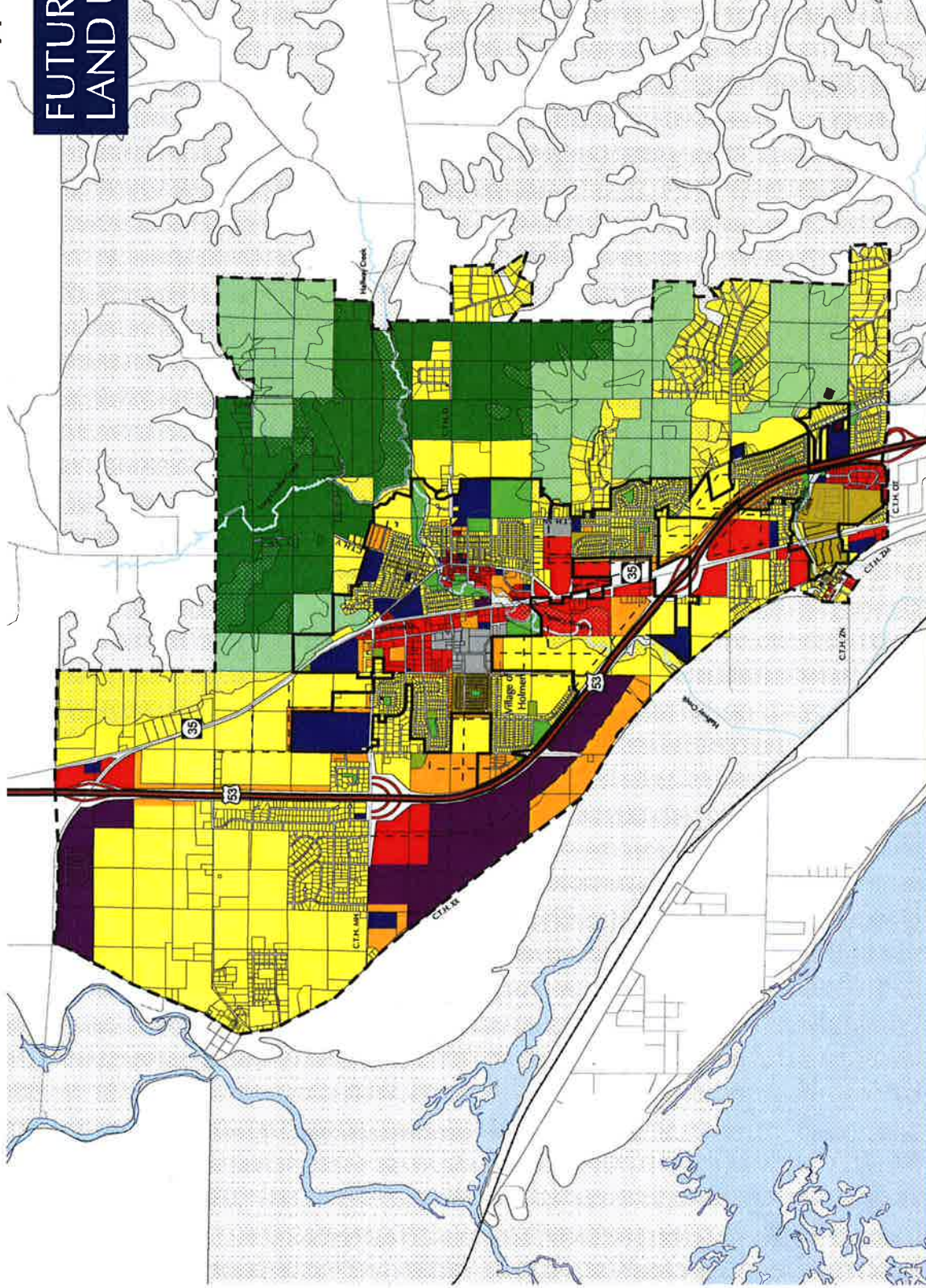
## Village of Holmen Smart Growth Plan

Map 11

Holmen, Wisconsin  
November 2004

### Legend

- Agriculture
- Bluff Land / Conservation Land
- Drainage Basin
- Parks
- Commercial
- Mixed-Use
- Manufacturing / Light Industrial
- Government / Institutional
- Single Family
- Transitional Residential
- Mobile Home Park
- Environmental Constraints
- Village of Holmen
- Stream
- Future Road
- Planning Area Boundary



Location Map  
0 0.5 1 Miles

# ZONING MAP

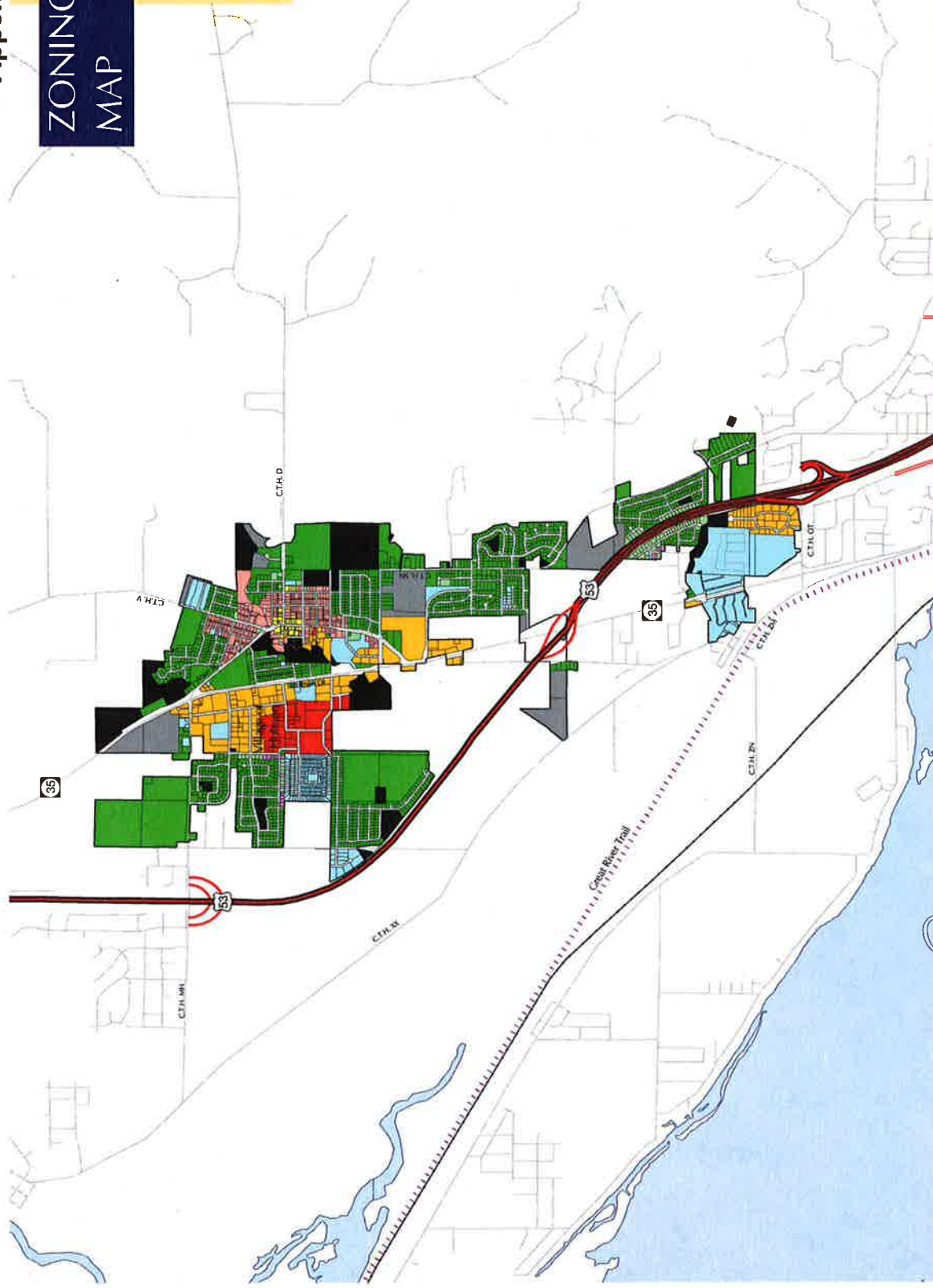
Village of Holmen  
Smart Growth Plan

Map 9

Holmen, Wisconsin

## Legend

- A
- B1
- B2
- C
- M
- NULL
- Null
- R1
- R3
- R4
- R5
- R6
- Future Roads
- Railroad
- Great River Trail



Schreiber/Anderson Associates, Inc.

Source: La Crosse County Land Information and Zoning Office

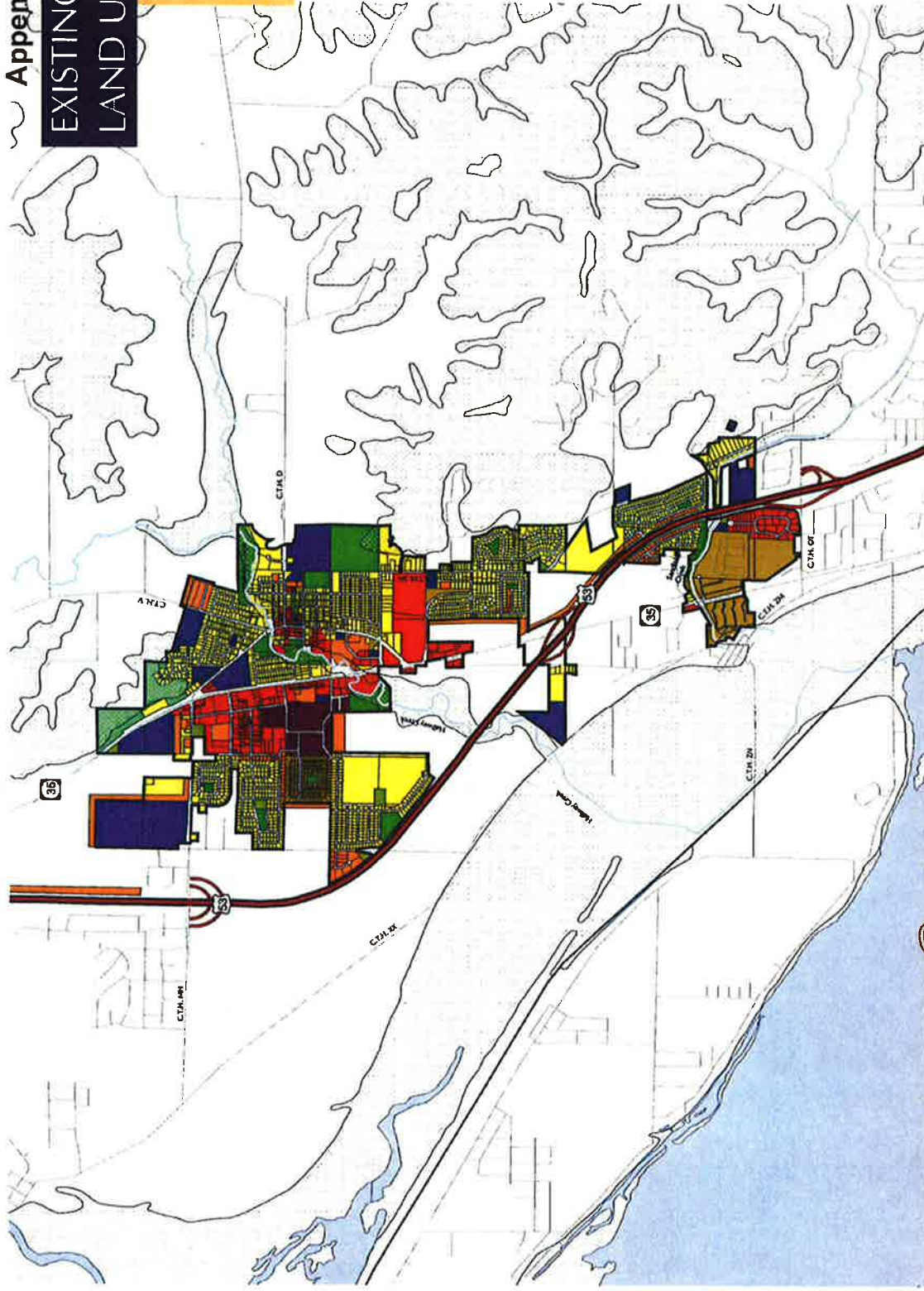


# EXISTING LAND USE

## Village of Holmen Smart Growth Plan

### Map 10

Holmen, Wisconsin



Schreiber/Anderson Associates, Inc.

Source: La Crosse County Land Information and Zoning Office  
Village of Holmen

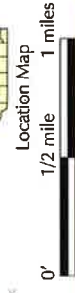
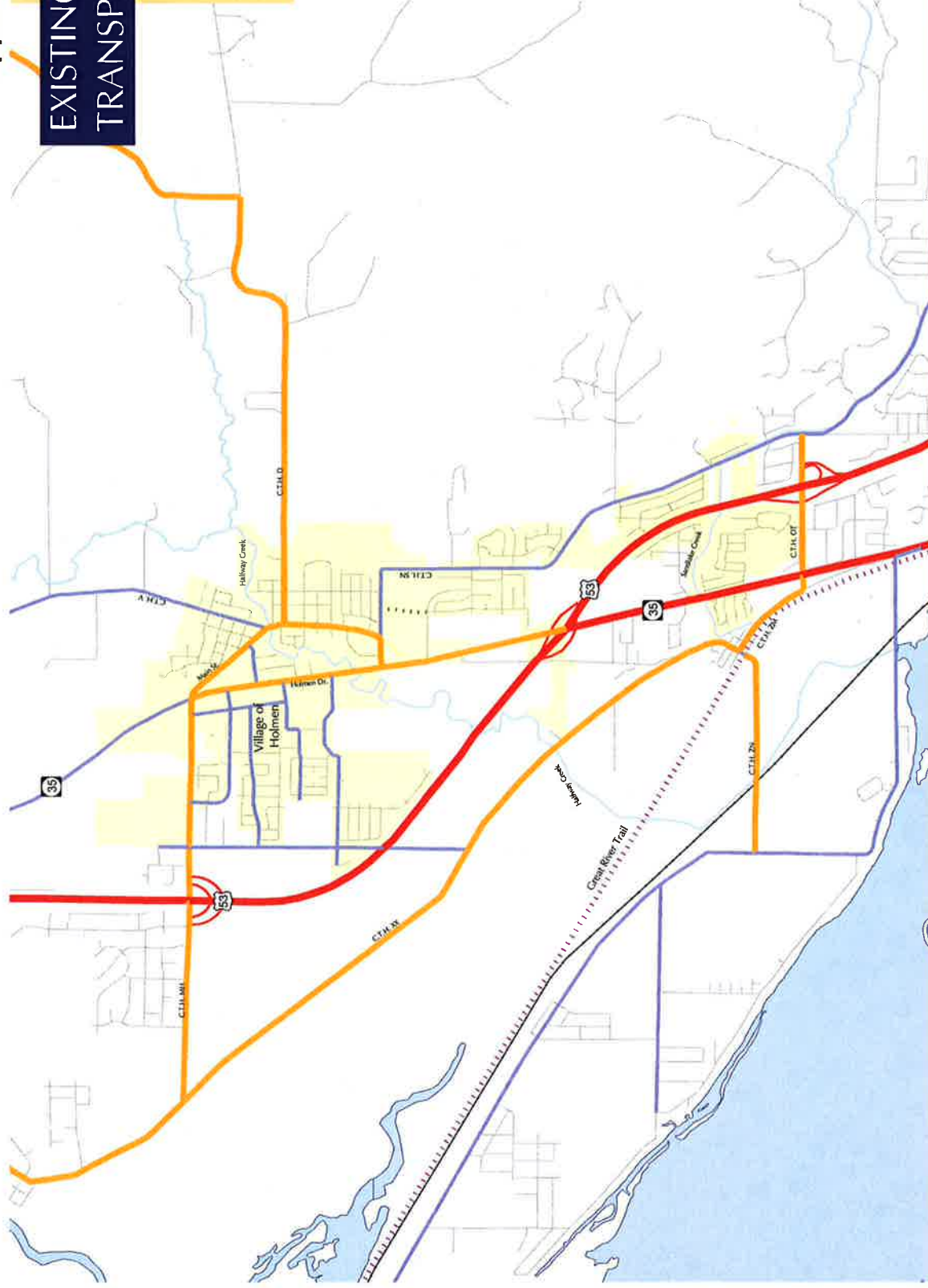
# EXISTING TRANSPORTATION

Village of Holmen  
Smart Growth Plan  
Map 2

Holmen, Wisconsin

## Legend

- Principal Arterial
- Minor Arterial
- Collector
- Railroad
- Bike Trail
- Great River Trail





# COMMUNITY FACILITIES

## Village of Holmen Smart Growth Plan

### Map 5

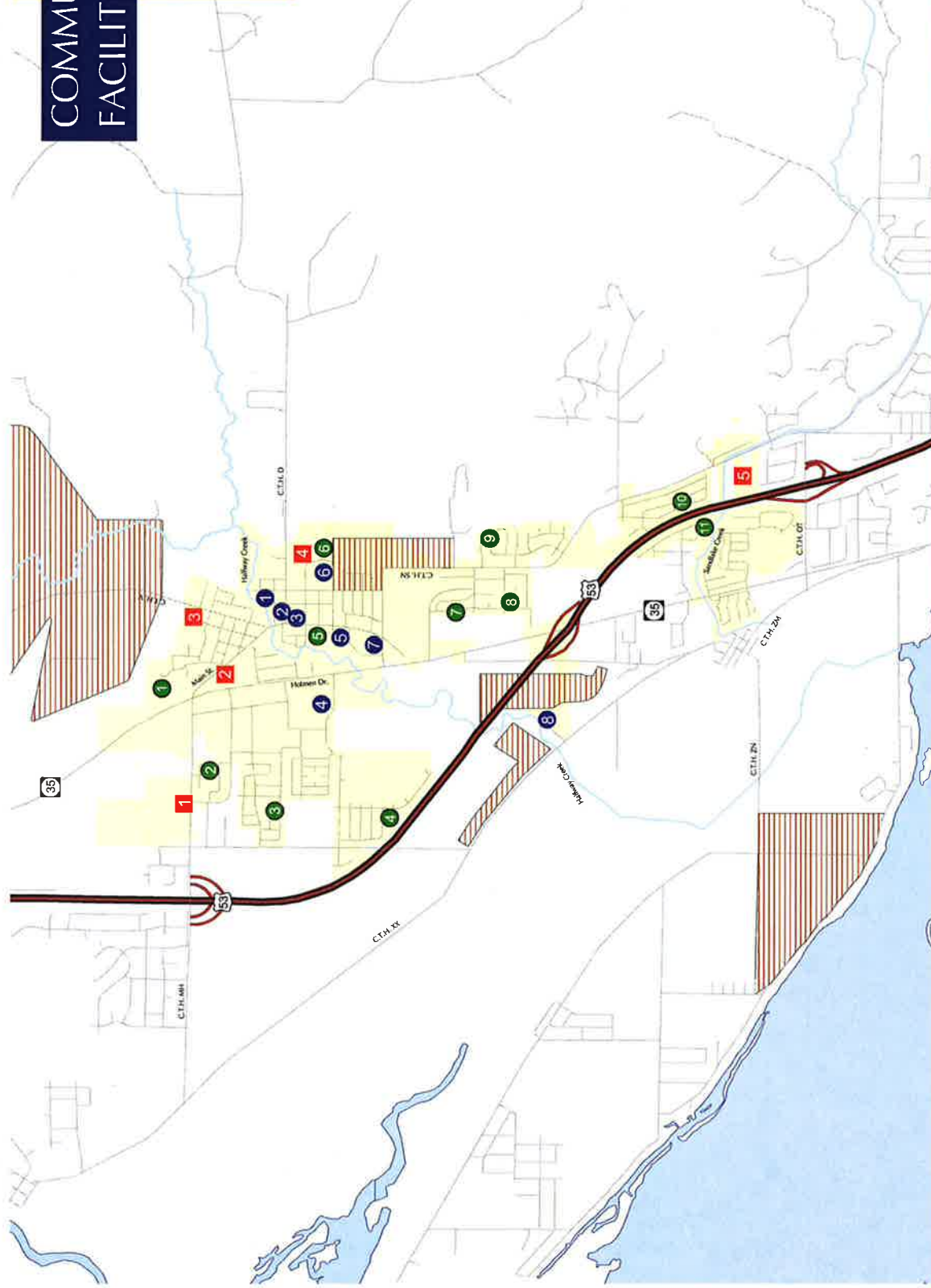
Holmen, Wisconsin

#### Legend

- 1 High School
- 2 Middle School
- 3 The School District of Holmen
- 4 Evergreen Elementary School
- 5 Viking Elementary School
- 6 Sandlake Elementary School
- 7 Park and Recreation Shop
- 8 Library
- 9 Village Hall / Police Department
- 10 Public Works Shop
- 11 Fire Department
- 12 Aquatic Center
- 13 Post Office
- 14 Waste Water Treatment Facility
- 15 Star Hill Recreation Area
- 16 Whispering Pines Park
- 17 Countryside Park
- 18 Remington Hills Park
- 19 Halfway Creek Park
- 20 Deer Wood Park
- 21 Viking Park
- 22 Ponderosa Park
- 23 Timberline Park
- 24 Cedar Meadows East Park
- 25 Cedar Meadows West Park
- 26 Archaeological Zones



0' 1/2 mile 1 mile



Schreiber/Anderson Associates, Inc.

Source: La Crosse County Land Information and Zoning Office



## 3 TRANSPORTATION

### 3.4 Goals and Objectives

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

Objectives

- a. By separating local and through traffic wherever feasible.
- b. By improving the major street system to carry projected traffic volumes.
- c. By encouraging improvements on major transportation routes in and out of the Village.
- d. By promoting efficient and effective street maintenance and construction programs.
- e. By ensuring that safety features are incorporated into the design of all transportation facilities.
- f. By enforcing current policies related to speed, access and design of local streets.
- g. By promoting safe neighborhood streets by discouraging high volumes and speeds of through traffic in residential areas.
- h. By correcting problem or dangerous intersections.
- i. By reducing automobile dependency by promoting other forms of transportation including bicycle, pedestrian and transit.

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

Objectives

- a. By continuing to participate in area transit programs.
- b. By exploring increased transit service with Onalaska and La Crosse.
- c. By informing residents about existing transit programs.

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

Objectives

- a. By continuing to require sidewalks in all developments. This may include constructing sidewalks along existing streets that do not currently have sidewalks, especially near schools, commercial areas and other daily destinations.
- b. By increasing the number of pedestrian and bicycle trips in the Village while decreasing the number of pedestrian and bicycle accidents through facility improvements, safety education and law enforcement efforts.
- c. By connecting neighborhoods and important civic amenities throughout the

Village with sidewalks and designated bike facilities.

- d. By encouraging bicycle system support facilities, such as secure and convenient bike parking, at key locations including parks, schools, the aquatic center, the library, grocery stores, employment centers, etc., and requiring new developments to provide such facilities.
- e. By correcting intersections that are dangerous for pedestrians and bicyclists, such as Holmen Drive and McHugh Road, Holmen Drive and Sunset Drive and McHugh Road and Briggs Road.

**Goal 4: Create an Environmentally Responsible Transportation System.**

Objectives

- a. By utilizing Best Management Practices for all transportation construction projects to reduce air, water and noise impacts.
- b. By working to reduce the number of single occupancy vehicle trips (a goal of the La Crosse County Development Plan). To do so, alternative transportation opportunities for Village residents (e.g. walking, biking and transit) must be expanded.
- c. By carefully identifying, evaluating and fully considering environmental impacts of transportation investments and operating decisions.

**Goal 5: Ensure Transportation is Affordable.**

Objectives

- a. By operating and maintaining transportation facilities in a way that reduces the need for expensive future repairs.
- b. By continuing to require developers to pay for all transportation costs incurred with new development.
- c. By looking at ways to subsidize alternative transportation options, such as transit and bicycles, through state, federal or non-profit grants or cost-sharing programs.

**Goal 6: Provide an Attractively Designed Transportation System.**

Objectives

- a. By maintaining or elevating the quality of street design so that streets are attractive and inviting for pedestrians, bicyclists, drivers, and transit riders. Streets and right-of-ways are the single largest visible public spaces in the Village and should be planned and developed in an aesthetically pleasing way. This may involve using landscaping, colored pavements, attractive lighting, public art and/or site furniture in transportation corridors.
- b. By using qualified and creative engineers to provide interesting structural solutions to transportation designs.

### 3.5 Policies and Recommendations

#### Traffic Circulation

- 1) The Village should follow an arterial and collector plan with all future transportation development so that local and through traffic is separated as much as possible.
- 2) Discourage the use of cul-de-sacs and dead-end streets.
- 3) Explore options for improving the intersection at Main Street and Gaarder Road, Holmen Drive and McHugh Road, Holmen Drive and Sunset Drive, and McHugh Road and Briggs Road.
- 4) Implement the street expansions and connections as shown on the Proposed Transportation Map.

#### Public Transit

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

#### Transportation Safety

- 6) Incorporate colored pavement or other distinct markers for pedestrian crossings in the redesign of busy street intersections, or construction of new collector and arterial streets.
- 7) Continue public education efforts and enforce traffic laws to discourage dangerous and illegal behavior by motorists and bicyclists.
- 8) Properly maintain street trees, landscaping, signage, and roads to ensure adequate visibility and road safety.

#### Parking

- 9) Adopt policies to require new and existing industrial areas to have well-screened parking areas for semi-trailers and other large equipment to maintain the aesthetics of the community. Parking should be located in the rear or on the side of the building whenever possible.
- 10) Provide adequate parking spaces in existing and new commercial areas.

*Pedestrian and Bicycle Circulation*

- 11) Consider developing safe commuter bike routes and lanes, which connect residential areas to businesses, schools and commercial areas throughout the Village.
- 12) Develop a Sidewalk Plan to identify areas where sidewalks are needed or where pedestrian connections are lacking.
- 13) Complete the Halfway Creek Bicycle Trail, which would connect to the Great River Trail and a regional bicycle network. Also, complete the Holland Bicycle Trail. Both trails are shown on the Proposed Transportation Map.
- 14) Install bicycle and pedestrian crossings at Briggs Road and McHugh Road and Sunset Drive and Holmen Drive.

*Transportation and the Environment*

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

*Attractive Transportation Design*

- 18) Build transportation facilities that reflect the scale of the surrounding neighborhood. Alternative road widths (including narrower streets) and traffic calming should be encouraged.
- 19) Use street trees, landscaping and street furniture (benches, trash cans, etc) where appropriate. These must be carefully coordinated with utilities and traffic safety to avoid conflicts and competition for limited space in Village right-of-ways.

## 6 ECONOMIC DEVELOPMENT

### 6.5 Goals and Objectives

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

#### Objectives

- a. By promoting service businesses (e.g., dry cleaners), entertainment, hospitality and retail businesses.
- b. By working with commercial property owners, businesses and the redevelopers of the Holmen Mall to create aesthetically pleasing and functionally attractive commercial properties to capture specialty retail, a pharmacy, etc.
- c. By identifying properties that are suitable for the expansion of business and industrial parks.
- d. By maintaining a balance of industrial, commercial and residential land uses to stabilize and enhance the Village's tax base and provide high quality employment opportunities.

**Goal 2: To create a strong local economy by meeting the needs of existing businesses, attracting new employers and promoting the creation of jobs.**

#### Objectives

- a. By considering establishing new programs and utilizing existing programs to assist new and existing businesses, such as Tax Incremental Financing (TIF) districts, Business Improvement Districts (BID), La Crosse County economic development revolving loan program, etc.
- b. By working with the Holmen Area Civic and Commerce Association to communicate with business and industry on a regular basis to ensure their needs are being met.
- c. By continuing to service new industrial and business areas with all necessary public utilities.
- d. By marketing the local and regional assets to stimulate high-quality economic growth in Holmen. These assets include convenient access to railroad, air, trucking, the Mississippi River and the interstate/highway system.
- e. By promoting the Village of Holmen as a friendly place to do business.



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

Objectives

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

**6.6 Policies and Recommendations**

Coordinated Economic Development

1. Promote businesses in the Village and coordinate efforts with neighboring communities, the La Crosse Area Planning Committee (LAPC) and the County, including:
  - ☐ encouraging communication between the Village and businesses to ensure that existing business needs are being met and new business opportunities are identified.
  - ☐ determining what types of industries and businesses Holmen can attract.
  - ☐ working with local elected officials, economic development representatives and community development groups to coordinate policies and projects, thereby increasing efficiency, reducing costs, minimizing policy conflicts and maximizing business development outcomes.
2. Continue to work with the La Crosse Area Planning Committee (LAPC) to acquire economic development data and to use the LAPC as an educational source for learning about grants, loans and other economic development assistance programs.
3. Encourage businesses to take full advantage of loan funds available through La Crosse County's revolving loan fund.
4. Consider working with the Holmen Area Civic and Commerce Association to sponsor business and industry appreciation events, which can encourage business leaders to stay in the community and to expand.

5. Continue to attend all Holmen Area Civic and Commerce Association meetings and events. Consider having a representative from the Village on the Civic and Commerce Association's Board to ensure contact with local businesses and ensure that Village committees have business interests represented.

Commercial Development

6. Direct **commercial** businesses to the downtown area and infill the commercial zoning districts with commercial uses by enforcing the Village Zoning Ordinance and other regulations, communicating with local realtors to direct commercial development to these areas, and designating these areas for commercial development on the future land use map.
7. Comply with this plan's land use element, goals, objectives, recommendations and map as appropriate with regard to commercial development.
8. Promote expanded businesses in the Village, such as those identified in the survey, including hotel, pharmacy, restaurants and expanded retail services, by marketing for these types of businesses.
9. Take advantage of the new Halfway Creek and Holland Bike Trail connections to the Great River State Trail by exploring opportunities for recreation/tourism business development opportunities.

Industrial Development

10. Explore the use of grants and loans for the development of new industries, where appropriate.
11. Direct new **industrial** businesses to the Village's industrial parks and expand the park as needed. Create a new industrial park as identified on the future land use map.
12. Whenever possible, industrial developments should be designed so vehicles servicing the site can move from one location on the site to another without re-entering a public street.

*Economic Development Planning*

13. Continue to plan for a supply of developable land for industrial, office and commercial land uses in strategic locations that can easily be served with Village utilities, services and facilities.
14. Encourage the aesthetic quality of business districts by designing and implementing high quality design guidelines through the use of the Village's Zoning Ordinance and site plan review. This is especially important for the Holmen Drive and downtown areas, as they are highly visible and their success is important to the overall community character.
15. Before large areas on the Village periphery are rezoned for commercial or industrial uses, an independent analysis of the economic impact of commercial development on those lands on the Village and its existing business districts should be considered by the Plan Commission and the Village Board. The developer should pay for the analysis, or pay the Village to perform the analysis.
16. When making public purchases for goods or services, the Village should utilize Holmen businesses when possible. For example, the Park and Recreation Department could contract with local grocers or food vendors for concession stands. This helps promote positive relationships between the Village and local businesses and helps retain that sector of the economy.
17. Keep the Village Hall in its current location as an anchor for the downtown business district.

## 8 LAND USE

### 8.4 Goals and Objectives

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

#### Objectives

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

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

#### Objectives

- a. By supporting infill and redevelopment on lands that are vacant, blighted, or underutilized.
- b. By supporting development that is consistent with the extension of community facilities and services as identified in this comprehensive plan.
- c. By continuing to extend the existing pattern of development in the Village beyond the current limits, including neighborhoods that are interconnected and consist of a mix of housing types and sizes, and are in close proximity to commercial, employment, recreation and civic areas. This development pattern allows people to move easily and quickly between the places they live, work, shop and recreate and maximizes the use of public facilities and services.

**Goal 3: Ensure new growth complements the high quality of life that Village residents and businesses currently enjoy.**

#### Objectives

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

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

Objectives

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

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

Objectives

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

## **8.5 Policies and Recommendations**

1. Inform developers and potential developers about this comprehensive plan and the importance of their reviewing and understanding that it must be implemented prior to submitting an application for a development.
2. Provide simple, clear application forms and written explanations of the Village development review processes and requirements.
3. When evaluating development, rezoning or annexation proposals, identify potential impacts to surrounding land uses and require that all adverse impacts be minimized or eliminated prior to approval. For example, existing residential areas should be adequately buffered from new institutional uses through the use of zoning set backs, vegetative screening, berms, fences and/or walls.
4. Slopes greater than 12 percent should continue to be preserved because the bluffs are the major source of identity for the Village, and provide significant scenic value.



5. The Village should support and encourage the development of senior housing, as well as businesses necessary to serve the aging population, such as pharmacies.
6. Consider amending the zoning ordinance to include design review criteria. New development and redevelopment projects (especially in the downtown area) should include high quality site plan designs, landscape designs and building designs.
7. The Village should encourage site plans and building designs that locate garage doors, parking lots and loading areas in areas that will not dominate the visual environment from public rights-of-ways and neighboring properties.
8. To the extent possible, institutional land uses such as schools, churches, libraries, community centers, etc. should be located in areas where they will not have a negative impact on traffic flows and volumes in surrounding residential areas.
9. All future land uses should be internally designed with the concern for future development, whether immediate future or long term.
10. The Village should continue to ensure that all existing areas within the Village are adequately served with existing utilities.
11. The Village should require new development to be contiguous to existing development.
12. Consider creating a Traditional Neighborhood Development (TND) Zoning District to allow the implementation of many of the existing characteristics already evident in the Village such as: interconnected streets; development oriented to pedestrian activity; a mix of uses and types; the preservation of significant natural features; the provision of parks or other public spaces; and architecture and landscape that respond to the unique character of the area.
13. Develop boundary agreements with the Towns of Onalaska and Holland and the City of Onalaska to allow for future efficient and orderly growth of the Village, including addressing annexations, possible cooperation on the delivery of municipal services, etc.
14. Consider developing ordinances for construction activity, including truck routes, excavation, fill activities, noise, air and water quality.
15. Consider developing a monitoring program to track the rate and type of growth in the Village, and then annually determine if the rate and type of growth are achieving Village goals established in this comprehensive plan. One component of this program could involve annually updating and evaluating the Village's overall assessed values records to determine if the tax rates are remaining stable or if they are beginning to shift in different directions.

16. Where practical, infill areas within the existing Village boundaries.
17. The Village should not grow to areas designated "2025" on the Future Land Use Plan until after 2025, unless this comprehensive plan is amended to support such expansion.
18. As the Village grows to the north, support the development of commercial areas to serve new neighborhoods, such as small offices, restaurants, grocery stores, etc. to provide these residents with every day conveniences that other Village residents enjoy.
19. Do not expand west of CTH XX north of Halfway Creek because of the environmentally sensitive areas.
20. The Village should preserve waterways, wetlands and bluffs as recreation sites as development occurs in those areas. Require the lands to be permanently protected under permanent or scenic easements during the development review processes.

Table 9.1 Implementation Strategy and Timeline for the Village of Holmen Comprehensive Plan

Category	✓	Action	Responsible Agency	When
<b>Housing</b>		Adopt a residential phasing plan.	Planning Commission, Village Board	2006-2008
<b>Transportation</b>		Update Sidewalk Plan for existing neighborhoods.	Public Works Department, Planning Commission	2005-2007
		Work with La Crosse County to install traffic signals at Briggs Road/McHugh Road and Sunset Drive/Holmen Drive.	Public Works Department, Planning Commission	2004 and ongoing
<b>Utilities and Community Facilities</b>		Adopt policies to require new and existing industrial areas to have well-screened parking areas for semi-trailers and other large equipment.	Planning Commission, Village Board	2006-2008
		Develop a Village trail system to connect Holland Trail to Halfway Creek Trail	Planning Commission, Park and Recreation Department	2004 and ongoing
		Require fiscal impact analyses of all major capital projects considered for funding.	Planning Commission, Finance Committee, Village Board	2004 and ongoing
<b>Agricultural, Natural and Cultural Resources</b>		Develop Star Hill for a recreation facility and community gathering place.	Park and Recreation Department	2005 and ongoing
		Require street trees along streets and gateway corridors.	Public Works Department	2005 and ongoing
<b>Intergovernmental Cooperation</b>		Develop boundary agreements with the Towns of Onalaska and Holland and the City of Onalaska.	Village Board, Plan Commission, Town of Onalaska, Town of Holland, City of Onalaska	2005-2008
<b>Land Use</b>		Continue to update and expand the Village's wayfinding signage and banners.	Planning Commission, Public Works Department	2005 and ongoing
		Amend Zoning Ordinance and Map to implement this Comprehensive Plan.	Planning Commission, Village Board	2005
		Amend Subdivision Ordinance to implement this comprehensive plan.	Planning Commission, Village Board	2005
<b>Implementation</b>		Update Comprehensive Plan	Village Board	2010-2015



June, 2010

## Seven Bridges

Tax Incremental District

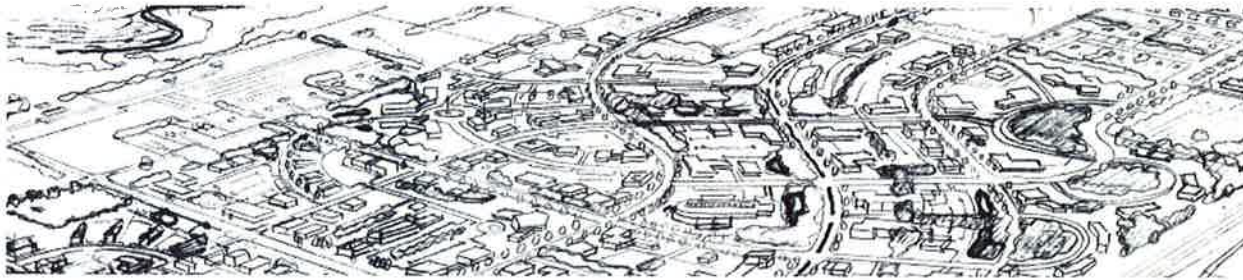


Schreiber Anderson Associates  
717 John Nolen Drive  
Madison, WI 53713  
[www.saa-madison.com](http://www.saa-madison.com)





## Introduction



### INTRODUCTION

In the summer of 2009 the Village of Holmen contracted with SAA to prepare a master plan for the Tax Incremental District. This master plan will provide a road map and vision for future development. The area is currently a combination of agricultural and open space with some pockets of residential and small commercial businesses.

The vision for the "Seven Bridges" Tax Incremental District is to create a distinctive signature entrance into the Village of Holmen as one approaches the community from the north and west. Land uses will consist of residential, multi family, mixed uses, office, light industrial and green space.

### BACKGROUND

In 2009 the Village annexed the land for the Tax Incremental District and prepared a land use plan. A TIF district was also established for the area. Utility construction along STH 35 is also being provided to the southern area of the development to provide water and sewer.

### PLANNING AREA

The Tax Increment District planning area lies between the bluffs along the USH 53 corridor on the east, west and north between Amsterdam Prairie Road and STH 35, the area surrounding the intersection of Highways 35 & 53, and south along STH 35 from Amsterdam Prairie Road to USH 53 (**Figure 1**). The area is characterized by the steep bluffs on the east and the Black River on the west. There are a few farms and several areas of single family housing located within and surrounding the planning area. The total area encompasses approximately 970 acres.

### PURPOSE OF THE PLAN

The purpose of the "Seven Bridges" Tax Incremental District Master Plan is to provide the Village of Holmen a planning tool that can be used to guide short-term and long-term improvements to the Tax Incremental District. This plan builds on Holmen's many strengths: historic character, diversity of retail and service businesses, strong neighborhoods, the Black River, beautiful parks and recreational facilities.

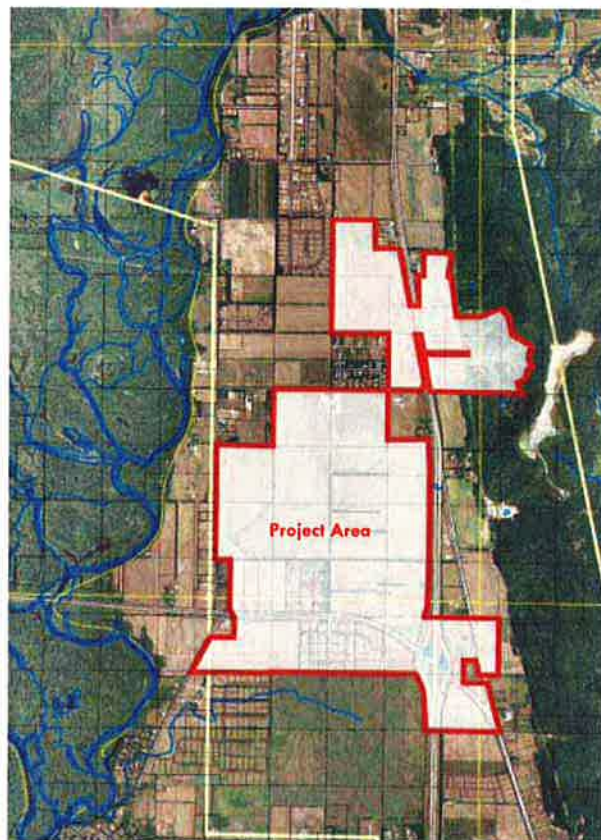


Figure 1 - Planning Area

The Village of Holmen has established a TIF as a primary funding tool for the implementation of public infrastructure improvements for Tax Incremental District. The Village should identify a variety of local, state, federal, and private funding sources that can supplement the TIF in order to achieve short-term and long-term success. The Village should also establish eligibility requirements for TIF funding. Some of these funding sources include:

#### LOCAL FUNDING

- Special assessments
- Capital Improvement Program (CIP)
- Room tax
- Business Improvement District (BID)
- Private donations
- Local utilities

#### STATE FUNDING

- WisDOT Local Transportation Enhancements Program (TE)
- WDNR Acquisition and Development of Local Parks (ADLP)
- WDNR Urban Green Space Program (UGS)
- WDNR Recreational Trails Act (RTA)
- Wisconsin Small Business Administration
- Wisconsin Department of Commerce

#### FEDERAL FUNDING

- Recovery and Reinvestment Funding
- Transportation Appropriation Bill
- Legislative Initiatives

#### TIF FUNDING

- Public infrastructure
- Storm water
- "Green Initiatives"
- Joint Marketing
- Site identification (signage)

#### PHASING PLAN

Figure 12 includes a general phasing schedule for the entire Tax Incremental District project.

Figure 13 identifies the phasing plan established in TIF No. 1 for a portion of Tax Incremental District. In the future, the Village may elect to amend the TIF to include the remaining portion of Tax Incremental District depending on development interest associated with the future construction of USH 53. Table 2 shows both the current TIF budget and the recommended budget.

#### KEY IMPLEMENTATION ACTIVITIES

The following implementation activities should be accomplished over the next year to position Tax Incremental District for successful implementation. In addition to these steps we recommend that the Village prepare a Critical Path Schedule (CPS) for 2009-2012 which are critical years for the financial success of this project.

The Critical Path Schedule should include a breakdown of critical implementation activities, a timeframe for completing each activity, and the party responsible for each implementation activity. Key implementation activities for 2009/2010 include:

- Complete Master Plan and Market Study-SAA
- Adopt Seven Bridges Neighborhood Master Plan - Village
- Establish TIF Project Management Team (PMT) - Village
- Develop Recruitment Program (Developers and Business) - TBD
- Design Seven Bridges Marketing/Branding and Logo - TBD
- Prepare Promotional Material and Media Relations - TBD
- Review TIF Policy and Develop Strategy for Public Financing - Village
- Revise TIF Plan and Phasing - Village
- Revise Existing Zoning and Subdivision Ordinances - TBD
- Revise Property (PUD/GIP) - Village and Property Owners
- Revise Master Plan - Village
- Prepare Comprehensive Funding Strategy - Village
- Officially Map Streets - Village



- Coordinate WisDOT/Utility - Hwys 35/53 - Village
- Coordinate with Gundersen Clinic Short Term plans - TBD
- Complete Phase 1 Infrastructure Construction - Village
- Perform detailed Stormwater Study - TBD
- Design Phase 2 Infrastructure - TBD

#### **CURRENT TIF PLAN BUDGET**

##### **2009/2010**

Phase 1-\$2,075,000 for sewer and water extension to Brueske/Thorud Master Plan and Marketing Study.

The scale of the project has been reduced and the estimated cost is now just over \$1,000,000 to complete to extend sewer and water to the Brueske/Thorud properties.

##### **2011**

Phase 2-\$2,215,000 for sewer expansion

##### **2012**

Phase 3-\$3,195,000 sewer and water expansion

##### **2014**

Phase 4-\$3,600,000 water expansion

##### **2016**

Phase 5-\$890,000 Chalsma Utility extension

##### **2019**

Phase 6-\$2,070,000 parking structure

#### **PROPOSED TIF PLAN BUDGET**

##### **2009/2010**

Phase 1-\$2,075,000 for sewer and water extension to Brueske/Thorud.

The scale of the project has been reduced and the estimated cost is now just over \$1,000,000 to complete.

- Master Plan -\$50,000
- Market Study-\$20,000
- Stormwater Study-\$25,000
- Ordinance Revisions-\$10,000
- Revise TIF Plan-\$7,500
- Marketing and Promotion-\$25,000
- Administration-\$15,000

##### **2011**

Phase 2-\$2,500,000 for road, signage and utility extension from STH 35 4200 feet north for the central roadway and utility corridor.

##### **2012**

Phase 3-\$2,400,000 road, sewer and water expansion for remaining 3,200 lineal feet of the central roadway utility corridor from Phase 2 to Old USH 93.

##### **2014**

Phase 4-\$3,600,000 water expansion

##### **2016**

Phase 5-\$890,000 Chalsma Utility extension

##### **2019**

Phase 6-\$2,070,000 improvements

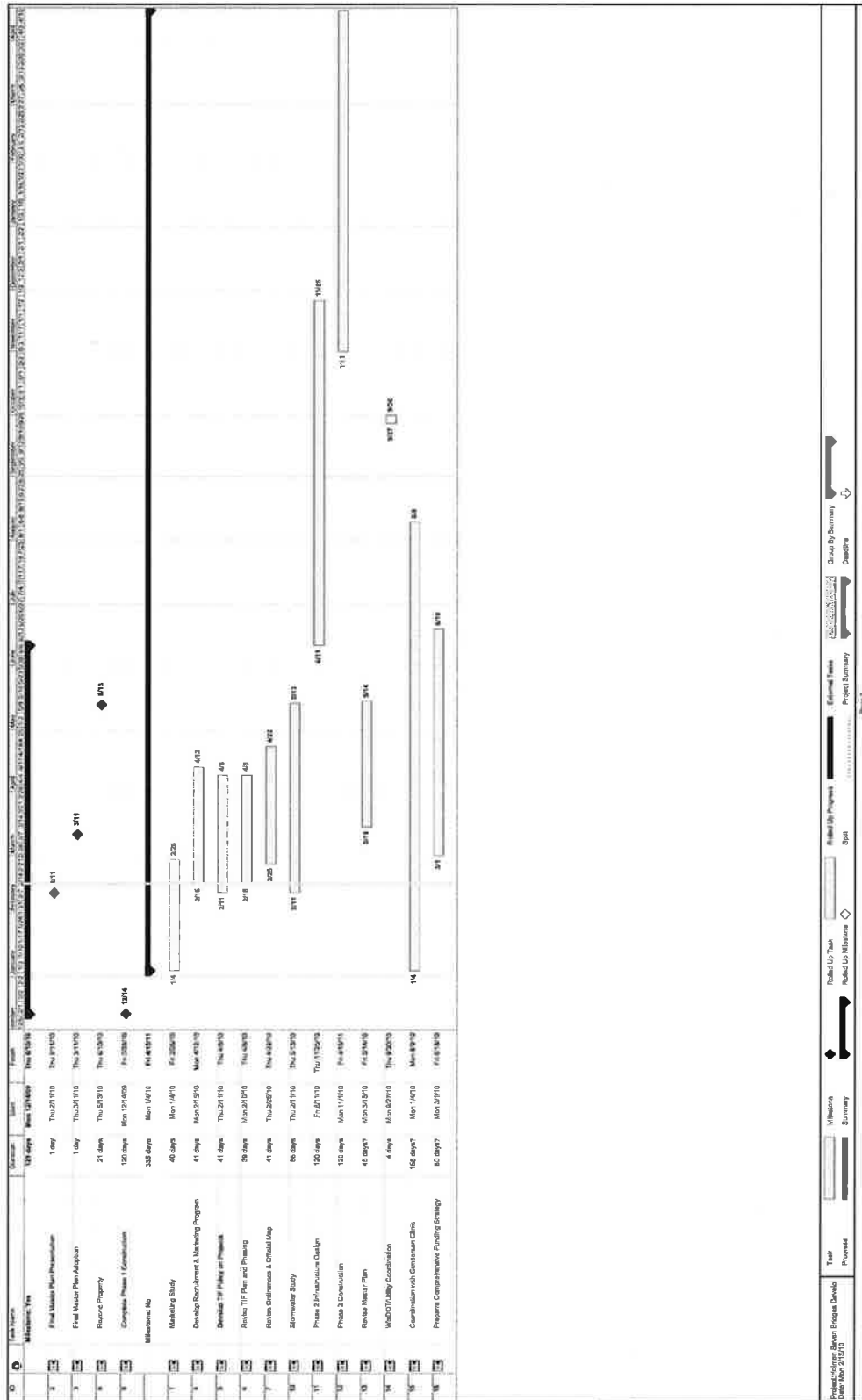


Figure 12 - Phasing Schedule

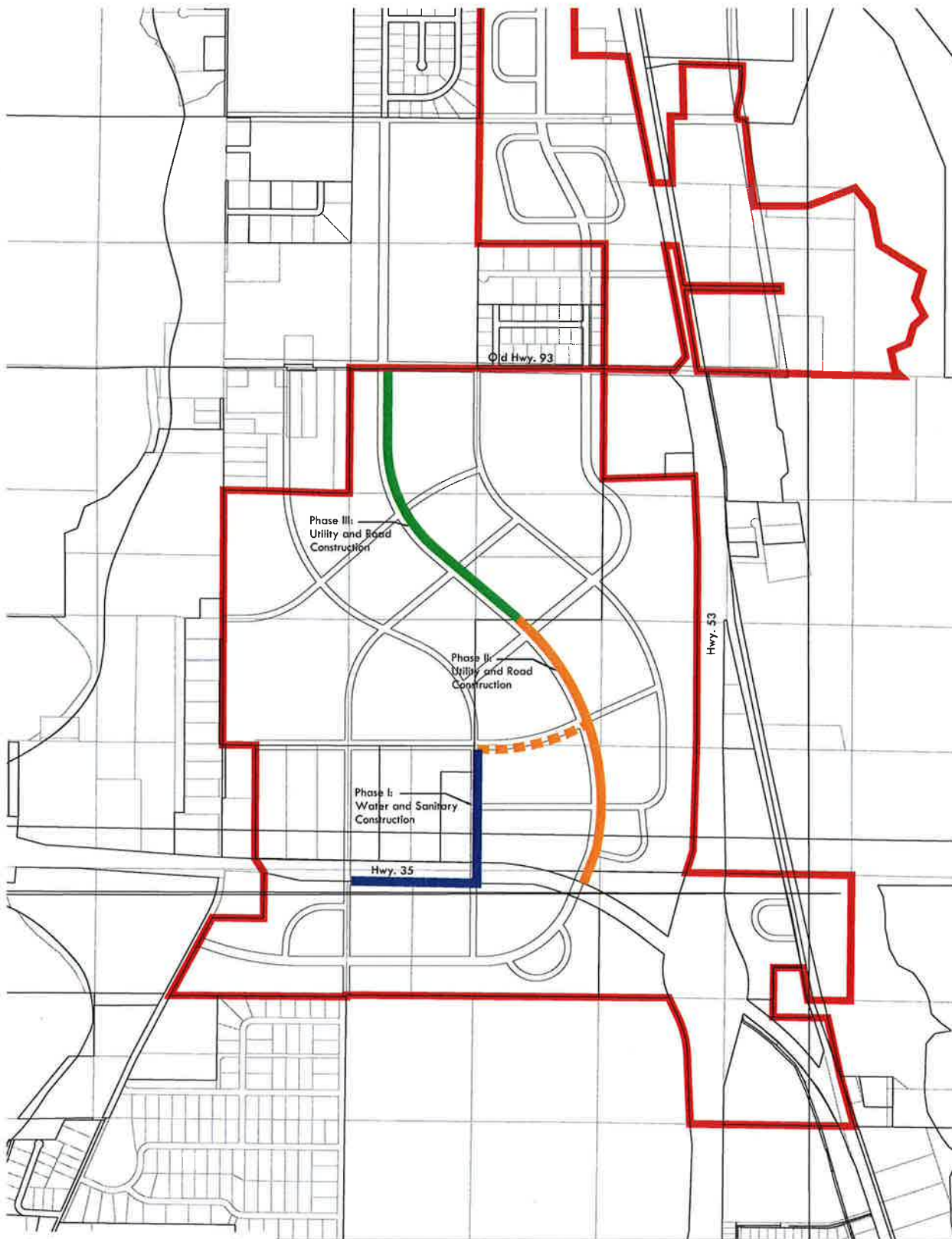
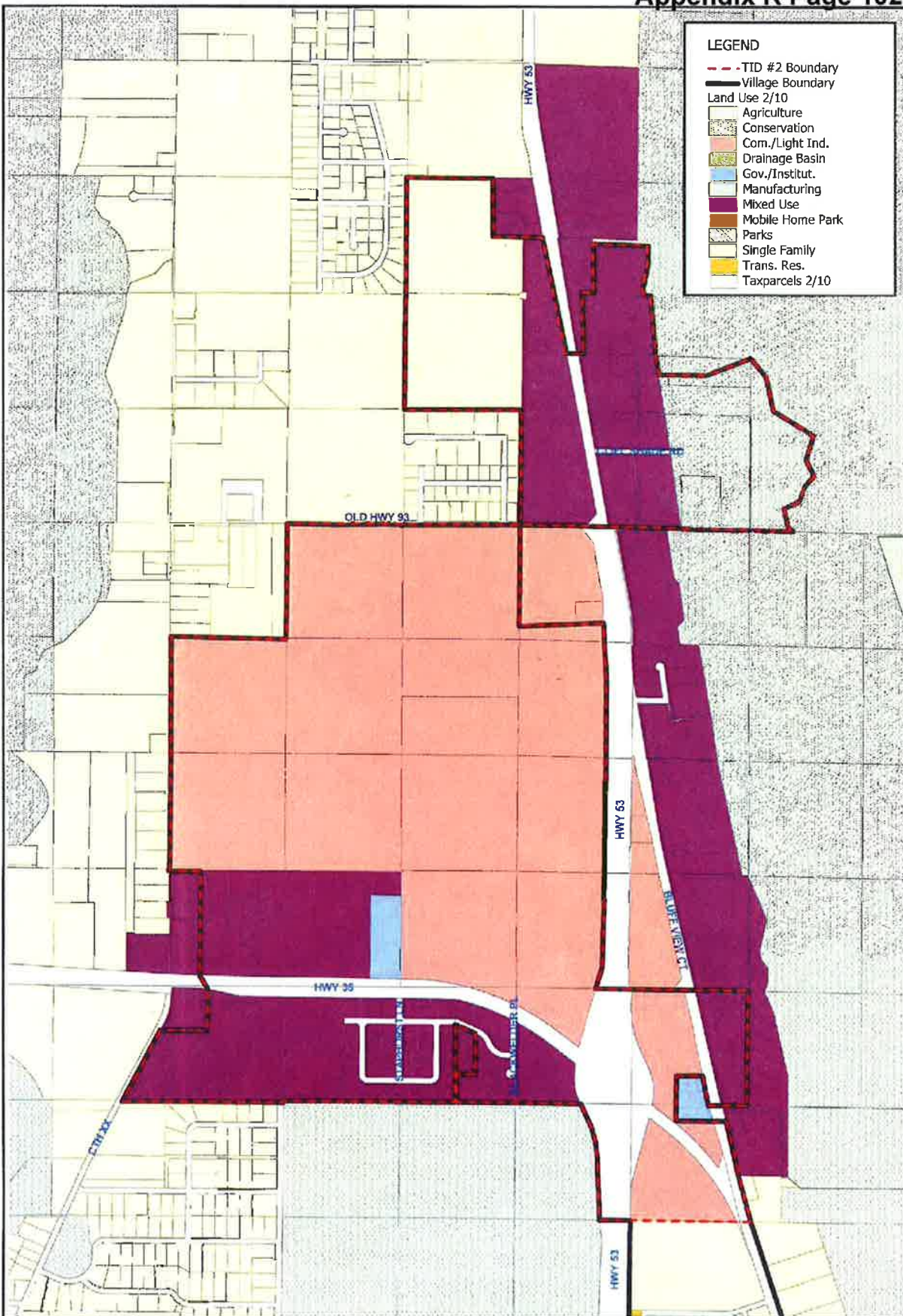


Figure 13 - Phasing Plan



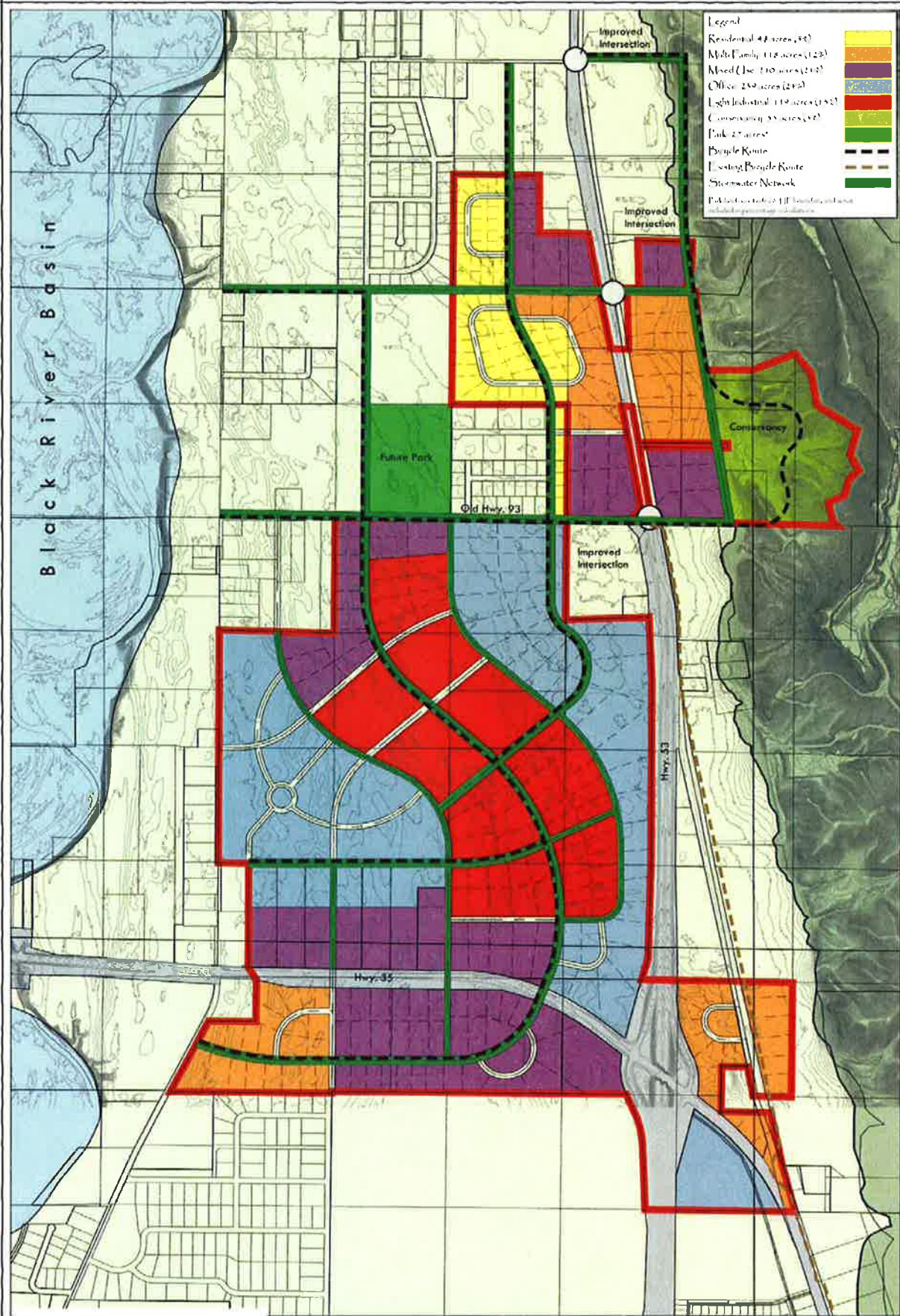
Seven Bridges Tax Increment District  
Village of Holmen

0 1000 Feet

October 2010







November 2009  
10/21/09

# Preliminary Master Plan North Holmen Neighborhood Master Plan Holmen, Wisconsin



TOWN OF ONALASKA  
COMPREHENSIVE PLAN  
2005-2025  
VOLUME ONE



ADOPTED  
MAY 26, 2005

Schreiber/Anderson Associates, Inc.



## 4 UTILITIES & COMMUNITY FACILITIES

The Town of Onalaska's Utilities and Community Facilities Plan provides a guideline to ensuring an efficient, affordable and quality public services and facilities to meet the needs of all Town residents.

**Goal 1: Ensure Town residents and businesses are adequately served by desired public utilities and facilities in a cost-effective way and in a manner that promotes a high quality of life.**

### Objectives, Policies & Actions

**1-1:** Continue to maintain low public service and facility costs in the Town.

- Action 1-1a:** Create and refine mechanisms to ensure that future development projects pay their own way. Some existing and possible future mechanisms include:
- Establishing impact fees (e.g., transportation system improvements).
  - Significantly increasing development review fees.
  - Amend Town ordinances to require evaluation of development impacts on the provision of public services and facilities, including the fiscal impacts of providing new or expanded services and facilities.
  - Evaluate costs of providing services and facilities with growth and development in the Town at least every five (5) years and adjust fees accordingly.
- Action 1-1b:** Coordinate land use planning and capital improvements planning. Infrastructure improvements and expansion should serve the Town's growth, land use, and environmental goals, not vice versa.
- Action 1-1c:** Encourage compact and efficient development patterns in the Town, and more intensive levels of development in and around the City of Onalaska and Village of Holmen to reduce the Town's costs of providing public services and facilities.
- Action 1-1d:** Carefully monitor the Town's growth rate to ensure that new development does not overburden the ability of the Town and other service providers to provide a desired level of services to Town residents and businesses.



- Action 1-1e:** Consider establishing a building permit limitation program based on the impacts and capacity of public utilities and services, impact on the School District(s), etc.
- Action 1-1f:** Continue to seek grants, state and federal loans, and alternative methods of funding improvements.
- Action 1-1g:** Encourage service providers, businesses, and developers to promote energy conservation practices in the Town.
- Action 1-1h:** Encourage infill development, and reinvestment in and/or redevelopment of existing areas of the Town where services and facilities are already provided.
- Action 1-1i:** Consider hiring a Town administrator. The Town's size and complexity of issues may warrant such an administrator. The administrator would improve the efficiency of Town government; provide professional advice on a number of issues; apply for grants and other county, state and federal funds; etc.
- 1-2:** The Town of Onalaska will continue to work cooperatively with La Crosse County, the Holmen and Onalaska School Districts, the Village of Holmen, the City of Onalaska, Department of Natural Resources (DNR), U.S. Fish & Wildlife Service (USFWS), Army Corps of Engineers, and other jurisdictions to ensure efficient, economical, and quality provision of community services and facilities.
- Action 1-2a:** Maintain an on-going integration of Town Planning and School District committees in order to address issues of mutual concern.
- Action 1-2b:** Work cooperatively with the School Districts and integrate the districts into the long-term planning for the Town.
- Action 1-2c:** Refer development and land division applications to the School Districts for their review and comments as part of the Town's review of development and land division applications. The purpose of this action is to both inform the School Districts about potential developments in the Town as well as to gain a better understanding of the proposed development's impacts on the School District.
- Action 1-2d:** Pursue agreements between the Town and all other infrastructure and service providers to ensure coordination and cooperation in the planning and installation of all future infrastructure and service improvements so that such improvements further the community's goals, particularly those related to land use, growth, and the environment.

- Action 1-2e:** Participate on regional boards, commissions, committees, etc. to jointly plan for and coordinate the provision of utilities and community facilities.
- Action 1-2f:** Encourage participation by all citizens and use a variety of methods to allow citizens to participate including, but not limited to, public meetings and hearings, email, telephone calls, letters, and website responses.
- Action 1-2g:** Involve all relevant agencies making utilities and community facilities decisions such as the DNR, USFWS, and others and provide timely notice of meetings, events, and pending Town decisions.
- 1-3:** The provision of public services and facilities will improve the quality of life of Town residents, property owners, businesses and visitors.
- Action 1-3a:** By involving the public in facility and utility expansion decisions, whenever possible, by asking for public comments and placing citizens on appropriate boards.
- Action 1-3b:** Continue to monitor the public's satisfaction with the provision of public services and facilities in the Town through efforts such as conducting surveys and inviting input at annual Town meetings.
- Action 1-3c:** Establish a new Town Hall to allow better participation in government and community activities.
- Goal 2:** Avoid environmentally sensitive areas when extending and constructing new utilities and community facilities.

#### **Objectives, Policies & Actions**

- 2-1** Consult the Environmental Features Map and relevant agencies before making decisions regarding location of new utilities or community facilities, and encourage development and redevelopment practices that will maintain or improve the natural environment.
- Action 2-1a:** Require recreational facilities (active, passive or an appropriate combination) or impact fees from developers as part of new developments for parks and recreation mitigation for new residents. Amend the Land Division Ordinance to reflect such mitigation.
- Action 2-1b:** Implement the Brice Prairie Watershed Storm Water Management Plan as well as the Sand Lake Coulee Creek and Halfway Creek watershed management plans.

- Action 2-1c:** The Town should consider the land use planning implications of the COMM 83 rules. Specifically, the Town should understand that the COMM 83 regulations will probably allow development to occur in areas where private, on-site waste disposal systems were previously not feasible due to poor soil conditions.
- Action 2-1d:** The Town should develop a stormwater management ordinance to prevent soil erosion and protect water quality.
- Action 2-1e:** The Town should encourage residents to properly maintain private, on-site waste disposal systems to prolong the useful life of those systems and avoid groundwater contamination.
- Action 2-1f:** The Town should maintain an accurate, detailed list of septic system information in the Town. The list should include the year the system's were installed or replaced, failures, etc.
- Action 2-1g:** The Town should limit expansion or construction of public infrastructure where such developments would cause subsurface contamination or result in contaminated surface runoff that is allowed to infiltrate into the shallow water table.
- Action 2-1h:** Develop a policy to prevent discharge of pesticides, herbicides, soap, oil, paints, septic systems, or other hazardous material into Lake Onalaska, the Mississippi River, Halfway Creek, wetlands, and other environmentally sensitive areas.
- Action 2-1i:** Encourage (and require where appropriate) designs and landscaping patterns that promote the retention of natural vegetation (to control erosion and runoff) for all new development within the Town of Onalaska.
- Action 2-1j:** Work in partnership with local and regional agencies (La Crosse County Planning & Zoning, the DNR, Citizens to Protect Brice Prairie, the La Crosse Area Planning Committee, Mississippi Valley Archeology Society and other relevant groups) to develop educational materials and model ordinance language for erosion control and site planning for all new development.
- Action 2-1k:** Do not extend or develop new utilities and facilities in floodplains, wetlands, steep slopes, or other environmentally sensitive areas.
- Action 2-1l:** Amend the Town's Land Division Ordinance to address development in and around environmentally sensitive areas, such to create buffers, etc. between development and such areas.

## **6.2 Great River Road District**

The Great River Road District is the Town's identified "Smart Growth Area".

### **Goals & Objectives:**

1. Maintain a connection between the two sides of the Town, preserving it as one community in identity even if/when the lands within this district are annexed into the City and/or Village.
2. Establish the Great River Road corridor as a showcase area in the region with high quality visual character and outstanding gateways into to the Town. The corridor should contain a mix of vibrant land uses, dramatic views, and attractive and safe streetscape features.
3. Enhance the visual character (such as burying overhead utility lines) and identity of this corridor.
4. Encourage urban levels of development with higher densities and more intensive levels of development (size, use, impact) along the U.S. Highway 53 and STH 35 corridors.
5. Encourage infill and redevelopment in areas served by or in close proximity to existing urban infrastructure and services.
6. Provide jobs and housing close to transportation corridors.
7. Enhance the Midway area as a mixed-use hamlet and gateway to Brice Prairie.

### **Policies:**

1. Planned Land Uses: As illustrated on the future land use plan map, the following new uses are planned for the Great River Road District:
  - Conservation Mixed Use
  - Urban Mixed Use
  - Residential
2. Prior to any rezoning or substantial construction activity, Town should coordinate the development review process with the appropriate adjacent municipality – the Village of Holmen and/or the City of Onalaska – to address issues such as the following:
  - a. Require and review a detailed site design plan, which should also be referred to the County, Village and/or City, for comments. This site design plan would address location of buildings; open spaces; landscape design; sidewalks – trails or walkways; signage; access; internal traffic circulation; water and sewer service; lighting; and parking areas.
  - b. Compliance with the Village or City's comprehensive plan and the Town's plan.

- c. Compliance with the Town's Stormwater Management Ordinance.
  - d. Provision of public infrastructure and services, and development standards.
  - e. The mix and location of land uses, intensities and densities.
  - f. Transportation and open space connections to existing systems in both communities.
  - g. Areas of new construction are located to preserve natural resources, cultural features and scenic vistas. Modification of existing topography should be minimized to the greatest extent possible.
3. New or redevelopments between CTH XX and U.S. Highway 53 should achieve the following principles:
- a. Preserve the natural topography and significant vegetation to the greatest extent possible.
  - b. "Hides" development along the bluff to the greatest extent possible through appropriate building height, color (natural tones), outdoor lighting (downcast), and landscaping.
  - c. Preserves or provides scenic vistas of Brice Prairie and the Mississippi River Valley.
  - d. Does not adversely impact environmentally sensitive areas in the Town between CTH XX and the railroad.
  - e. Does not encourage significant volumes of automobile or truck traffic on CTH XX; traffic should be directed to the Village of Holmen and major transportation facilities such as the Great River Road and/or U.S. Highway 53 rather than cut-through traffic to Midway.
  - f. Complies with or exceeds the standards contained in the Town's Stormwater Management Ordinance.
4. The land area bordered by STH 35 on the east, CTH OT on the south, Filler Court on the west, and US Highway 53 on the north is recommended for mixed use commercial (e.g., commercial, office, service, restaurant, retail, hospitality).
5. Provide for safe and convenient automobile, pedestrian, bicycle, and transit options (transit may not be available in all areas of the district).
6. Conventional strip commercial development (isolated, low scale, minimal landscaping and architecture features, parking dominated property frontage) is prohibited.
7. Support infill and redevelopment throughout this District.
8. Consider creating a general plan to enhance Midway as an important town center. This plan may include locations for new buildings, general design guidelines, and desired uses.
9. Rezone areas within the "urban mixed use" category with a flexible, mixed-use zoning district.
10. Encourage physical connections that connect both sides of the Town across this District. For example, banners, streetscape features, etc. could be provided along CTH OT to connect the Town as this area redevelops.

11. Encourage the development of a bike trail from Holmen that would generally follow Halfway Creek to Midway where it would connect with the Great River Trail.
12. Enhance Midway as a Town Center and the Gateway to Brice Prairie:
  - a. Direct a limited amount of development and infill development, but not larger-scale expansion. Limited infill housing or commercial development that is consistent with the prevailing character of Midway. Basic site and building design guidelines may be desirable for infill development.
  - b. Midway is identified as a "Conservation Mixed Use Area". Desired uses include small scale commercial, residential, and eco-tourism based businesses. New businesses should be of the same size and scale of what exists at the adoption of this plan.

**Actions:**

1. Work with the City of Onalaska and Village of Holmen to create a corridor plan for the Great River Road (State Highway 35). The purpose of this plan would be to facilitate land use types, design, and transportation improvements reflective of a "Great River Road" and a key gateway into and through the Town.
2. Where feasible, consolidate private access drives into shared drives that serve multiple commercial and industrial properties.
3. Improve internal circulation within and between commercial and industrial properties through use of shared parking areas and access drives where appropriate.
4. Consider the use of rear access drives to facilitate internal circulation in commercial areas and between commercial areas and adjacent residential or employment centers.
5. Create high quality gateways into the Town at the following intersections:
  - a. CTH OT.
  - b. CTH Z.
  - c. CTH D.
  - d. CTH S.
6. Require landscaping or decorative fencing to screen parking areas where they abut the corridor streets.
7. Parking areas shall incorporate lighting, landscaping and pedestrian walkways.
8. Remove, relocate, bury or screen overhead power lines wherever possible, in conjunction with street reconstruction or redevelopment.

Town of Holland, Wisconsin

# Volume 1: Comprehensive Plan

Goals, Objectives, and Actions  
January 2007





## **4 UTILITIES AND COMMUNITY FACILITIES**

This element includes goals, objectives and actions to guide the future development of utilities and community facilities in the Town of Holland. Major themes/issues that emerged from the Town Survey relating to utilities and public facilities include:

- The community is “satisfied” overall with the level of public service provision including schools, police protection, fire protection, etc.;
- 53% of respondents felt the Town might be growing “too fast” which underscores an important service provision issue—capacity;
- Economic development is limited within the Town due to the absence of municipal water provision.

**Goal 1: Ensure Town residents and businesses are adequately served by desired public utilities and facilities in a cost-effective way and in a manner that promotes a high quality of life.**

**Objective 1-1: Continue to maintain low public service and facility costs in the Town and maintain current facilities and provision of services to appropriate levels.**

Action 1-1a: Create and refine mechanisms to ensure that future development projects pay their own way. Mechanisms may include transportation impact fees or increases to the development review fees as allowed by State Statutes. Distribution of the Town of Holland Cost of Community Services study might also help explain the costs of development to local builders and help defray protest to any cost increases.

Action 1-1b: Coordinate the new development with planned infrastructure improvements.

Action 1-1c: Encourage compact and efficient development patterns in the Town, and more intensive levels of development in an around the Village of Holmen to help reduce the Town’s costs to provide services.

**Objective 1-2: The Town of Holland will continue to work cooperatively with La Crosse County, the Holmen School District, the Village of Holmen, the City of La Crosse, Department of Natural Resources (DNR), U.S. Fish & Wildlife Service (USFWS), Army Corps of Engineers, and other jurisdictions to ensure efficient, economical, and quality provision of community services and facilities.**

Action 1-2a: Work cooperatively with School Districts or municipalities to identify cost sharing measures, and to develop long-term plans.

Action 1-2b: Participate on regional boards, commissions, committees, etc. to jointly plan for and coordinate the provision of services throughout the Town and region.

**Objective 1-3: The provision of public services and facilities will improve the quality of life of Town residents, property owners, businesses and visitors.**

Action 1-3a: Continue to monitor the public's satisfaction with the provision of Town services and facilities in Holland through efforts such as conducting surveys and inviting input at public meetings.

**Goal 2: Avoid environmentally sensitive areas when extending and constructing new utilities and community facilities.**

**Objective 2-1: Consult the Environmental Features Map (5.1) before making decisions regarding location of new utilities or community facilities, and encourage development and redevelopment practices that will maintain or improve the natural environment.**

Action 2-1a: Enforce land dedication component of the Subdivision Ordinance (#3-2002) in new developments to preserve natural areas that detain stormwater, recharge aquifers, and provide habitat for wildlife.

Action 2-1b: Explore the development of a stormwater plan in areas known to be flood prone, or where community infrastructure encounters damage in flood events. Follow-up planning efforts with stormwater management ordinances and require costs for stormwater infrastructure be borne upon developers for each project.

Action 2-1c: Limit expansion or development of infrastructure in areas where such development would cause subsurface contamination or result in increases in surface runoff.

Action 2-1d: Encourage (or require by ordinance) design and landscaping patterns in new development that encourage retention of natural vegetation to control erosion and runoff.

Action 2-1e: Work in partnership with local and regional entities (La Crosse County Planning & Zoning, the DNR, LAPC, Mississippi Valley Conservancy, etc.) to develop and disseminate education materials and model ordinance language for erosion control and site planning for all new development.

**Goal 3: Continue to provide and improve outdoor recreational facilities for active uses (e.g. ball games) and natural areas for passive uses (e.g., birdwatching).**

**Objective 3-1: Recreational facilities and programs should be planned to serve both local residents and tourists and should be designed at a scale appropriate to the intended use and the surrounding environment. Recreational uses and facilities should also be consistent with the other goals and objectives identified in this plan, especially those related to land use, transportation and the environment.**

Action 3-1a: Enforce and update parkland dedication and facilities requirements as identified within the Subdivision Ordinance (#3-2002) to the extent allowed by State Statutes. Determine necessary changes to the measure as determined by increases in public demand for parkland and other facilities.

Action 3-1b: Create a Town parks and recreation master plan with public input to guide the purchase and development or preservation of parks and recreation areas; identify locations for picnic and playground facilities.

Action 3-1c: Work with environmental groups in the area, including the Mississippi Valley Conservancy, to identify and acquire significant natural areas including sand prairies and bluff lands.

**Goal 4: Work with surrounding municipalities on extending the range and scope of local service provision, especially municipal water or sewer services.**

**Objectives4-1: As population increases, or as economic priorities change, consult surrounding municipalities about joint service provision and facility expansion for sewer and water services within the township.**

Action 4-1a: Identify partnership opportunities with local municipalities that have, or will have future need for, municipal sewer and water services.

Action 4-1b: Establish a joint committee with participating communities interested in developing a joint sewer and water service. The purpose of the committee is to discuss logistics and develop a phased plan for facility construction and implementation of planned objectives.

Action 4-1c: Develop feasibility estimates and allow local residents to respond to increases in the local tax levy required for development of a municipal sewer or water system. Opportunities for resident input may include a referendum, public hearings, or some form of a use tax levied to property owners requesting service.

Action 4-1d: Identify opportunities for strategic partnerships with a private entity (such as an industry) to help develop a localized sewer or water system. Determine levels of public involvement for planning, funding, or maintaining the system.

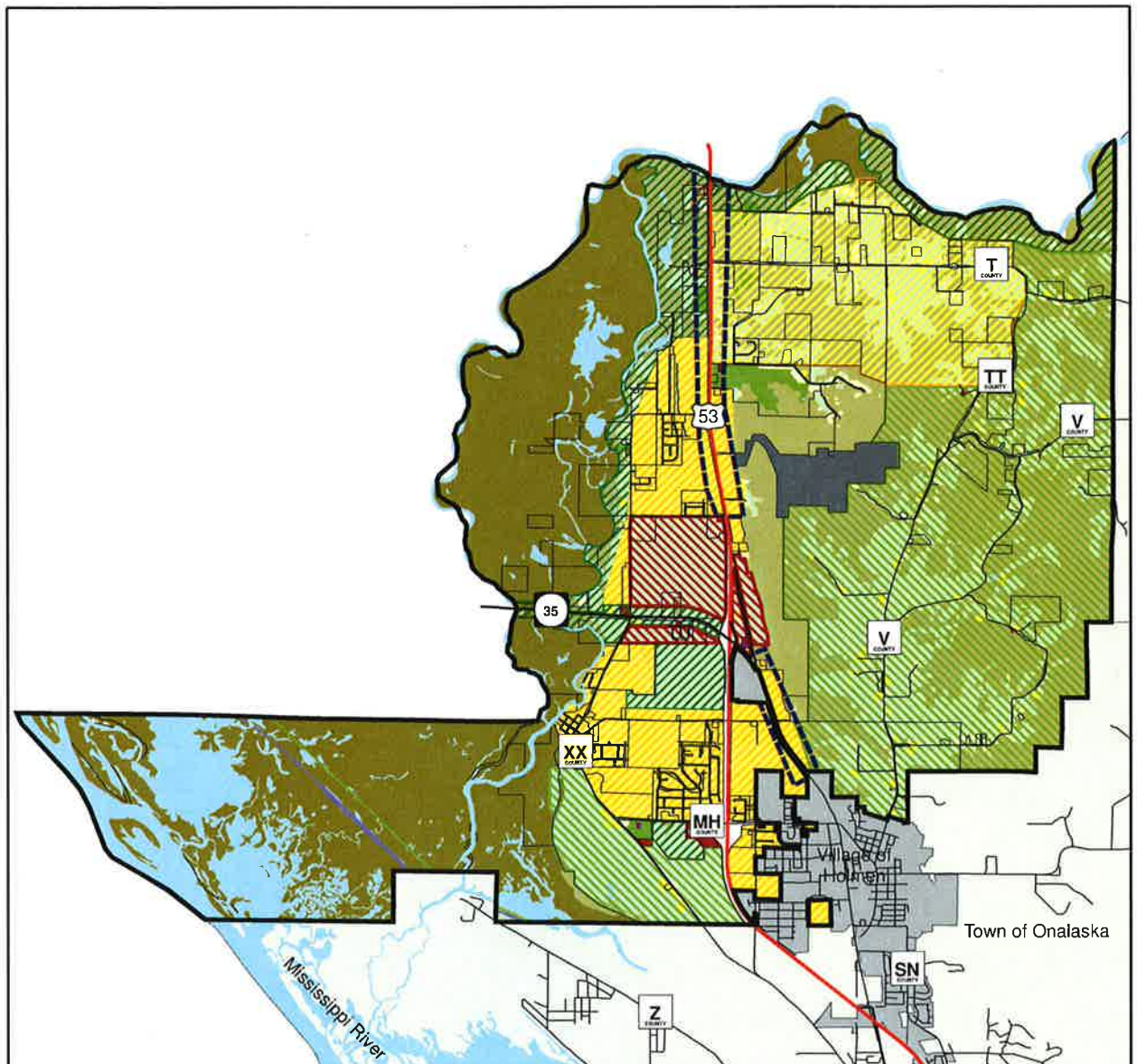
**Objective 4-2: Monitor dense residential areas for water quality and determine needs for town-wide or local provision of sewer service. Determine the intensity of need through local rule changes which may include additions to the subdivision ordinance to require localized water or sewer systems in all areas and assign fiscal responsibility for constructing these capital improvements.**

Action 4-2a: Work with the DNR to monitor water quality in areas of the Town with increased residential densities.

Action 4-2b: Work with La Crosse County and the DNR to determine permit, reporting, and system requirements for localized sewer/water system development.

Action 4-2c: Determine need and public response for development of localized sewer systems that will be paid, run, and maintained by the residents of local developments. Ensure responsibility for system upkeep is that of a homeowners association or other private entity, and/or determine public responsibility for maintenance.

# Future Land Use

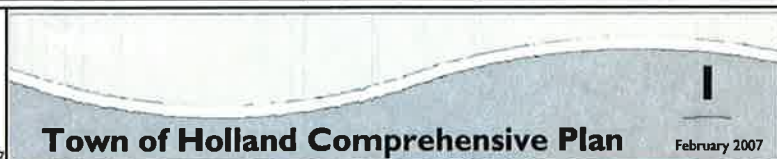


## Existing Land Use Legend

Single Family	Transportation
Multi-Family	Recreation
Mobile Home	Woodlands
Farmstead	Wetlands
Commercial	Agriculture
Institutional	Water

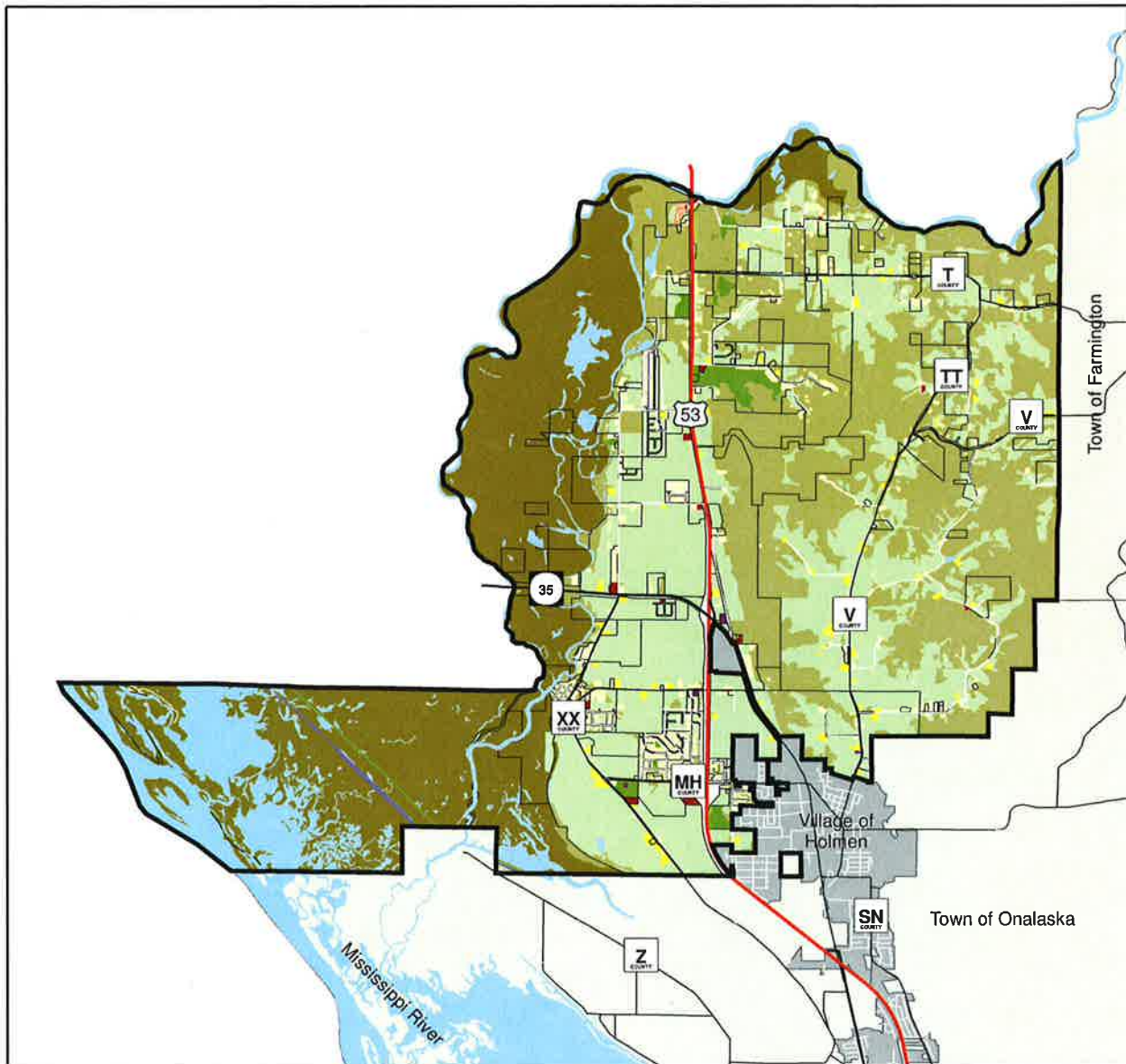
## Future Land Use Legend

Large Lot Residential
Small Lot Residential
Commercial
Conditional Commercial Corridor
Conservancy
Active Agriculture
Quarry





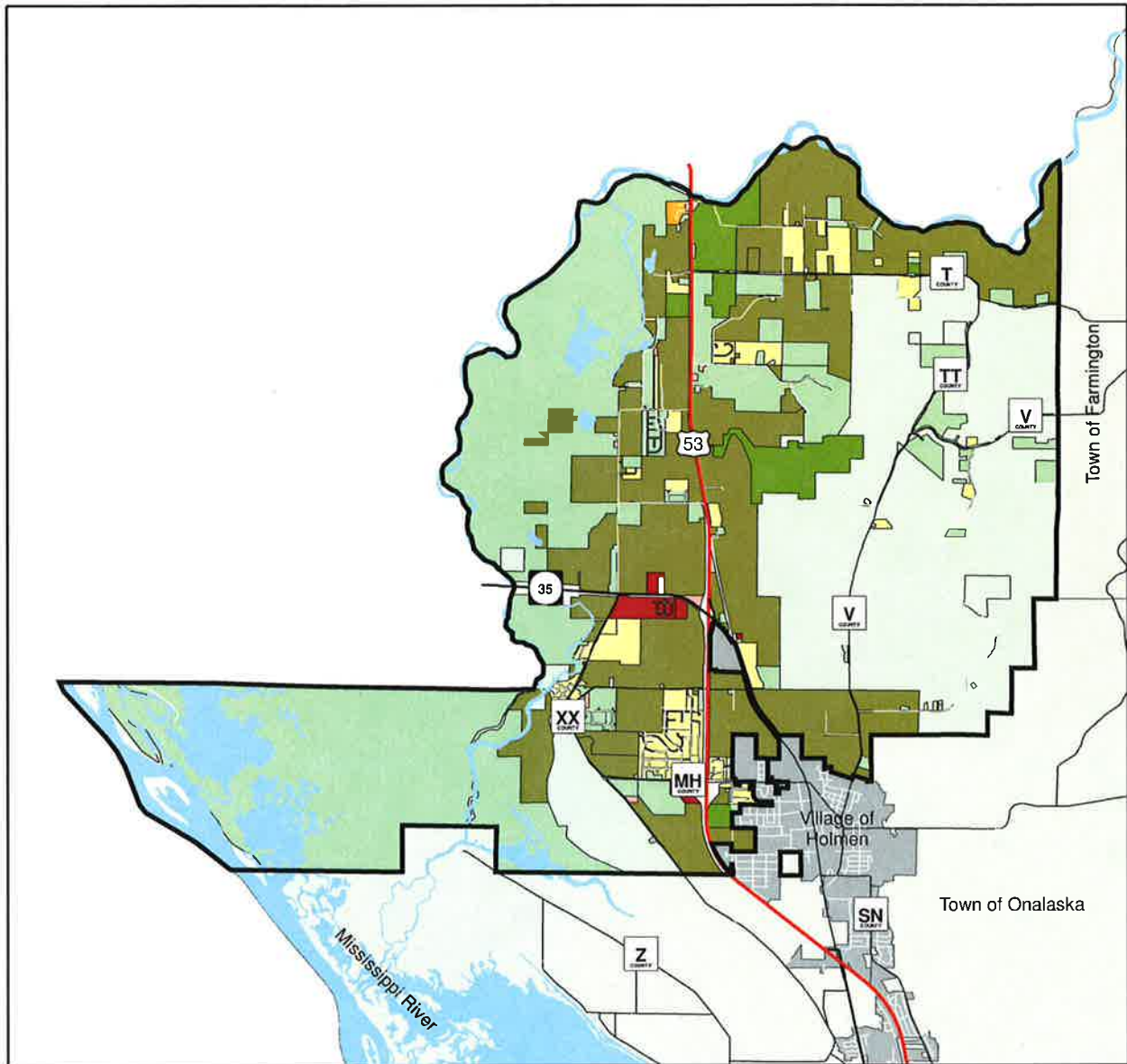
## Existing Land Use



### Legend

Single Family	Transportation
Multi-Family	Recreation
Mobile Home	Woodlands
Farmstead	Wetlands
Commercial	Agriculture
Institutional	Water

## Existing Zoning



### Legend

#### zoning

Exclusive Agriculture

Agricultural "A"

Agricultural "B"

Transitional Agricultural

Commercial "B"

Commercial "C"

Residential "A"

Mobile Home Court

0 0.25 0.5 1 1.5 2 Miles



Project # 2127

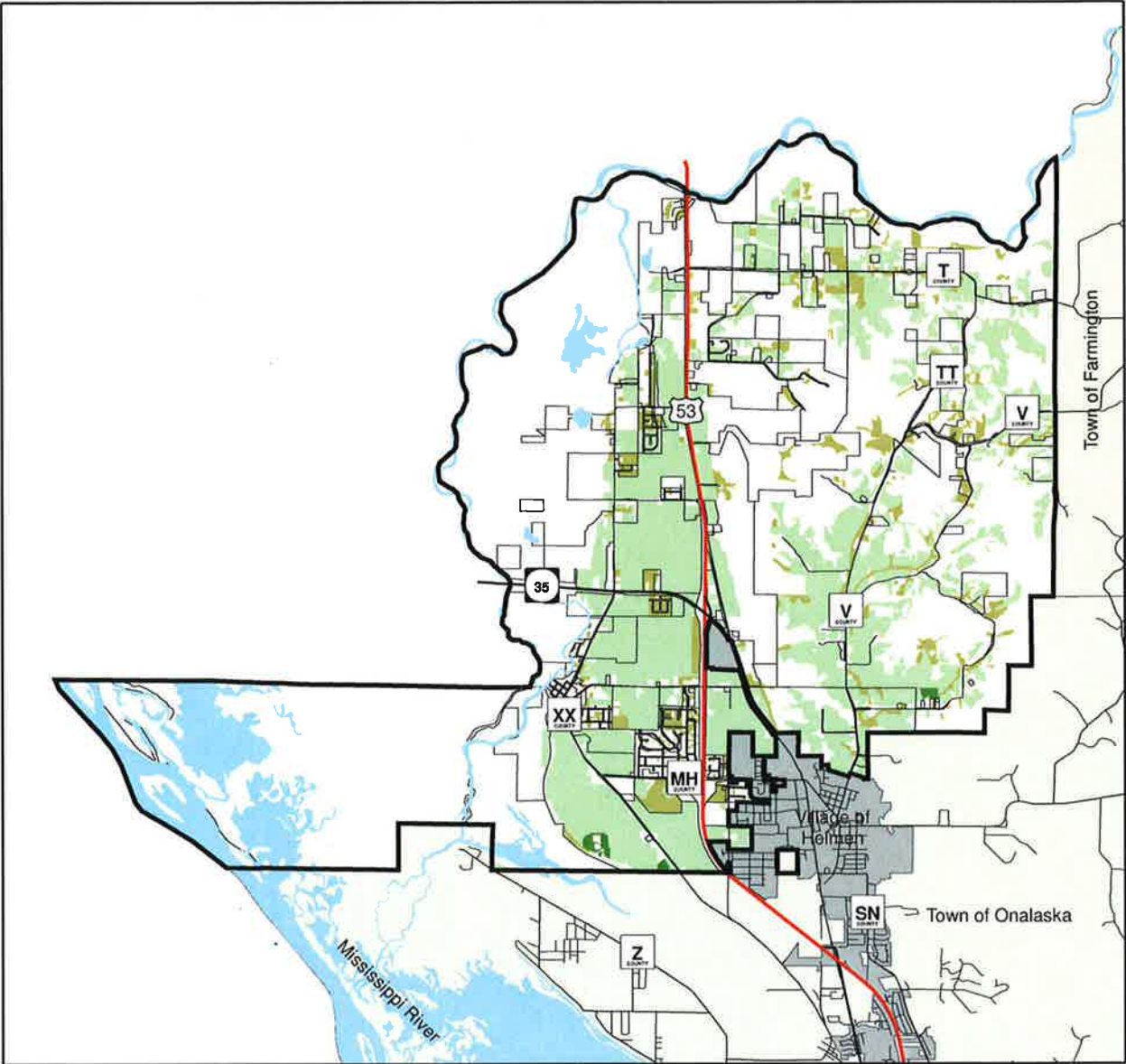
## Town of Holland Comprehensive Plan

February 2007



Source: La Crosse County Planning Dept.  
Created in ArcGIS 9 using ArcMap


Agriculture Land Use



Legend

- Agricultural Activities - Crops, Nurseries, Orchards
- Livestock Related Activities
- Pasturing, Grazing





**Town of Holland Comprehensive Plan**

February 2007



Source: La Crosse County Planning Dept.  
Created in ArcGIS 9 using ArcMap

Land Use Data Source: University of Wisconsin - La Crosse Geography & Earth Science Department, 2004



# 8 LAND USE PLAN

## 1. Introduction

The Land Use Plan consists of the following elements:

1. Introduction
2. Opportunities for Redevelopment
3. Existing or Potential Land Use Conflicts
4. Goals and Objectives
5. Actions
6. Land Use Categories
7. Land Use Maps

This element of the Comprehensive Plan contains goals, objectives, and actions to guide the future development and redevelopment of public and private property. The element contains an analysis on opportunities for redevelopment and existing or potential land use conflicts. The element also explains future land use designations and delineates these uses on the Future Land Use Map.

## 2. Opportunities for Redevelopment

The Town of Holland does not have a traditional town center. As such, there is not a historical central business district with shops or businesses in need of redevelopment. The unincorporated hamlet of New Amsterdam provided the original settlement area for the Town and included such amenities as a post office. These original uses have long been redeveloped for residential uses. In many parts of the state, commercial uses such as feed mills have deteriorated in response to a decrease in small farms; however, these uses remain active in Holland – a testament to the strength of the local farm industry. This study identified no redevelopment opportunities.

## 3. Existing or Potential Land Use Conflicts

The Town Survey identified quarries as undesirable land uses that should not be encouraged for future expansion. An existing quarry operation currently functions east of STH 53 in the north central portion of the Town. When reclamation of this site begins, it should be redeveloped within the context of this or subsequent land use plans to accommodate appropriate context-sensitive development. For example, should the area surrounding the quarry develop as residential, further residential development would likely be appropriate within existing quarry operations though less intensive uses, such as prairie restoration or parkland development may better fit the needs and desires of local and Town residents.

Another land use conflict that exists is due to the limited powers of town governments to block annexations. Large annexations are particularly hazardous to the health of townships as they remove the ability to do long-term fiscal planning by reducing or causing large fluctuations in revenue collected through property taxes. The development

of a boundary agreement with the Village of Holmen that delineates phased annexation over time would better provide the Town of Holland with workable parameters from which to perform long-term fiscal calculations. It would also allow for better decision-making to occur for land use planning and utility provision.

#### **4. Goals and Objectives**

Goals and objectives for the land use element are based upon an analysis of existing patterns of land use, issues identified through the planning process, and proposed future land use patterns. Elements of this chapter were developed in response to the Town Survey which reported a variety concerns and preferences related to the management of land. Key findings of the survey include:

- The highest percentage of respondents felt there was “about the right amount of planning and regulations directing development” (31.6%) currently;
- 53% of respondents felt the rate of development in the Town was “too fast”;
- When asked how they would like the Town to look in 20 years, 161 (39.5%) of respondents selected “as it looks now, but with some more business and residential”
- Overall, most respondents agreed that the town should be mostly rural, promoting farmland preservation. They also reported new development should occur near existing development, natural resources should be protected, intergovernmental cooperation is important, and agriculture-supporting business should be encouraged.
- A majority of respondents replied that signage ordinances should be adopted, there should be programs available to purchase natural areas for preservation, and the Town should work on projects to improve water quality.
- When asked about the two biggest issues facing the Town, respondents supplied a wide range of responses including thoughts on rural character, the farming economy, land use control, schools, and population growth. However, there emerged two primary concerns: 1) too much “uncontrolled” development/growth outpacing infrastructure; and 2) high taxes/property taxes/tax base. Residents seem concerned about the future of the Town, especially as it concerns growth and increased costs of service provision.

The following Goals and Objectives were developed with the Town Survey, the existing Recommended Land Use Map (1996), and community input in mind. They are meant to provide a unified vision for future development. Actions to implement the Goals and Objectives are found in Section 5 of this element.

#### **Goal 1: Control and direct new development to locations that are appropriate for development, as described within the context of this document.**

##### **Objectives:**

- 1-1 Direct development to designated areas or to lands that have a substantial combination of the following characteristics:
  - a. Are too steep to farm, but don’t intrude substantially on bluffs;



- b. Are on or close to local roads that are regularly maintained;
  - c. Have appropriate soils for septic systems, or are on lands adjacent to sewer systems;
  - d. Have poor agricultural soils;
  - e. Are not participating in a Farmland Preservation program;
- 1-2 Carefully consider development on lands that:
- a. Are on roads that are not regularly maintained;
  - b. Are not easily accessible via roads and where substantial construction of access roads across prairies would be required;
  - c. Are on transportation arterials; State and some County highways;
  - d. Are on lands with Farmland Preservation agreements;
  - e. Are regarded as important cultural, religious, or historical lands;
  - f. Are within legal hunting distances to public hunting lands;
  - g. Are on lands of extreme topography and locational importance, such as bluffs and prairies.
- 1-3 Discourage development on lands that:
- a. Are wet; wetlands;
  - b. Are prone to flooding, floodplains;
  - c. Offer poor structural support for buildings;
  - d. Are good agricultural land; Classes I, II, III on Map 4.2: Soils Classification, fertile, flat, accessible and of sufficient size and shape to be worked conveniently;
  - e. Are on lands of archeological importance.
- 1-4 Use the following planning tools in public and private land use decision-making:
- a. Zoning Map
  - b. Soils Map
  - c. Comprehensive Plan
  - d. Environmental Features Map
  - e. Town Survey
  - f. Future Land Use Map
- 1-5 Cooperate with the Village of Holmen in planning for future growth.
- 1-6 Work with La Crosse County staff and officials to update zoning classifications and standards that will specifically address unique needs and recommendations in the Plan.
- 1-7 Create incentives and programs to compensate private property owners for the protection of agricultural and environmentally sensitive areas such as purchase of development rights (PDR) or transfer of development rights (TDR) programs.
- 1-8 Create intergovernmental agreements to implement the Future Land Use Plan and Map.
- 1-9 Participate in regional planning efforts to achieve a well planned regional land use pattern.
- 1-10 Implement recommendations of the Coulee Visions Plan, a plan developed “to demonstrate alternative land use and transportation policies in the La Crosse Region”.

**Goal 2: Increase the sustainability of new development through appropriate siting and design. Ensure that new development is consistent with the Town's ability to provide cost-effective infrastructure and services both at the time the development occurs and in the long-term.**

**Objectives:**

- 2-1 Limit or forbid dense new development in areas difficult to serve with public sewer or water systems.
- 2-2 Direct the siting of dense new housing units, or commercial entities to areas where public sewer and water is available, or to sites where compatible uses exist.
- 2-3 Discourage scattered development.
- 2-4 Direct development to areas that have a minimal potential for soil erosion or excessive stormwater runoff.
- 2-5 Encourage the practice of conservation design of subdivisions.
- 2-6 Protect and enhance the unique rural character of the Town by establishing and enforcing maximum density standards for all non-farm development as well as by enforcing design standards that require appropriate and quality designs for all new commercial, industrial and institutional development in the community (including signage).

## **5. Actions**

The following actions are presented to implement the Goals and Objectives detailed in this element. They were determined by comments and desires expressed throughout the planning process, through public input, and based on previous plans. These actions provide direction for residents and committees working to implement this Comprehensive Plan. A summary of these actions is also listed in the Implementation Element under "Land Use" where recommendations for completion timeframes are also provided.

- A-1: Direct new development to areas that will not prevent active agriculture or limit viewshed potential of the site.
- A-2: Familiarize Plan Commissioners and other decision-makers, including the Town Board and La Crosse County, with applicable planning documents this Plan references. Moreover, this Plan should be used as the basis for land use decision-making. The Plan shall be updated periodically to maintain concurrency.
- A-3: The Town of Holland will communicate and coordinate with the Village of Holmen and other local jurisdictions on a regular basis. Communications will include discussions of upcoming development and ongoing desires for development of a boundary agreement (with Holmen) to increase the proficiency of local planning and budgeting.
- A-4: Work with La Crosse County to update the zoning code. Implementation of this plan relies upon strong and coherent tools. Revision of the La Crosse County Zoning Code should include provisions for a Planned Unit Development (PUD) district to increase development options and maximize usage of available lands

for a variety of community needs. This district allows for an appropriate mixing of uses on a site that would otherwise require a diverse zoning palette. The entire development is zoned “PUD” and approved through the site development process.

- A-5: Explore the development of a local transfer of development rights program (TDR) that involves severing the right to develop an area that the public wishes to preserve in low density or open space and transferring those rights to another site where higher than normal density would be tolerated and desirable. The development right becomes a separate article of private property and can be shifted from one area to another and can have economic value. In addition to preserving open spaces, such a program would allow for concentrated development in serviceable areas while allowing land owners to reap an economic advantage similar to development of an entire property.
- A-6: Limit dense residential development to those areas that can best be accommodated by public services. Prioritize areas that offer pressurized water systems or sewer service areas for urbanized development.
- A-7: Collaborate with La Crosse County to ensure compliance to existing erosion control ordinances. Work with County Staff to include requirements for stormwater management plans as part of the site development application process for all new development. Enforce “soil and water conservation plan” requirements as identified in the Town of Holland Subdivision Ordinance (#3-2002).



This *Coulee Visions* illustration shows how conservation residential development protects existing agricultural operations and woodlands. Source: La Crosse Area Planning Commission.

- A-8: Develop standards for “Conservation/Cluster Subdivisions” within the Town of Holland Subdivision Ordinance (#3-2002). Determine whether all new subdivisions should be developed using conservation standards, or whether these requirements are optional. Determine preferred ratios of open space to developed space. Parameters may include a ratio of 10 acres of open space for

every one acre of residential development (with a 1-acre minimum residential lot size). Standards should be specific and identify the intent to preserve the natural/existing features of the site. Utilize recommendations from *Coulee Visions: Creating Quality Choices for the Coulee Region* (La Crosse Area Planning Committee). See graphic above.

- A-9: Update Holland Ordinance #81-1 (One and Two-Family Dwelling Code) to include design guidelines for housing construction massing and material composition. Explore other design characteristics such as signage for subdivisions which should be articulated in the Subdivision Ordinance (#3-2002). Standards may include provisions for monument-scale signage constructed of appropriate masonry materials.
- A-10: Observe proposed density standards as identified in this plan. Densities described by land use are further described in Section 6 of this chapter. The intent of each land use classification is to maintain a distinct rural character throughout the Town, while preserving the ability to develop more urbanized structures in limited locations. These include the “Commercial Corridor District” as outlined on the Future Land Use Map (#8.0)
- A-11: Develop an environmental/access corridor, or easement, linking lands located to the east and west of HWY 53. The corridor will provide limited wildlife access and may, in time, provide a connection for multi-use trail connections across the highway (at-grade or otherwise).
- A-12: Enforce standards for rezoning “Exclusive Agricultural” lands. Existing regulations require findings to consider the following (and others):
- Adequate public facilities to serve the development are present or will be provided;
  - Provision of these facilities will not be an unreasonable burden to local government;
  - The land is suitable for development;
  - Development will not cause unreasonable air and water pollution, soil erosion or adverse effects on rare or irreplaceable natural areas;
  - The potential for conflict with remaining agricultural uses in the area;
  - The need of the proposed development in an agricultural area;
  - The availability of alternate locations;
  - The productivity of the agricultural land involved.

Development in these areas should also consider soil types. Plan Commissioners should maintain farming capability on Class I, II, and III soils to the greatest extent possible to maintain a viable agricultural base, and to protect productive farmers by preventing conflicts between incompatible uses.

- A-13: Consider the requirement for neighborhood plans to be developed for large tracts of land. These plans will include site designs, access requirements, soils reports, drainage plans, and other studies deemed appropriate by local officials. It will also include a public involvement process to ensure community support. The plan will be adopted as part of the Comprehensive Plan to ease in the implementation of development in planned areas. Neighborhood plans are especially encouraged for the areas identified within the “Commercial Corridor District” as defined on Map 8.0 since these areas are prone to increased development pressure.
- A-14: Plan Commissioners should read and become familiar with the Land Use Category Descriptions in Section 6 below that explain intent of each district on Future Land Use Map. Likewise, the process for updating this map, plan, and other components associated with this plan should become common knowledge. These procedures can be found in the Implementation Element.

## **6. Land Use Categories**

This section outlines all of the planned future land use districts for the Town of Holland. Each category of land use contains an overall purpose statement that describes the intent of each district and allowable uses. Each category may consist of multiple related zoning districts.

### **6.1 Large-Lot Residential**

This residential category identifies areas where a few existing large-lot residential parcels exist or are forecast to develop. This category recognizes large-lot residential development is appropriate in a few areas and designates some potential 10-acre lots adjacent to existing areas of agricultural production. Home occupations by conditional use permit will be considered on a case-by-case basis.

Subdivisions, if developed in this district, should practice conservation design that allows single-family residential development near or around open spaces. Specifically, these open spaces will provide for the continuation of existing or expanded agricultural operations, natural resource preservation, or recreation. Densities should be a minimum of 1 unit per 10-acres.

### **6.2 Small-Lot Residential**

This residential category identifies areas in which existing and new neighborhoods should be located. This category recognizes newer residential development within the Town and designates some potential 1-acre (or smaller) lots adjacent to existing areas of residential concentration. Home occupations by conditional use permit will be considered on a case-by-case basis.



*Existing residential lots in 1 and 2-acre configurations.*



Subdivisions, if developed in this district, should observe appropriate design characteristics to create neighborhood identity. Such characteristics include consistent building materials and massing, setbacks, and access attributes. Signage that identifies new subdivisions should be placed on a permanent foundation and maintained by a homeowners association. The potential for conservation/cluster subdivision design within this district is dependent upon the geographic features of the site, but should be encouraged. Likewise, the development of Neighborhood Plans is especially encouraged along the USH 53 corridor, or where a mixing of appropriate uses is proposed.

### **6.3 Commercial**

Commercial land uses include existing uses and planned areas immediately adjacent to the USH 53 corridor. Commercial areas may include the purchase, sale or transaction of goods or services and, in addition, may include offices and professional buildings as determined by local residents and officials. It is not the intent of this area to be used for industrial use, but may include such uses as warehouses, truck terminals, repair garages, or other intensive commercial use as deemed appropriate by local officials. The use of Neighborhood Plans or Planned Unit Development districts is encouraged throughout this area to provide a range of compatible uses. These areas may also include the provision of a municipal water district to spur economic development and increase the development potential of desirable sites.

### **6.4 Conditional Commercial Corridor**

This corridor delineation was developed to provide for a compatible mix of uses that preserve and enhance the Town's rural character and resources while also providing places to live, work, and recreate. Development within this area should maximize the locational attribute of the site while respecting existing land uses through appropriate design, access, and construction.

While the underlying future land use is the preferred land use for the district, this "corridor" overlay designation was added to allow for flexibility during the review process to provide for optimization of development along the primary transportation route within the town. Plan commissioners may choose to grant "special exception" status to approved developments within this district based on compatibility of proposed uses, resident sentiment, and construction design.

### **6.5 Conservancy**

This category is established to preserve environmentally sensitive and archeological areas, including but not limited to wetlands, 100-year floodplain, wet soils, steep slopes, wildlife corridors, and archeological sites. This category does not prevent existing uses, such as agriculture, from being continued. This district would likely utilize a purchase of development rights (PDR), transfer of development rights (TDR), or other such program to provide incentive for long-term preservation.

### **6.6 Active Agriculture**

"Active Agriculture" areas are so identified because they provide long-term agricultural production value. The land use intent in these areas is to continue active agriculture through "Exclusive Agricultural" zoning designation, to employ a purchase of

development rights (PDR) program or related preservation tool to ensure agricultural capability into the future.

If rezones are to occur, they should be limited by soil type, such that the poorest agricultural soils (Classes IV, V, VI, VII, VIII) would be rezoned before “prime” farm soils (Classes I, II, III). An additional condition for development in this district is the provision of a drainage plan that retains stormwater onsite.

**6.7 Quarry**

This industrial classification was included to account for existing quarry operations within the Town. It is likely that the life of the quarry will exceed the planning horizon of this document, approximately 20 years. This area is currently buffered by woodlands and agricultural uses to minimize conflicts with more urbanized uses. Long-term reclamation plans for the site should consider development of adjacent areas that will occur over the next 20-year planning period. Future uses may include recreational use, residential conversion, or other urbanized reuse as deemed appropriate by Town residents and officials.

**6.8 Environmental Access Easement**

Although not identified as a district on the Future Land Use map, there is interest in providing an access connection between the east and west sides of the USH 53 corridor. Likely locations include low-lying areas within the overlay district identified as the “Conditional Commercial Corridor”. The intent of this area is to provide locations for long-term public improvements connections across the highway that may also provide refuge for wildlife.

**7. Future Land Use Map**

“Map 8.0 Future Land Use” is the Land Use Plan for the next 20-year planning period. This map accompanies this element to provide visual determinations for land use decision making.



REV 1-2-07

# City of Onalaska Unified Development Code

Effective \_\_\_\_\_, 2007

# DRAFT - 3

**City of Onalaska Planning Department**

415 Main Street

Onalaska, Wisconsin 54650

Phone: 608-781-9590

Fax: 608-781-9506

E-mail: [jgilman@cityofonalaska.com](mailto:jgilman@cityofonalaska.com)

Website: [www.cityofonalaska.com/meetings/Ordinances.html](http://www.cityofonalaska.com/meetings/Ordinances.html)

<b>Chapter 1    General Provisions</b>
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**Part 1: Introduction** (title, applicability, comprehensive plan relationship, legislative authority, purpose and intent, transition applicability, severability, etc.)

**Part 2: Glossary**

**Part 3: Non-Conforming Uses**

<b>Chapter 2    Zoning Districts (Permitted Uses and Density)</b>
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**Part 1: Establishment of Districts**

**Part 2: Floodplain Zoning**

<b>Chapter 3    Special Districts</b>
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**Part 1: Establishment of Special Districts**

**Part 2: Planned Unit Development (PUD)**

**Part 3: Traditional Neighborhood Development (TND)**

**Part 4: Conservation/Cluster Developments**

**Part 5: Form-Based Overlay Districts**

**Part 6: Historic/Archaeological Preservation**

**Part 7: Regulations for Designated Archaeological Sites**

<b>Chapter 4    General Land Use Performance Standards (Noise, Odor, Lighting, Hours, Environmental Constraints, Community Facilities)</b>
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<b>Chapter 5    Conditional Uses</b>
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<b>Chapter 6    Accessory Uses and Miscellaneous Standards</b>
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<b>Chapter 7</b>	<b>Mobility Standards (Access, Street ROW, Transit Standards, Bicycle Provisions, Sidewalks, Air Quality, Traffic Impact, Parking)</b>
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<b>Chapter 8</b>	<b>Development Review Procedures</b>
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- Part 1: Officials**
- Part 2: Site Plans**
- Part 3: Rezoning**
- Part 4: Conditional Uses**
- Part 5: Subdivisions**
- Part 6: Variances**
- Part 7: Applicable Fees**
- Part 8: Historic Preservation**

<b>Chapter 9</b>	<b>Subdivision Regulations</b>
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- Part 1: Adoption; Introduction**
- Part 2: General Provisions/Definitions**
- Part 3: Major Subdivisions/Plats**
- Part 4: Minor Subdivisions/CSM's/Metes and Bounds**
- Part 5: Required Improvements – Reference to Mobility Standards - Chapter 7**
- Part 6: Fees, Dedications and Performance Guarantees**
- Part 7: Enforcement**



unfavorable topography, low percolation rate or bearing strength, erosion susceptibility or any other feature likely to be harmful to the health, safety, prosperity, aesthetics and general welfare of this community. The Plan Commission, in applying the provisions of the Section, shall, in writing, recite the particular facts upon which it bases its conclusion that the land is not suitable for certain uses. The applicant shall have an opportunity to present evidence contesting such unsuitability if he so desires. Thereafter, the Plan Commission may affirm, modify or withdraw its determination of unsuitability when making its recommendation to the Common Council.

- (e) **Preservation of Topography.** In order to protect the property owner from possible damage due to change in the existing grade of adjoining lands and to aid in preserving and protecting the natural beauty and character of the landscape, no change in the existing topography of any land shall be made which would result in increasing any portion of the slope to a ratio greater than one and one-half (1-1/2) horizontal to one (1) vertical, within a distance of twenty (20) feet from the property line, except with the written consent of the owner of the abutting property and with the approval of the Plan Commission, or which would alter the existing drainage or topography in any way as to adversely affect the adjoining property. In no case shall any slope exceed the normal angle of slippage of the material involved, and all slopes shall be protected against erosion.
- (f) **Decks.** For purposes of this Chapter, roofed or enclosed decks and porches shall be considered a part of a building or structure. Unenclosed decks shall have the same setbacks as applicable for accessory buildings.

#### Sec. 13-1-15 Height and Area Exceptions.

- (a) **Height.** The district height limitations stipulated elsewhere in this Chapter may be exceeded, but such modification shall be in accord with the following:
  - (1) **Architectural Projections**, such as spires, belfries, parapet walls, cupolas, domes, flues and chimneys are exempt from the height limitations of this Chapter.
  - (2) **Special Structures**, such as elevator penthouses, gas tanks, grain elevators, radio and television receiving antennas, manufacturing equipment and necessary mechanical appurtenances, cooling towers, fire towers, substations, smoke stacks and flag poles are exempt from the height limitations of this Chapter.
  - (3) **Essential Services**, utilities, water towers, electric power and communication transmission lines are exempt from the height limitations of this Chapter.
  - (4) **Communication Structures**, such as radio and television transmission and relay towers, aeriels and observation towers, and telecommunication structures and towers shall not exceed in height three (3) times their distance from the nearest lot line.
  - (5) **Agricultural Structures**, such as barns, silos and windmills, shall not exceed in height twice their distance from the nearest lot line.
  - (6) **Public or Semi-Public Facilities**, such as schools, churches, hospitals, monuments, sanitariums, libraries, governmental offices and stations, may be erected to a height of sixty (60) feet, provided all required

yards are increased not less than one (1) foot for each foot the structure exceeds the district's maximum height requirement.

- (b) **Yards.** The yard requirements stipulated elsewhere in this Chapter may be modified as follows:
- (1) **Uncovered Stairs, Landings and Fire Escapes** may project into any yard but not to exceed six (6) feet and not closer than three (3) feet to any lot line.
  - (2) **Architectural Projections**, such as chimneys, flues, sills, eaves, belt courses and ornaments, may project into any required yard; but such projection shall not exceed two (2) feet.
  - (3) **Essential Services**, utility electric power and communication transmission lines are exempt from the yard and distance requirements of this Chapter.
  - (4) **Landscaping and Vegetation** are exempt from the yard requirements of this Chapter, with the exception that any landscaping or vegetation shall be subject to the restrictions in Section 13-7-14.
  - (5) **Yards.** The Plan Commission may approve increased or decreased front yard setbacks in any residential district as part of a subdivision request for the purpose of orderly development of the parcel or parcels. The following criteria shall be used by the Plan Commission in qualifying setback flexibility requests:
    - a. The proposed setback increase or decrease is based either on the physical constraints of the site including steep slopes, potential driveway grades, preservation of mature vegetation and the preservation of ridgelines or orderly development of a parcel or parcels included in a master plan.
    - b. The proposed setback increase or decrease will not be in conflict with the City of Onalaska Comprehensive Plan or detrimental to public welfare or injurious to other property or improvements in the neighborhood in which the property is located.
    - c. The proposed setback increase or decrease will not be detrimental to the utility needs of the neighborhood including but not limited to sanitary sewer, water or storm water drainage.
    - d. The proposed setback increase or decrease is not based exclusively on the desire to increase the value or income potential of the property.
    - e. The proposed setback increase or decrease will not result in access constraints to proposed structures including steep or excessively long driveway grades.
    - f. The subdivider shall be required to submit a master layout plan at the time of the subdivision application noting front yard setbacks for all parcels included in this request along with a plan for sanitary sewer for each dwelling.
  - (6) **Lots** in the residential district may be reduced in width to the average width of abutting lots on each side, but in no case less than fifty (50) feet.

#### **Sec. 13-1-16 Reduction or Joint Use.**

No lot, yard, parking area, building area or other space shall be reduced in area or dimensions so as not to meet the provisions of this Chapter. No part of any

- requirements upon a basic zoning district without disturbing the requirements of the basic district. In the instance of conflicting requirements, the stricter of the conflicting requirements shall apply.
- (35) **Division of Land.** Where the title or any part thereof is transferred by the execution of a land contract, an option to purchase, an offer to purchase and acceptance, a deed, or a certified survey.
  - (36) **Dwelling.** A building designed or used exclusively as a residence or sleeping place, but does not include boarding or lodging houses, motels, hotels, tents, cabins or mobile homes.
  - (37) **Dwelling Unit.** A group of rooms constituting all or part of a dwelling, which are arranged, designed, used or intended for use exclusively as living quarters for one (1) family.
  - (38) **Dwelling, Efficiency.** A dwelling unit consisting of one (1) principal room with no separate sleeping rooms.
  - (39) **Dwelling, Single-Family.** A detached building designed for or occupied by one (1) family.
  - (40) **Dwelling, Two-Family.** A detached building containing two (2) separate dwelling (or living) units, designed for occupancy by not more than two (2) families.
  - (41) **Dwelling, Multiple-Family.** A residential building designed for or occupied by three (3) or more families, with the number of families in residence not to exceed the number of dwelling units provided.
  - (42) **Easement.** The area of land set aside or over or through which a liberty, privilege or advantage in land, distinct from ownership of the land, is granted to the public or some particular person or part of the public.
  - (43) **Essential Services.** Services provided by public and private utilities, necessary for the exercise of the principal use or service of the principal structure. These services include underground, surface or overhead gas, electrical, steam, water, sanitary sewerage, storm water drainage, and communication systems and accessories thereto, such as poles, towers, wires, mains, drains, vaults, culverts, laterals, sewers, pipes, catch basins, water storage tanks, conduits, cables, fire alarm boxes, police call boxes, traffic signals, pumps, lift stations and hydrants, but not including buildings.
  - (44) **Extraterritorial Plat Approval Jurisdiction.** The unincorporated area within one and one-half (1-1/2) miles of a fourth-class City or a village and within three (3) miles of all other cities.
  - (45) **Family.** The body of persons who live together in one (1) dwelling unit as a single housekeeping entity.
  - (46) **Farming - General.** General farming shall include floriculture, forest and game management, orchards, raising of grain, grass, mint and seed crops, raising of fruits, nuts and berries, sod farming and vegetable farming. General farming includes the operating of such an area for one (1) or more of the above uses with the necessary accessory uses for treating or storing the produce, provided, however, that the operation of any such accessory uses shall be secondary to that of the normal farming activities.
  - (47) **Farmstead.** A single-family residential structure located on a parcel of land, which primary land use is associated with agriculture.

nearest point of the principal structure. Corner lots shall have two (2) street yards.

- (113) **Structure.** Anything constructed or erected, the use of which requires a permanent location on the ground or attached to something having a permanent location on the ground.
- (114) **Structural Alterations.** Any change in the supporting members of a structure, such as foundations, bearing walls, columns, beams or girders.
- (115) **Subdivider.** Any person, firm or corporation, or any agent thereof, dividing or proposing to divide land resulting in a subdivision, minor subdivision or replat.
- (116) **Subdivision.** The division of a lot, outlot, parcel, or tract of land by the owner thereof or his agent for the purpose of transfer of ownership or development:
  - a. Where the act of division creates five (5) or more parcels or building sites, all of which are five (5) acres or less in area; or
  - b. Where the act of division creates five (5) or more parcels or building sites, all of which are five (5) acres or less in area, by successive divisions within a period of five (5) years, whether done by the original owner or a successor owner.
- (117) **Temporary Structure.** A movable structure not designed for human occupancy or for the protection of goods or chattels and not forming an enclosure, such as billboards.
- (118) **Use.** The purpose or activity, for which the land or building thereof is designed, arranged or intended, or for which it is occupied or maintained.
- (119) **Use, Accessory.** A subordinate building or use which is located on the same lot on which the principal building or use is situated and which is reasonably necessary and incidental to the conduct of the primary use of such building or main use, when permitted by district regulations.
- (120) **Use, Principal.** The main use of land or building as distinguished from subordinate or accessory use.
- (121) **Utilities.** Public and private facilities, such as water wells, water and sewage pumping stations, water storage tanks, electrical power substations, static transformer stations, telephone and telegraph exchanges, microwave radio relays and gas regulation stations, inclusive of associated transmission facilities, but not including sewage disposal plants, municipal incinerators, warehouses, shops, storage yards and power plants.
- (122) **Vision Clearance.** An unoccupied triangular space at the street corner of a corner lot which is bounded by the street lines and a setback line connecting points specified by measurement from the corner on each street line.
- (123) **Wetlands.** An area where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions [Sec. 23.32(1), Wis. Stats.].
- (124) **Wisconsin Administrative Code.** The rules of administrative agencies having rulemaking authority in Wisconsin published in a loose-leaf, continual revision system, as directed by Sec. 35.93 and Chapter 227 of the Wis. Stats., including subsequent amendments to those rules.
- (125) **Yard.** An open space on the same lot with a structure, unoccupied and unobstructed from the ground upward except the vegetation. The street

terrestrial vegetation, predominance of aquatic vegetation, or other easily recognized characteristic.

- (52) **Person.** An individual, or group of individuals, corporation, partnership, association, municipality or state agency.
- (53) **Private Sewage System.** A sewage treatment and disposal system serving a single structure with a septic tank and soil absorption field located on the same parcel as the structure. This term also means an alternative sewage system approved by the Department of Commerce including a substitute for the septic tank or soil absorption field, a holding tank, a system serving more than one (1) structure or a system located on a different parcel than the structure.
- (54) **Public Utilities.** Those utilities using underground or overhead transmission lines such as electric, telephone and telegraph, and distribution and collection systems such as water, sanitary sewer and storm sewer.
- (55) **Reasonably Safe From Flooding.** Means that base floodwaters will not inundate the land or damage structures to be removed from the special flood hazard area and that any subsurface waters related to the base flood will not damage existing or proposed buildings.
- (56) **Regional Flood.** A flood determined to be representative of large floods known to have occurred in Wisconsin. A regional flood is a flood with a one percent (1%) chance of being equaled or exceeded in any given year, and if depicted on the FIRM, the RFE is equivalent to the BFE.
- (57) **Start of Construction.** The date the building permit was issued, provided the actual start of construction, repair, reconstruction, rehabilitation, addition, placement, or other improvement was within one hundred eighty (180) days of the permit date. The actual start means either the first placement of permanent construction on a site, such as the pouring of slab or footings, the installation of piles, the construction of columns, or any work beyond initial excavation, or the placement of a manufactured home on a foundation. Permanent construction does not include land preparation, such as clearing, grading and filling, nor does it include the installation of streets and/or walkways, nor does it include excavation for a basement, footings, piers or foundations or the erection of temporary forms, nor does it include the installation on the property of accessory buildings, such as garages or sheds not occupied as dwelling units or not part of the main structure. For an alteration, the actual start of construction means the first alteration of any walls, ceiling, floor or other structural part of a building, whether or not that alteration affects the external dimensions of the building.
- (58) **Structure.** Any man-made object with form, shape and utility, either permanently or temporarily attached to, placed upon or set into the ground, stream bed or lake bed, which includes, but is not limited to, such objects as roofed and walled buildings, gas or liquid storage tanks, bridges, dams and culverts.
- (59) **Substantial Damage.** Damage of any origin sustained by a structure, whereby the cost of restoring the structure to its pre-damaged condition would equal or exceed fifty percent (50%) of the equalized assessed value of the structure before the damage occurred.

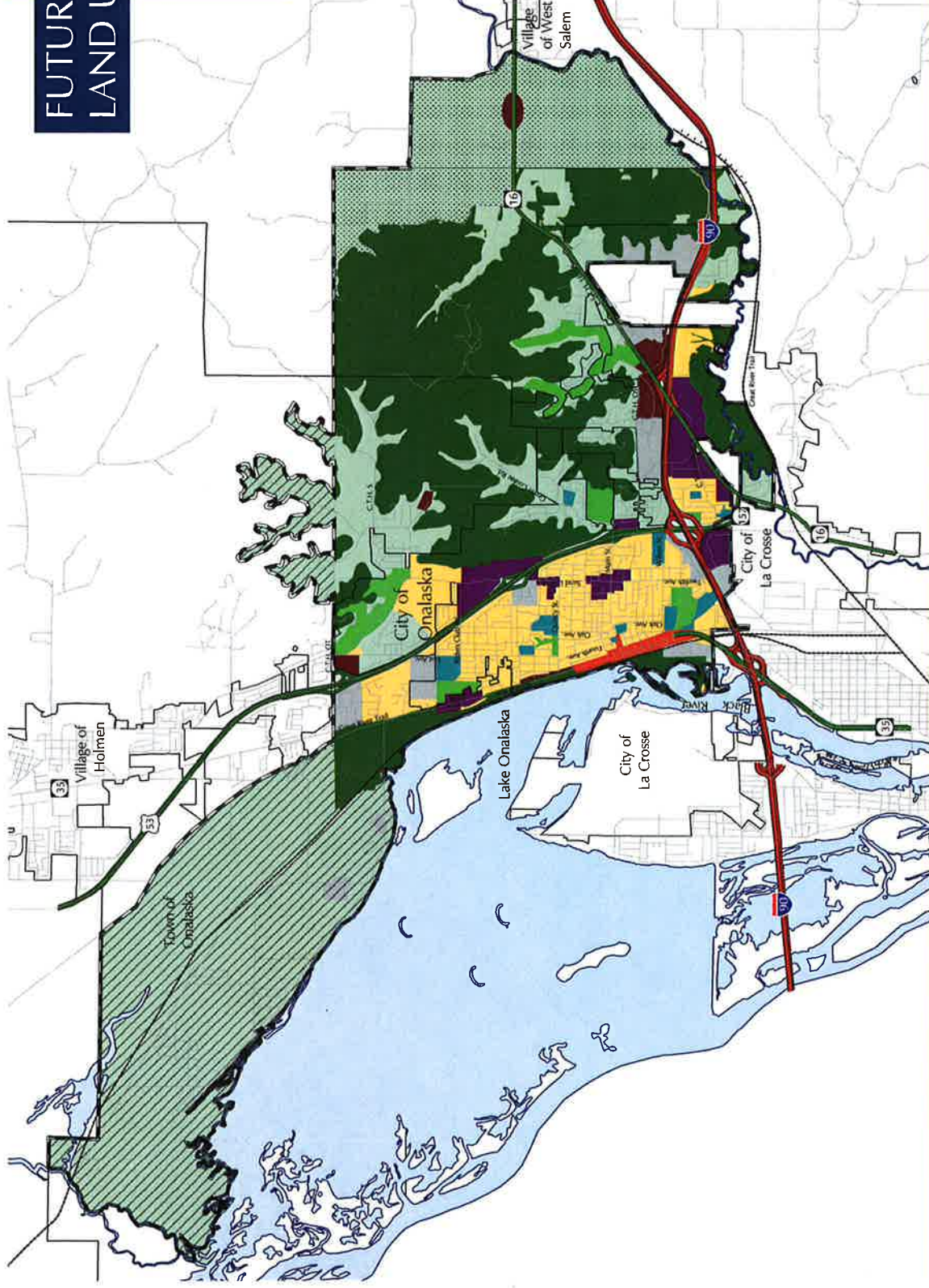


# FUTURE LAND USE PLAN

City of Onalaska  
Smart Growth Plan

Figure X.X

Onalaska, Wisconsin



Source: La Crosse County Land Information and Zoning Office  
and City of Onalaska

Schreiber/Anderson Associates, Inc.



