



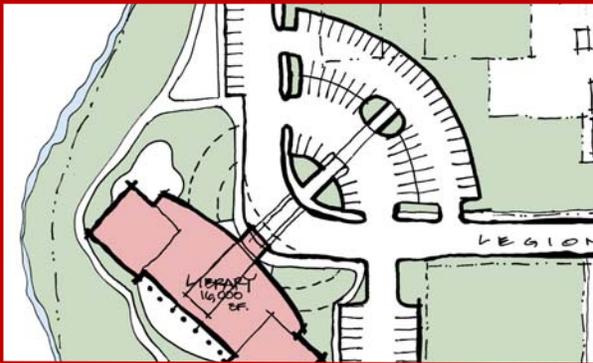
# 2011 Strategic Facilities Master Plan



Village of Holmen  
Wisconsin

March 18, 2011

MSA Project No. 7197001



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Baraboo, Wisconsin 53913  
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## **I. EXECUTIVE SUMMARY**



**I. EXECUTIVE SUMMARY**

The Village desires a department wide facility needs assessment and consideration of alternatives to address the identified deficiencies. The goal is to create a strategic master facilities report to serve as the road map to future building projects for the next 10 years and beyond in some cases.

This strategic plan is thorough in consideration, but is general in nature and is intended to identify “big picture” ideas and strategies. The goal was to look at all the Villages facilities as a whole, study their interrelationships and long term needs to identify an effective approach that will systematically address current and long term needs.

Based on expected needs, the primary emphasis is expected to be on the Village Offices, Police, Public Library and the Public Work and Parks Shops. Village facilities that were not considered as part of this review are the Wastewater Treatment facility where an expansion concept is already in place or under separate consideration, public parks and the Aquatics Center. The Fire Station is a separate entity from the Village and accordingly is not part of the Village facilities. Potential synergies with the fire departments’ facilities and grounds were generally considered with no opportunities being identified. Therefore fire district facilities were not directly reviewed any further.

Existing Departments/Facilities reviewed:

- Municipal Building
- Village Administration
- Meal Site
- Police
- Parks and Recreation Shop
- Public Works Shop
- Holmen Area Library

Other Future Facilities considered:

- Community/Recreation Center

The facility observations and identified needs are based on facility tours and meetings starting in August of 2009 and a series of subsequent follow-up meetings with Architect, Carter Arndt ending February 2010.

There is a range of alternatives ultimately available to address the Village's physical and program needs. This report is the initial stage in the Village's recognition of needs. This report will serve as the foundation to facility-related decisions that will

be made in the future and the implementation of long-term and effective solutions to meet these needs.

As part of this general facility overview, the comments listed in this report are based on observations and on professional opinion. The conclusions identified are broad in breath with the exact detailed physical needs not necessarily defined. Alternatives and items noted will require further and more detailed consideration during final development and implementation of a given alternative/project.

### The Community

As conveyed by the Village President Nancy Proctor, Holmen is a family friendly Mid-Western community that is nestled in the scenic upper Mississippi River Basin approximately 5 miles north of La Crosse, Wisconsin. Beautiful bluffs guard the Village's east side while sweeping prairies open the boundaries to the west. The Village was incorporated on May 7, 1946. It has grown substantially over the past decade from a small rural farming community in the 1960's and 1970's era to a rapidly expanding urban center of 8,138 residents.

The Village operates under a Board-President form of Government and provides the following services: Police Department, Joint Fire Department, Highway and Streets, Sanitation, Water, Recreation and Development. The Village utilities serve over 3,600 customers, while the Street Department maintains over 37 miles of streets. It is the goal of the Village and its employees to provide the highest quality of service to all Village residents.

The Village is a “bedroom community” to the greater La Crosse/Onalaska area. The City of La Crosse has a population of 52,000. The Village attributes Holmen's popularity to the quality of life offered in schools, lots of land and larger lot sizes. Residential aspects are central to the Holmen's growth and citizens regard it as a “great place to live”. The Village prioritizes serving the community parks and recreation and community amenities.



Ongoing residential growth in the community is still being felt with an annual 5 percent increase in population recorded between 2007 and 2008 and a 37 percent increase since 2000. Long term prospects for growth continue based on past growth and can be exemplified by significant mixed use developments that are currently under consideration and development.

With growth comes the challenge of maintaining the character and quality of life that is a hallmark to the Village in a fiscally responsible way. With the proper study and consideration of these challenges strategic decisions need to be made to plot the course so that when the community arrives in the future the results will be stunning and deemed very effective. Attributes of this success should not only be subjectively weighed by budgetary considerations but in quality of life and community character preserving the sense of Holmen's identity that could otherwise be lost in a flurry of urban sprawl. With this sensitivity, the citizens of the Village of Holmen can rest assured that "people will always be welcomed".

### Proposed Alternatives

Through the process of meetings, review and consideration, a very logical series of solutions have come into focus. The proposed solutions attempt to utilize the existing facilities when possible while balancing cost and long-term viability with the community best interests in mind.

There are varied approaches to addressing the Village's facilities needs. These approaches can range from no action to building new facilities. In Holmen's case, an effective resolution to the current and long term needs have been identified in a number of sequential projects that are interrelated. Many of the facility alternatives will combine multiple uses to attempt to achieve maximum efficiency. In other alternatives, minimal work may be listed at this time based on current expectation of need.

The implementation of the proposed work can be provided in multiple stages, sequences and timetables based on the Village's perceived priorities and financial resources. Therefore, the identification of the exact timing for the implementation of projects may be generally identified but can be modified after further evaluation takes place in the future.

In the process of improving existing facilities some cost saving based on reduced energy consumption can be achieved by improving the exterior envelope construction such as added insulation and replacement windows. However, when new construction replaces existing facilities, higher energy consumption costs are often encountered. New facilities are often larger than the ones they replace and mechanical and ventilation requirements meeting today's building codes are more stringent. However, with proper development and in some cases added investment in sustainable technologies energy consumption may remain constant or in some cases be reduced.



## **II. MUNICIPAL BUILDING**



## II. MUNICIPAL BUILDING

### A. Facility Assessment – Municipal Building

The existing Municipal building is located at 421 South Main Street in the original downtown area in an appropriate central location to the Village. Though the existing downtown area has lost some identity, recent investments in the Halfway Creek area and other similar considerations lend optimism to the positive nature of the facilities location. The building is located on the site in a manner that provides on street parking west and south, an alleyway with some parking to the east and a small parking lot to the west. The Village recently purchased a larger mid-block parking area to the northeast with a central block green space that can be used for future parking. The surrounding properties around the municipal building are mostly residential with some commercial buildings across Main Street. Some of the adjacent residential properties (to the east) on the same block have expressed a willingness to sell the property for Village Hall expansion needs. In addition there are residential properties (to the north) on the same block that appear out of character and diminish the Main Street feel of the block.

The existing municipal building was constructed in two projects. The original building was built around 1980 and was expanded and remodeled in 1998. The building is wood framed with a masonry veneer with wood roof trusses. As part of the most recent addition a partial basement was added for mechanical functions and storage.

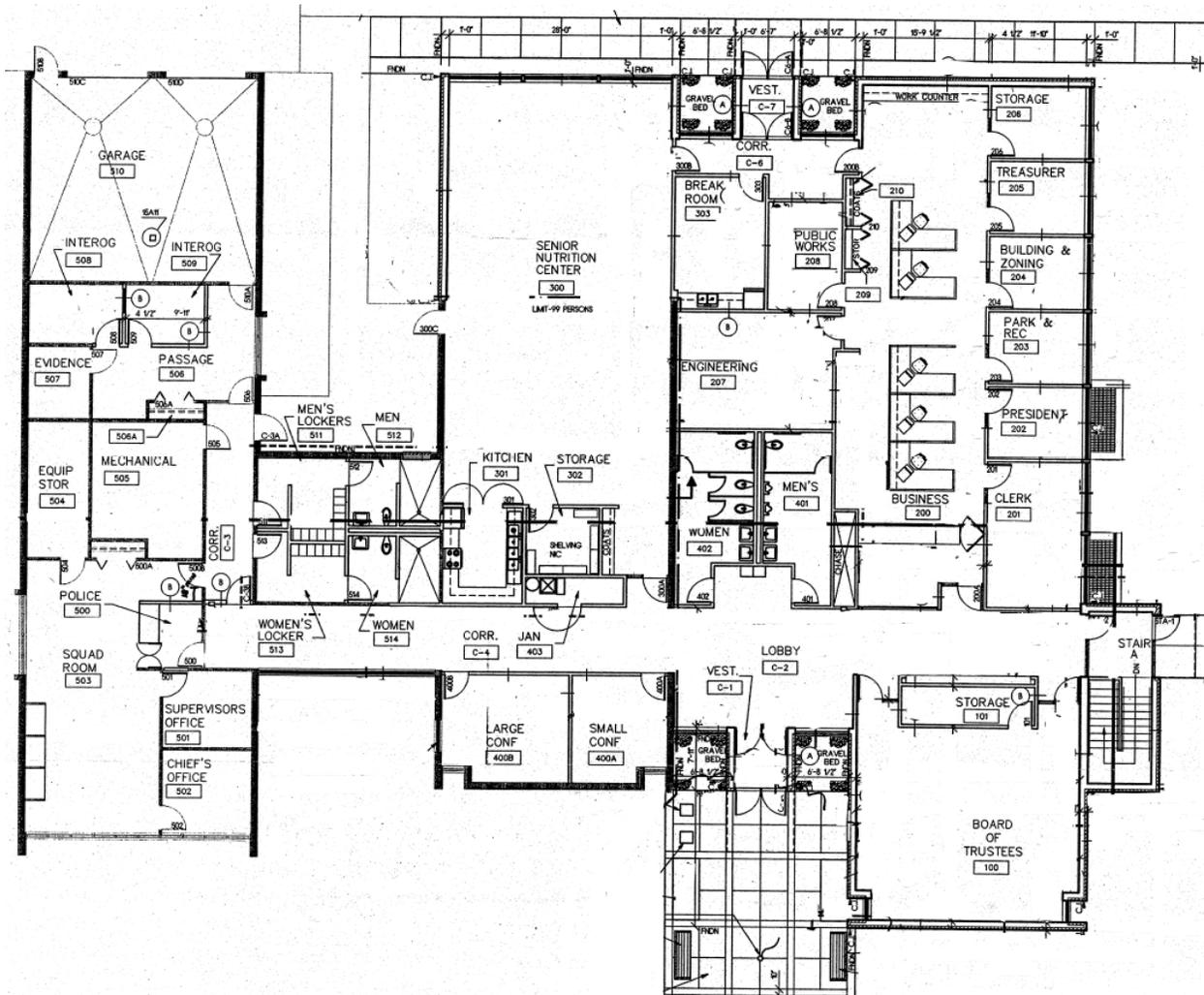


**Existing Municipal Building**

The building appears to be in generally good physical condition. There are some ongoing issues in the main floor finishes associated with floor transition from slab on grade to the wood framed floor structure over the basement. These issues are relatively minor in relationship to the overall facility.

The existing functions and building areas are as follows:

<b>Municipal Building</b>			
<b>Existing Use / Gross Area Summary</b>			
<b>Existing Function</b>	<b>Approximate Areas</b>		
	<b>Main Floor</b>	<b>Basement</b>	<b>Total</b>
Village Administration	3,100 sf	800 sf	3,900 sf
Village Administrator & support			
Village President			
Village Clerk & Support			
Engineering/Public works			
Building and Zoning			
Treasurer			
Service counter			
Work area			
Storage			
Common Conference Room	255 sf		255 sf
Staff Break Room	200 sf		200 sf
Park and Recreation Offices & Storage	350 sf	500 sf	850 sf
(share service counter and support with Administration)			
Board of Trustees Meeting Room	960 sf		960 sf
Senior Meal Site/Community Room	2,000 sf		2,000 sf
Police Department (law enforcement)	3,200 sf		3,200 sf
Common/Mechanical/Circulation	1,235 sf	1,200 sf	
Other Storage		400 sf	
<b>Totals</b>	<b>11,300</b>	<b>2,900</b>	<b>14,200</b>



**Existing Municipal Building Floor Plan**  
 (Plan provided by Village from previous construction documents)



Functional Review - Administration

The existing Village Administration area (suite) occupies the southerly portion of the building. The area currently does not have space for the Village President's office. A small conference room off the central corridor is being used as the Village President's office. The Village President's current office location does foster public interaction, but is not conducive to easy staff interaction. The openness of the Village President's office to the public area could be a security concern without proper screening of incoming visitors. It is recommended that the Village President's office be relocated back into the administrative suite.

The Park and Recreation staff serves a distinct user group from the typical administrative staff. Storage needs and public interaction with disbursement of such things as shirts and equipment can pose challenges to the administrative office area. The Park and Recreation staff was identified as an aspect of Village service that could be removed from the administrative suite and operate as an independent entity from the other administrative functions. This independent operation of the Park and Recreation office is typical in municipalities the size of Holmen.

Security concerns were expressed relative to the open nature of the service counter area and Administrative staff. When the public enters the service area they are in the open staff office area. Service counter reconfiguration with a walled separation and full locked door is a logical solution to the condition.

The administration suite is lacking some storage space, but there is storage space in the partial basement below. The basement storage space is currently shared with the parks and recreation and administrative areas.

The Public Works Administration areas consist of an office for the Director and a work room that also serves as the office for the Assistant Director. The Public Works Director's office was identified as being too small, but generally workable.

Other aspects of the overall Administrative suite are acceptable for current needs. It is anticipated for the long-term (5-10 years plus) growth of the Village that the Village Administration Staff and needs will increase and additional areas will be needed at that time.

The Village Board is in the southwest corner of the building and is adequate to meet the Village's current needs. In the long term it is anticipated that space may be too small to allow public attendance of meetings.

### Functional Review - Law Enforcement

Safety and adequacy of law enforcement plays a key role in the Village serving local citizens and guests. The facilities that support these services foster not only meeting these needs but also foster staff retention and positive staff morale.

Currently the existing Holmen Police Department is located in the northerly 3,200 square feet portion of the municipal building. The Police facilities were reviewed with the Police Chief and contain many aspects of space deficiency. The existing Police Department facility lacks adequacy, in most all regards relative to space needs and amenities. From a lack of staff areas such as offices, officer areas, to interview areas, evidence storage & processing, squad car garage space the

detailed needs are summarized and identified later in the needs section. Other communities of a similar size to Holmen have facilities two to three times the size of the existing Holmen Police facilities.

Beyond the immediate space deficiencies, the law enforcement staff consisting of nine full-time officers is well below the average for a community the size of Holmen. Based on a 2009 survey, communities similar to Holmen have approximately 16 full-time officers compared to Holmen's 9 full-time officers. The police chief explained that hiring officers in the future will be ideal when working toward closing the staffing gap, and therefore the current space deficiencies will be magnified with added staff.

The Police Department currently utilizes an offsite garage stall in the Parks & Recreation Garage to store impounded items such as vehicles and bikes. This remote storage is of some concern in regard to the responsibility of the Police to maintain such items in an absolutely secure location.

#### Functional Review - Community Room (Senior Nutrition Center)

The existing Community Room area is approximately 2,000 square feet in size and has a posted maximum capacity of 99 persons. The room serves as the local senior's nutrition/meal site, and has very regular use by local organizations for meetings and activities.

The room does meet the general current uses, but the uses historically have curtailed themselves to the space that exists.

In the longer term the future of this space is questionable. Several factors will impact this:

1. The Holmen community is perceived to have a good potential for expanded uses of a dedicated community center. This perception is based in part on the high concentration of residential development and the community's focus on quality of life services. The range of potential uses was not fully developed as part of this study, but could include a range of expanded communal functions including but not limited to Senior Nutrition and gathering, Boys & Girls Club, Recreation Center with flexible meeting spaces and accommodations.
2. The existing Community Room area itself may be needed for other permanent uses such as possibly being remodeled to serve as a larger Village Board Room or expanded Village offices, and thus need to be relocated to another facility or be part of an expanded facility.

## **B. Identified Needs – Municipal Building**

### Long term Expansion

With continued growth in the community, the Village administration facility will need to be expanded or have existing uses removed from the building. Based on this lands around the facility should be considered for acquisition.

#### **1. Village Administration Summary**

- i. Park and recreation office areas
  - a. Need more storage.
  - b. The nature of this function could easily be remote to Village Administration.
- ii. Security concerns at public interaction points.
- iii. Building entrance in proximity to parking. Parking is somewhat removed from main building entrance for administration and Board Room.
- iv. Desired improved customer service.
- v. Growth Needs (5-10 years)
  - a. Clerk Administrator responsibilities broken into more personnel.
    1. Clerk positions.
    2. Possible Village Planner.
    3. Others to be determined.
  - b. Added collection person to support Treasurer.
  - c. IT Support person and general IT needs.
  - d. Public Works could use a separate Map/Plan room from the office area.

#### **2. Community Room**

The general space meets the current needs and uses. However, the existing needs and uses can be considered as self limiting and do not offer many other possible services that the Village may consider and desire. See further comments under the Alternatives listing for the community room

#### **3. Law Enforcement**

Based on the identified deficiencies there is an immediate need for facility improvements. Current and projected needs for the next 10 years were considered and compiled and are placed in the framework of potentially relocating into the existing Library Building when the Library moves to a new

facility (expected with-in 2-years). Based on Holmen’s continued long-term growth (15-20 years) the longer term needs are generally projected to place the current needs in context. These are summarized as follows:

<b>General Space Needs Program</b>			
<b>Police Department</b>			
Room Name	Existing	Proposed (10 year)	Proposed (15-20 year)
<b>Non-Garage Areas</b>			
Entry Public Lobby	100	250	300
Public Restroom	0	65	65
Conference Room	0	180	200
Police Admin. Open Office/Dispatch	200	600	800
Records/Admin Storage Room	0	150	250
Equipment Storage	50	200	250
Armory	0	Use Eq. Sto.	150
Police Chiefs Office	120	150	150
Office (3)	100	360	360
Officer Open Work Room	300	800	1,000
Squad Room/Training	0	400	600
Separate Training Room	0	0	1,200
Report Room	0	120	120
Soft Interview	0	Use Conf. Rm.	120
Hard Interview Rooms (2-3)	140	160	240
Interview Viewing	0	60	60
Suspect Restroom	0	65	65
Evidence Processing	50	240	340
Evidence Storage	80	600	800
Booking/Processing Area	60	120	150
Intox. Room	0	Use Book'g	110
Men’s Locker/Restroom	240	340	450
Women’s Locker/Restroom	190	240	350
Fitness Room	0	0	650
Circulation/Other	460	900	1800
Mechanical/Elect/Custodial	210	340	640
<b>Sub-Total Square Feet</b>	<b>2,300</b>	<b>6,300</b>	<b>11,220</b>
<b>Garage Areas</b>			
Squad Storage Garage (3-6)	700	2,240	4,480
Evidence Storage Garage (1-2)	700	760	1,400
	(in P&R Shop)		
<b>Sub-Total Square Feet</b>	<b>1,400</b>	<b>3,000</b>	<b>5,880</b>
<b>Total Square Feet</b>	<b>3,700 sq. ft.</b>	<b>9,300 sq. ft.</b>	<b>17,100 sq.ft.</b>

## C. Alternative Consideration – Municipal Building

### General

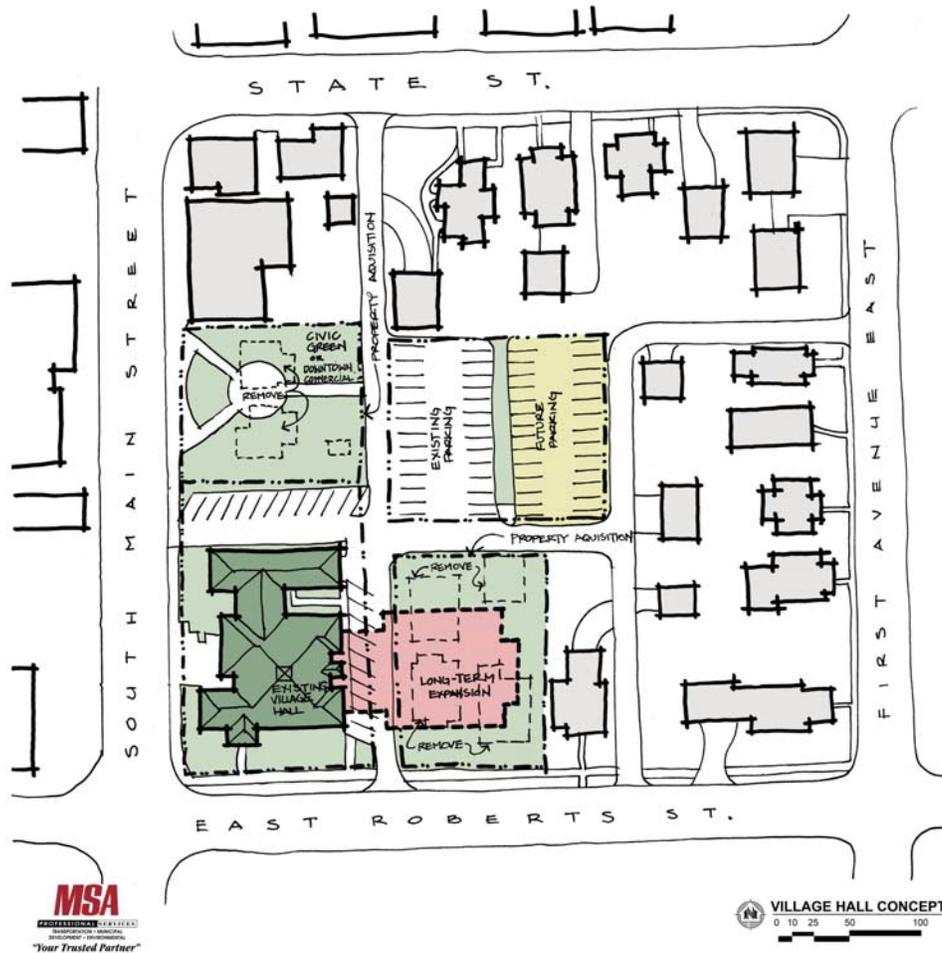
An important context for alternative consideration is the geographic location within the Village for public services. The existing location of the Municipal Building and nearby location for other public municipal facilities is important. The concentration of public services can reinforce and central and communal identity. This idea is called the “Holmen Village Center”, and offers a rather unique opportunity to further invigorate the Downtown/Halfway Creek Park area. See “Village Center” portion of this report which further explains this concept.

Maintain the current Municipal building location and develop a vision to foster the area and accommodate future expansion of the building. Future expansion to the building must be sensitive to the context of the area. There are retail/commercial corridors across the street nearby to the north. The existing property and site backs-up to and abuts residential property. Therefore any effort to further expand or develop the area must balance the mixed use of the area. This blend of light retail and residential can be positive to build a strong sense of neighborhood and community for the area. Therefore the best effort will blend a sense of public spaces and buildings into the retail residential area and actually make it better.

To support the long term expansion needs of the Municipal building, land acquisition is recommended. Some parcels may be acquired in the near-term and others as they become available for purchase. Some parcels may be prioritized based on the goals of the “Village Center” concept. The two residential properties to the north of the Municipal are out of character with developing the “Holmen Village Center”. The two residential properties to the east should be considered for acquisition to accommodate a possible future building expansion.

The center block lot that was recently acquired to the east of the existing parking lot is ideal to serve as a future expanded parking area.

A sequence of projects is anticipated starting with the Police Department’s relocation to the existing Library building. Next the relocation of the Parks and Recreation offices and Storage to the Former Police areas and then minor remodeling to the Village Administration service counter area and relocating the Village President’s Office to the Village administration suite.



Village Hall Site Area - Concept Drawing

**1. Law Enforcement**

The Police Department has immediate and projected space needs. The relocation into the former Library building is cost effective compared to building new and will accommodate the department needs for 10 years. Long-term a larger new facility may be needed, but that will be dependent on community growth and will be better understood well into the future.

Locating the Police Department in the former Library maintains centrally located public services and enforces the proposed idea of a “Holmen Village Center”.

The existing library building will require efforts to re-clad the exterior single wythe concrete block walls with a weather barrier to address the existing water infiltration problems. This may be done with such things as insulation and cement board siding or an exterior insulation finish system (EIFS). The facility will also require a garage addition and a complete interior remodel to properly accommodate the new use. Some existing interior construction will remain where viable and cost effective.



Police Station Concept Drawing

Projected costs based on construction in 2013 are as follows:

<b>Preliminary Budget</b>	
<b>Police Dept. Renovation of Library Option</b>	
Items	Projected Costs
<b>Total Construction Costs</b>	
Remodel	<b>\$570,000</b>
Construction Cost (Site, Building): 6,300 sf @ \$90 sf	
Garage Addition	<b>\$360,000</b>
Construction Cost (Site, Building): 3,000 sf @ \$120 sf	
Sub Total	<b>\$930,000</b>
<b>Allowances</b>	
Emergency Generator Set	\$30,000
Voice/Video/Data (\$3/sf)	\$20,000
Security System (keyless/camera/Motion) (\$3/sf)	\$20,000
Furnishings/Other (5.5%)	\$50,000
Sub Total	<b>\$1,050,000</b>
10% Contingency	<b>\$100,000</b>
Total	<b>\$1,150,000</b>
<b>Soft Costs</b>	
Architectural and Engineering Services, State Plan Review Fees, Printing and mailing Plans and Specs, Site Survey, Geotechnical Borings and Report	<b>\$110,000</b>
TOTAL PROJECT	<b>\$1,260,000</b>
<b>Other Costs (not included)</b>	
Asbestos Review & Removal	TBD

<b>Preliminary Budget</b>	
<b>Police Dept. Build New Option (Long Term Needs)</b>	
<b>Items</b>	<b>Projected Costs</b>
<b>Total Construction Costs</b>	
Construction Cost (Site, Building): 17,100 sf @ \$150 sf	<b>\$2,570,000</b>
<b>Allowances</b>	
Emergency Generator Set	\$50,000
Voice/Video/Data (\$3/sf)	\$50,000
Security System (keyless/camera/Motion) (\$3/sf)	\$50,000
Furnishings/Other (4%)	\$100,000
Sub Total	<b>\$2,820,000</b>
10% Contingency	<b>\$280,000</b>
Total	<b>\$3,100,000</b>
<b>Soft Costs</b>	
Architectural and Engineering Services, State Plan Review Fees, Printing and mailing Plans and Specs, Site Survey, Geotechnical Borings and Report	<b>\$220,000</b>
TOTAL PROJECT	<b>\$3,320,000</b>
<b>Other Costs (not included)</b>	
Land Acquisition	TBD

## 2. Village Administration

Work proposed at this time is relatively limited. The Park and Recreation Office and storage area shall be relocated to occupy the former police areas. The associated storage shall be relocated from the basement to the police garage areas. The general former police areas will remain with the same room configuration with some new finishes and a reconfigured service counter area for more appropriate public interaction.

Projected costs based on construction in 2012 are as follows:

<b>Preliminary Budget</b>	
<b>Park &amp; Recreation Relocation &amp; Service Counter Remodel</b>	
Items	Projected Costs
Minimal remodel to Former police area Remodel	<b>\$15,000</b>
Added Wall at service counter with Door	<b>\$2,000</b>
Sub Total	<b>\$17,000</b>
<b>Allowances</b>	
Limited Equipment/Furnishing	\$5,000
Sub Total	\$23,000
10% Contingency	\$2,000
Total	\$25,000
<b>Soft Costs</b>	
Architectural and Engineering Services,	\$5,000
<b>TOTAL PROJECT</b>	<b>\$30,000</b>
Other Costs (not included)	
<b>Asbestos Review &amp; Removal</b>	TBD

### 3. Community Room

No work is proposed at this time for the Community Room. The idea of a community and/or recreation center although not an area of immediate priority should be considered in the framework of the potential long-term needs of the Village.

Function for a separate Youth, Community Center or Recreation Center could include such items as a Senior Center (move out of municipal building), Boys & Girls Club, Senior County Nutrition site, community activities, service organizations, Arts & Crafts, Kid's Programs, and a Boy's and Girl's club.

No costs are projected at this time since the possible scope of such a facility is yet to be determined. Location of such a facility would be ideally in the new "Proposed Holmen Village Center".



### **III. VILLAGE SERVICES/SHOPS**



**III. VILLAGE SERVICES/SHOPS**

**A. Public Works Shop**

**1. Facility Assessment**

The existing Public Works Shop is located at 605 Empire Street with onsite parking, fenced yard and salt shed. The building is approximately 10,900 square feet and includes areas for office, staff and shop with vehicle storage. The facility was built in 2001. The Public Utility also utilizes a two stall garage area for storage space at the well building north west of the High School.



***Existing Public Works Shop on Empire Street***



### **Public Utility Auxiliary Garage/Storage**

#### **2. Identified Needs**

The garage area is not large enough to conveniently hold the current inventory of equipment. Currently vehicles are being parked between the standard vehicle lanes resulting in limited equipment access and difficulties in accommodating all the vehicles and equipment. Approximately 4-6 additional vehicle parking stalls are required. An interior drive lane facility would be ideal as opposed to the drive-in/drive out facility. This better configuration is typical in a larger facility to avoid a large quantity of overhead doors along with maximizing the usable garage wall space.

The service bay is not adequate in size to allow the proper use for that purpose. The limited area and wall space in this bay is not ideal. The salt shed is at capacity and should be expanded to accommodate future growth.

In the long term with the anticipated steady growth to the community, further public works facilities will be needed. Ideally the Village services should be located at one central facility in order to maximize efficiencies. Long-term needs will generally include added garage and shop areas.

The staff locker room area is adequate for the current Public Works & Utility staff. The break room is too small but the adjacent office area is oversized and thus a workable configuration is anticipated with-in the existing building with some limited remodeling.

The current needs are expected to be addressed in a general facility as follows:

<b>Space Needs Program Public Works Shop Addition</b>	
<b>Room Name</b>	<b>Proposed Addition</b>
Garage Area (6 stall with drive lane)	7,200
Storage Room	740
Open Storage Mezzanine	740
Open Stair	100
<b>Total</b>	<b>8,780 sq. ft.</b>

Provide a building addition to accommodate the space needs. The proposed addition would only have two garage door openings with a center drive lane and diagonal stalls. This configuration still allows for center drive lane parking for overflow vehicles.

The existing facility was designed to be expanded to the north. This expansion could be adjusted to allow for the double loaded drive through option. A six-stall drive building addition can fit on the existing site without additional lands. Such an addition would be the approximate maximum that the site can handle while maintaining some yard space and drive access on the west. However the drive space to the west will be very tight and no further facility needs could be met on the site. To alleviate the tight drive condition and to account for future expansion needs land acquisition to the west is desirable. This land is currently open space that is part of the County Materials pipe and precast concrete materials yard to the west. A minimum land acquisition of 1.7 acres with an added parcel that is the full depth of 414 feet existing parcel and 180 feet wide is advisable.

## **B. Park and Recreation Shop**

### **1. Facility Assessment**

The existing park and recreation Garage/Shop is the former public works facility. The facility sits on Halfway Creek, just north of the Holmen Downtown area and existing Library. The building is a 4,800 square foot metal panel clad metal framed building. The building is generally watertight. The building has garage space and a mezzanine area to store equipment and serve as a shop area. The westerly garage bay is currently being used

as an impound bay for the Police. The staff support facilities are antiquated, and are not accessible to the disabled and are in poor condition.



**Existing Parks & Recreation Shop Building**

## **2. Identified Needs**

The building is currently not meeting the basic requirements of the Parks & Recreation Department. Proper staff areas and additional covered equipment storage space is needed so equipment does not need to be stored outside. On the exterior a proper yard area with material storage containment is needed. The facility takes regular delivery of material from semi-tractor trailers that block the adjacent public roadway and a loading dock would be ideal. No wash bay is provided.

Based on the context of centralizing the Village Services (Public Works, Public Works, Parks and Recreation) at the expanded Public Works shop the following needs are expected with the common use of the existing staff support areas:

<b>Space Needs Program</b>	
<b>Park and Recreation Shop Addition</b>	
<b>Room Name</b>	<b>Proposed Addition</b>
Garage Area (6 stall with drive lane)	7,200
Storage Room	1020
Open Storage Mezzanine	1020
Open Stair	100
<b>Total</b>	<b>9,340 sq. ft.</b>

Note: For comparison the existing building is 4,800 gross square feet with no drive through lanes.

**C. Alternatives- Village Services/Shops**

The Public Works building needs expansion to accommodate added garage areas. The Park and Recreation Shop/Garage require added areas and improved staff areas. The most effective solution will be combining all the Village Services into one Village Services building including all departments, Public Works, Streets, Utilities and Park & Recreation. This is proposed at the existing Public Works shop through land acquisition to the west and an expansion project. The use of the park and recreation facility will then have to be considered. The building could remain as an auxiliary building and even further serve as a support building for the Holmen Village Center for event staging. It could remain as a satellite public works facility. Alternatively, the building could be removed and a green space left in its place.

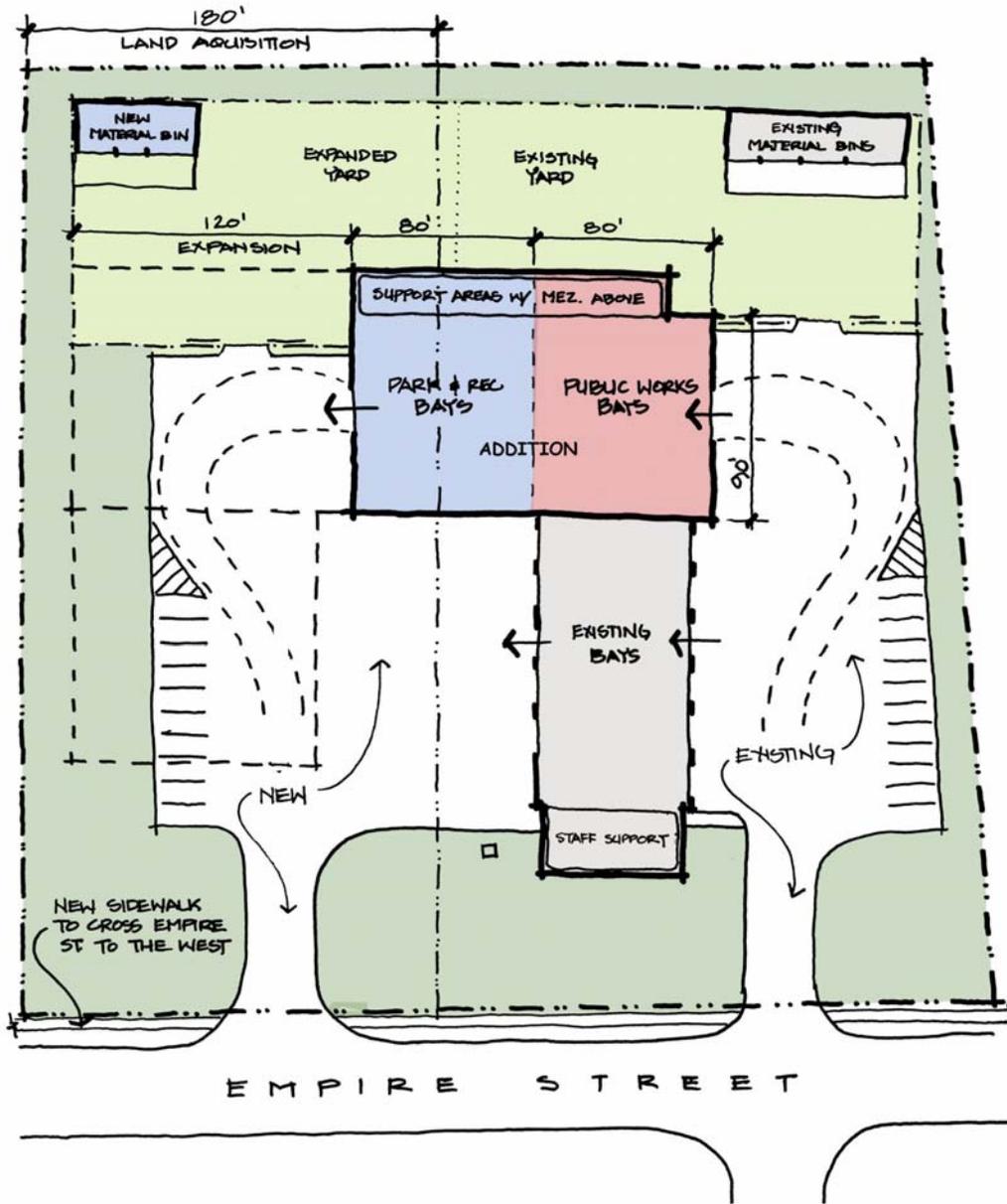


**Area to the West of the Existing Public Works Shop**

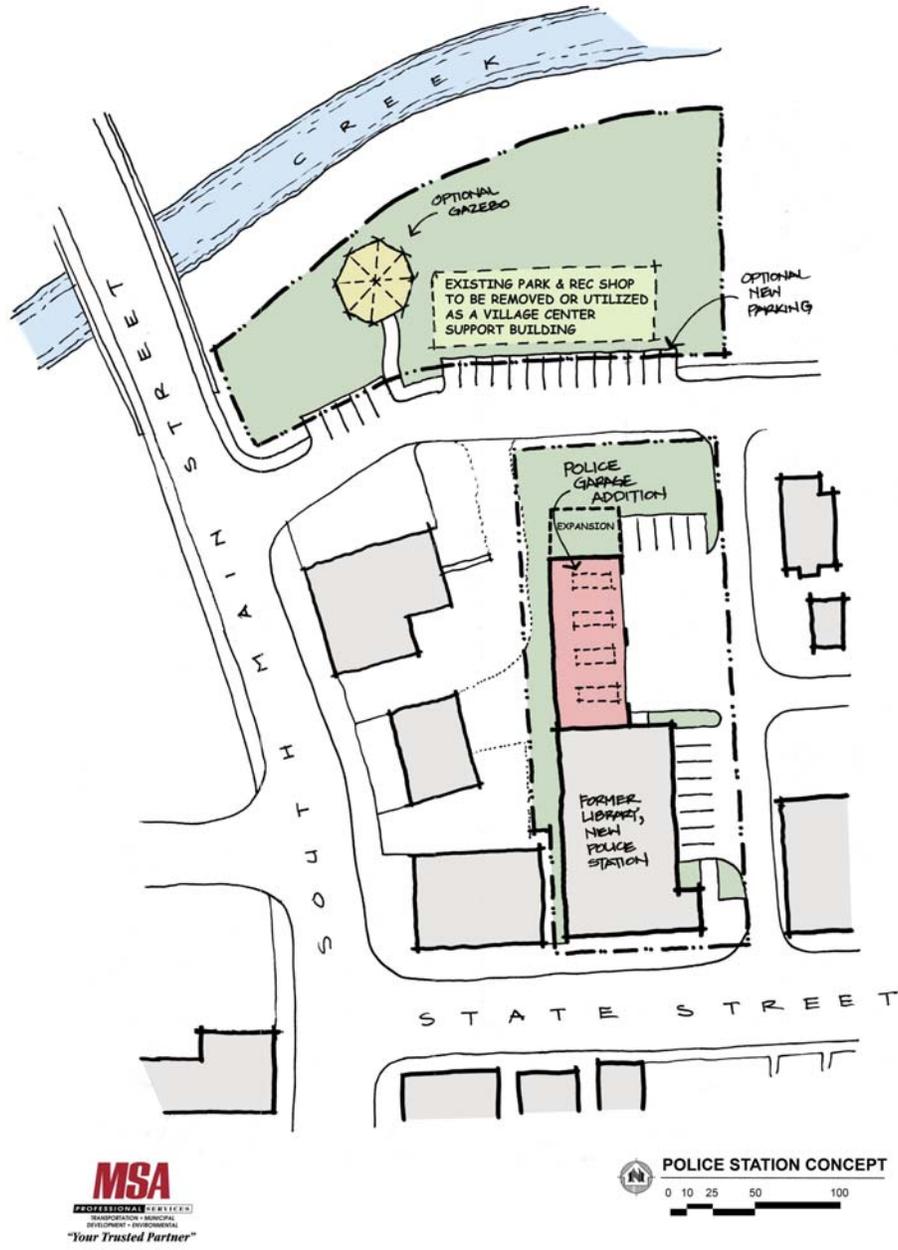
Projected Costs Based on Construction in 2011 are as follows:

<b>Preliminary Budget</b>		
<b>New Combined Village Services Facility</b>		
<b>Items</b>		<b>Projected Costs</b>
<b>Total Construction Costs</b>		
Public Works Garage/Shop		<b>\$880,000</b>
Construction Cost (Site, Building):	8,780 sf @ \$100 sf	
Parks & Recreation Garage/Shop		<b>\$930,000</b>
Construction Cost (Site, Building):	9,340 sf @ \$100 sf	
Sub Total		<b>\$1,810,000</b>
<b>Allowances</b>		
Phone System/Eq./Other		<b>\$30,000</b>
	Sub Total	<b>\$1,840,000</b>
	10% Contingency	<b>\$180,000</b>
	Total	<b>\$2,020,000</b>
<b>Soft Costs</b>		
Architectural and Engineering Services, State Plan Review Fees, Printing and mailing Plans and Specs, Site Survey, Geotechnical Borings and Report & Asbestos Review		<b>\$130,000</b>
	<b>TOTAL PROJECT</b>	<b>\$2,150,000</b>
<b>Other Costs (not included)</b>		
Land Acquisition		<b>TBD</b>

See the following drawings that depicts the public works building expansion, and a drawing depicting the Police Concept that indicates the possible redevelopment of the Park & Recreation Storage Building.



Village Services Building Concept



Existing Park & Recreational Building, North of the existing Library (future Police Station)

## **IV. HOLMEN AREA LIBRARY**



#### IV. HOLMEN AREA LIBRARY

##### A. Facility Assessment – Holmen Area Library

The Holmen Area Library is located at 103 State Street, Holmen, Wisconsin. The library is one of five libraries which are part of the La Crosse County Library system. The other libraries are located in Bangor, Campbell (French Island), Onalaska, and West Salem. It is understood that the responsibility for the facility lies with the Village and the responsibility for staffing and resource allocation lies with the Library System.

The current facility is a renovated former grocery store which does not properly serve the goals of the library, or the current needs of the community. The existing facility is about 6,300 square feet. In keeping with the nature of the community, effective library services are critical; therefore the library facility is recognized as a high priority. Furthermore, a previous referendum on the Library did pass and exemplifies general community support for the effort.

The existing facility also provides space for the central offices for the La Crosse County Library system with space that they lease from the local Library. To have the central Library system offices in this facility is considered a positive attribute to be maintained with any proposed Library Project.



##### B. Needs Assessment – Holmen Area Library

The existing facility is not suitable for expansion, and the existing site is far too small to fit a new building. Options for relocation to a more appropriately sized/appointed facility are currently under consideration by the Village and the Library.

The two general options are to build new or to purchase an existing facility and renovate it and/or expand it as needed to accommodate the Library's needs. Building new is often the best option to meet the immediate and long term goals of a library facility of this proposed scale. Building new allows for a facility that is specifically designed to meet the program needs and to allow for future expansion. Future expansion capabilities are of critical importance in a fast-growing, residentially based community such as Holmen.

Past study has taken place on the adaptive reuse of an existing church facility, along with programming for the Library needs. The efforts to purchase the existing church facility (St. Elizabeth Ann Seton Parish Center located at 515 N Main Street) have reached an impasse and that option is no longer under consideration. Based on a meeting with Library staff and review of the previous building campaign report and its supporting documents, the past building campaign information is well considered and thoughtfully prepared. Accordingly that information is a reasonable basis for the general projected Library Space Needs for this report.

Previous study has taken place to identify space and more specific study will take place as the project is developed. Based on this the current needs are expected to be addressed in a general facility as follows:

<b>General Space Needs Program Holmen Area Library</b>	
<b>Room Name</b>	<b>Proposed</b>
Collections	5,500
Reading Areas	2,000
Computer Area	600
Staff Work Areas	800
Storage	250
Administrative Center	1,400
Story Time	250
Study Rooms (2)	300
Program Room (sub-dividable)	900
Mechanical/Elect/Custodial Space	800
Restrooms	400
Unassigned	2,800
<b>Total</b>	<b>16,000 sq. ft.</b>

Note: For comparison the existing Library is 6,300 gross square feet.

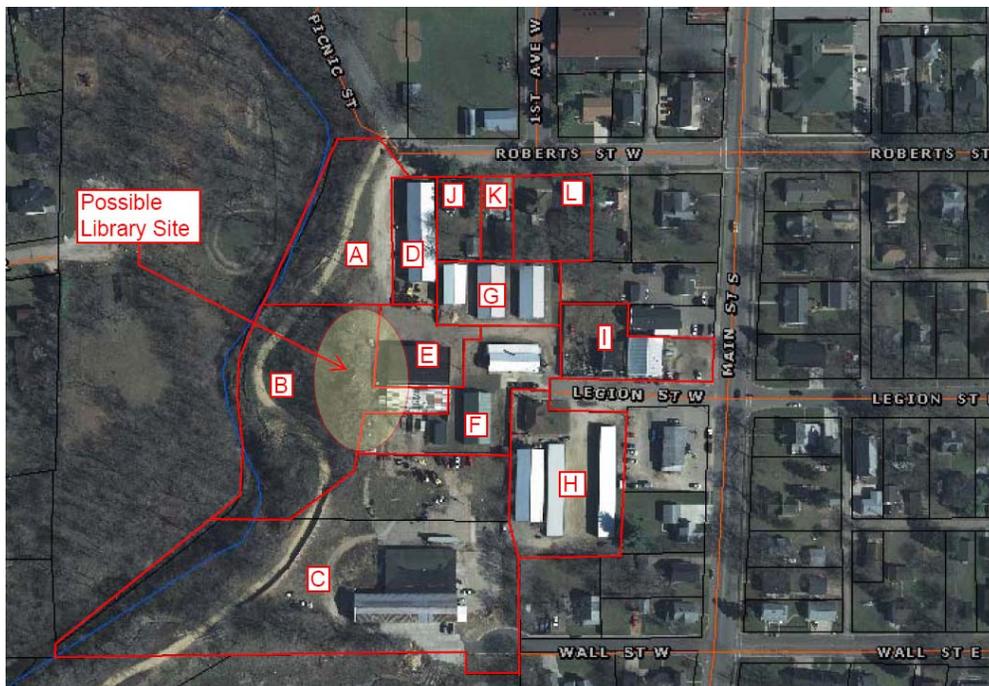
### C. Alternatives – Holmen Area Library

The size of the parcel needed to accommodate a one story 16,000 square foot facility and future expansion is approximately 5 acres. However, the size can vary based on the site geometry and topography. Finding an appropriately sized and centrally located site to build on has been challenging, but several possible sites where identified as part of this review.

1. Parcel on the north side of Hale Drive and east of S. Holmen Drive
2. Parcel north side of McHugh Road, between Tamarack Trail & Malin Court
3. Village Center Site; Parcels south of Halfway Creek Park, occupied by a series of warehouse shop & storage buildings and some residential parcels

The Village Center site offers a rather unique opportunity to further invigorate the Downtown/Halfway Creek Park area. See “Village Center” portion of this report that further explains this concept. This option is currently being pursued with the Village in the process of property acquisition.

Based on the immediate needs of the Library, it is recommended that the build new option be pursued. It is of critical importance that possible sites be identified immediately, in order to provide clarity when considering the Library’s options. Creative options were considered with parcels that are centrally located and publicly visible.

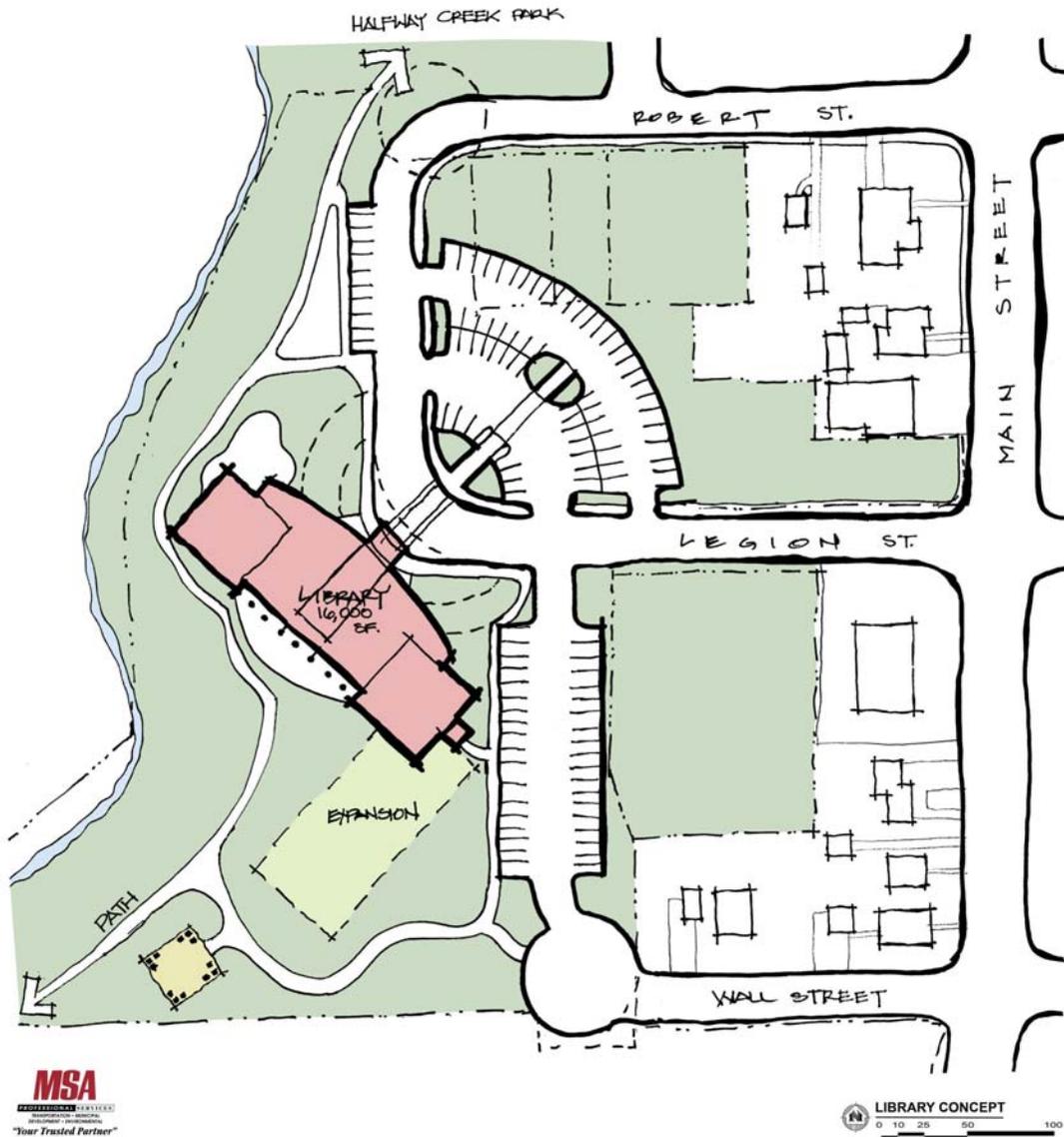


*Area of Possible Redevelopment for Library*

The projected Costs based on construction in 2011/2012 are as follows:

<b>Preliminary Budget New Public Library</b>	
Items	Projected Costs
<b>Total Construction Costs</b>	
Construction Cost (Building): 16,000 sf @ \$185 sf	<b>\$3,000,000</b>
<b>Allowances</b>	
Site Development:	\$150,000
Computers/Phone System/Eq.:	\$60,000
Furnishings:	\$200,000
Other Equipment Allowance	\$20,000
Sub Total	<b>\$3,430,000</b>
10% Contingency	<b>\$340,000</b>
Total	<b>3,770,000</b>
<b>Soft Costs</b>	
Architectural and Engineering Services, State Plan Review Fees, Printing and mailing Plans and Specs, Site Survey, Geotechnical Borings and Report, furniture procurement.	<b>\$250,000</b>
<b>TOTAL PROJECT</b>	<b>\$4,020,000</b>
<b>Other Costs (not included)</b>	
Land Acquisition	TBD
Building/Structure/House Removal	TBD
Geothermal Heating/Cooling System	Add \$200,000

See the following drawing that depicts the one initial concept for a new Library site and the redevelopment of adjacent parcels. See the “Holmen Village Center” in regard to further explanation of this idea. The development of the site and surrounding properties will require more detailed study to determine feasibility.



**Library Building Concept**

**Note:**

This diagram is very preliminary and conceptual to depict the general scale and nature of the site. Information that has since been recognized for the area include the existence of a sanitary sewer line/easement that dissects the western portion of the site and that the westerly edge of the site along the valley bank have received fill and may be unsuitable for construction. These topics along with many others will require consideration in the final building placement and site design.



## **V. HOLMEN VILLAGE CENTER CONCEPT**



## V. HOLMEN VILLAGE CENTER CONCEPT

### A. Holmen Village Center: An Important Opportunity

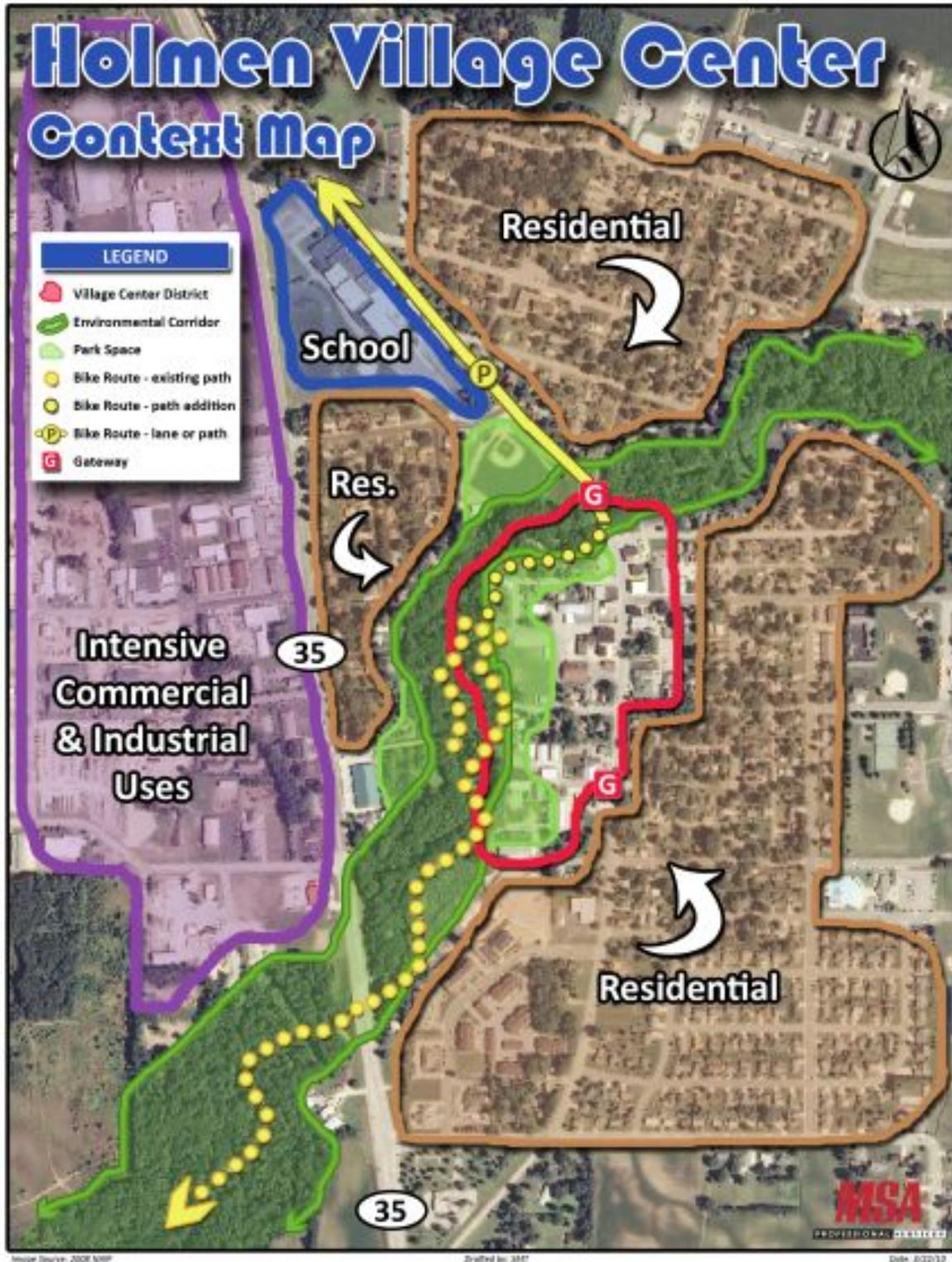
Though this study is primarily an evaluation of the need for new or expanded municipal facilities in order to keep pace with the growth of Village services, the question of where to locate new facilities has led to a broader look at the entire downtown district. The Village should strongly consider engaging in a public process to plan for targeted redevelopment throughout the downtown area.

Holmen has grown dramatically over the past 30 years, and with that growth the downtown area has lost some of its relevance and energy. As with many communities, retail and employment uses have been pulled out to the highways. However, the downtown area retains several key civic buildings, including Village Hall, the Holmen Area County Library and the Police Department; and just outside this district are the Holmen Middle School and the Holmen Fire Station.

With the recent enhancement of Halfway Creek Park and Bike Trail, and the anticipated construction of a new library as identified in this study, the Village has an opportunity to establish a more robust civic center and downtown district that better reflects Holmen's stature as a vibrant and growing community. We have named this concept Holmen "Village Center".

The Holmen Village Center brings with it the idea of community identity that can be associated with a sense of place. With fast paced community growth, the sense of community identity can be lost with the fading of the old and the sprawl of the new. To enact such theoretical ideas, careful planning can take place to put in-place a systematic and practical approach to work toward the long term goal of preserving community identity.

As illustrated in the Context Map on the following page, the existing Village Center is bracketed by a residential neighborhood to the east and south and Halfway Creek to the north and west. The Downtown district could be integrated more effectively with the Halfway Creek greenway. By redeveloping areas along the greenway in ways that open up views and access to that natural area, the Village can create a unique, distinctive and exciting community center.



**B. Downtown Planning: Suggestions for Additional Study**

Though the Holmen Comprehensive Plan addresses the desired future land uses in the downtown area and generally addresses the need for economic development and redevelopment, it lacks a detailed vision for how the downtown area could be redeveloped. Without such a vision, redevelopment that occurs will be in piecemeal fashion and the Village may miss out on opportunities to make the most of the district.

We suggest development of a Village Center Plan that identifies exactly how the Village would like the downtown area to evolve in the coming years. Elements of such a plan may include:

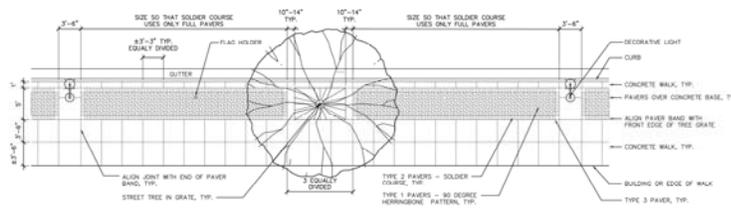
**Existing Conditions Evaluation:** An analysis of the existing environment will identify assets and liabilities for redevelopment. This component may include maps and text describing the current land uses and key natural features, a property inventory (assessed values, property owner, lot size, etc.), and evaluation of exterior building conditions



**Example Property Inventory Map**

**Streetscape (and Pedestrian/Bike) Planning:**

Streetscape improvements can transform and unify a downtown district and spur additional private investment. A Streetscape Plan provides general guidelines for the entire downtown and can include a specific plan for key street segments showing the recommended locations for trees, benches, crosswalks, lighting, etc.



**EXAMPLE FOR STATE STREET RECONSTRUCTION**



**EXISTING STATE STREET**

**Example Streetscape Improvements**

**Redevelopment Illustrations:** One of the challenges of planning for redevelopment is envisioning how an area could be different than it is today. Redevelopment illustrations help stakeholders understand the impact of various redevelopment options. They may enable the Village to move forward with public acquisition and redevelopment efforts, or they may simply aid in the selection of design parameters that the Village would use to guide private redevelopment efforts.



**Example  
Redevelopment  
Illustration**

**Design Standards or Guidelines:** In the effort to forge a more cohesive downtown district the Village may wish to establish design standards (mandatory) or design guidelines (advisory/negotiated). These could be used to provide more detailed design guidance than conventional zoning, addressing a wide range of building and site design characteristics that affect the appearance and function of the entire district.

**Market Analysis:** The Village may wish to determine the economic viability of various new uses in the downtown area before promoting private redevelopment projects. A retail or residential market analysis can identify any opportunities in the local market and evaluate the suitability of the downtown area as an appropriate location for businesses or residential units to fill those gaps.

**Public Involvement:** It is important to incorporate landowners, business owners, and residents in the planning process. Stakeholder involvement allows residents' needs and interests to be incorporated into the plan, and it dramatically improves the chances that the plan will be adopted and implemented.

### C. Downtown Planning: An Initial Concept to Consider

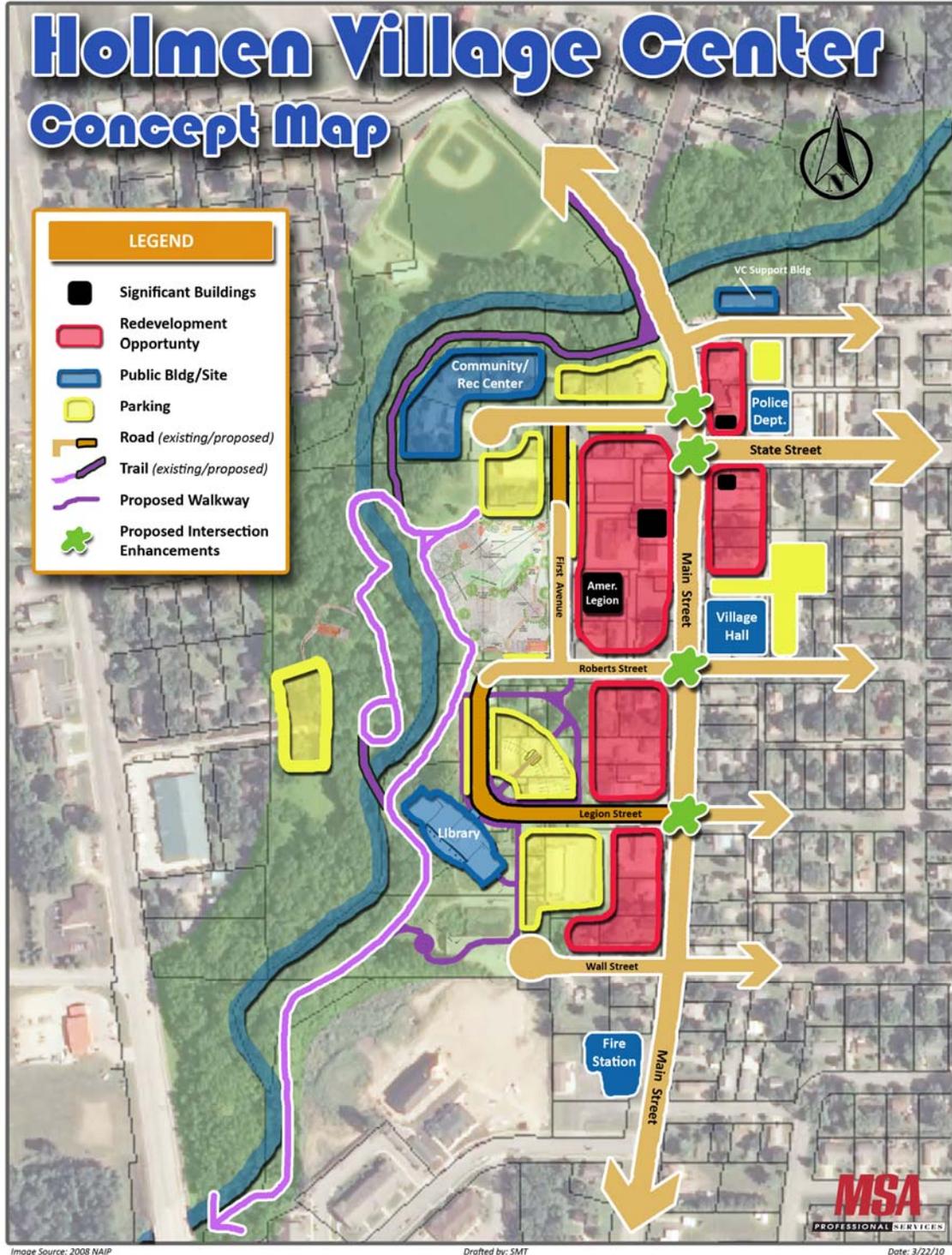
In considering possible sites for a new downtown library, we also discussed a broader set of changes to the downtown district. The Concept Map that follows illustrates the following recommendations, based on our initial assessment of your downtown opportunities and constraints. It is important to emphasize that this concept is intended merely as a catalyst to spur further study – a public planning process will likely result in a different concept.

Preliminary downtown redevelopment observations and recommendations:

- The industrial area along the Creek between Wall St. and Roberts St. is a prime redevelopment opportunity.
- The improved Halfway Creek Park could spur redevelopment around the park oriented toward this traffic generator.
- The single family homes west of Main Street and north of Wall Street to the Creek should gradually be replaced with commercial, civic, or mixed use development.
- Gateways and signage should be established to identify the edges of the downtown district and direct visitors to features not directly on Main Street.

This concept is, or could be, consistent with many of the goals, objectives, and policies listed in your Comprehensive Plan:

- Consider safer commuter bike routes/lanes, connecting residential areas to businesses, schools, and commercial areas.
- Complete the Halfway Creek Bicycle Trail, connecting to the Great River Trail and regional bicycle network.
- Continue to expand the Village's wayfinding signage/banners.
- Encourage attractive infill development in the downtown area to create a destination for residents and visitors, and enhance the small town feel of the community.
- Continue to provide street trees along downtown streets and gathering corridors.
- Direct commercial businesses to the downtown area and infill the commercial zoning districts.
- Take advantage of the new Halfway Creek and Holland Bike Trail connections to the Great River State Trail, exploring opportunities for recreational/tourism business development.
- Direct new industrial businesses to the Village's industrial parks.
- Keep the Village Hall in its current location as an anchor for the downtown business district.



## D. Downtown Redevelopment: Funding Methods

There are several ways that the Village can assemble the funding to proceed with downtown planning and redevelopment projects, including borrowing, grants, and TIF. The most common and suitable methods are described here.

### Community Development Block Grant-Planning (CDBG-PLN)

The Village can apply to the Department of Commerce for a downtown planning grant to support the planning effort. The Department provides grants up to \$25,000 for planning and strategic development activities that:

- develop and utilize collaborations among community stakeholders
- assess and analyze demographic/economic data (including downtown market analysis)
- address economic or physical blight conditions
- prepare plans to physically improve downtown business districts
- conduct environmental or historic preservation studies

This program requires a 50% match, of which 25% can be in-kind services.

### Community Development Authority (CDA)

To implement redevelopment strategies, the Village should first develop organizational capacity by creating a CDA. Wisconsin Statutes provide broad authority to the CDA to acquire and assemble land, issue debt, obtain loans and grants, and partner with the private sector on redevelopment efforts. The CDA has the charge of preparing and implementing a redevelopment area plan. The CDA can be involved in housing, redevelopment, and economic development activities.

### Tax Incremental Financing (TIF)

The Village should consider the creation of a tax incremental finance district to serve the redevelopment area. TIF can be used to fund acquisition of land, construction of public improvements, create new aesthetics within the redevelopment area, and may offer direct economic incentives to participating private developers. TIF may also be used to capitalize a revolving loan fund to encourage economic development or create new housing opportunities. TIF can also be used as a source for the local share of matching grants, including:

### Community Development Block Grant for Public Facilities (CDBG-PF)

This Wisconsin Department of Commerce program can be used to help revitalize downtown districts through the alleviation of blight conditions, streetscape improvements, historic preservation, and façade improvements. Because Holmen's LMI score is not high, (meaning that community-wide, incomes are too high to qualify for assistance) assistance through this program would be possible only if

incomes in the downtown area are low enough to qualify, based on a special study to determine those incomes. In applying for these funds, the Village should focus on projects that provide benefit to pre-determined low-to-moderate income households based on such a targeted survey.

This program requires a local match and typical awards are about 30% of the total project cost.

**Community Development Block Grant-Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR)**

This Wisconsin Department of Commerce program can be used to investigate, clean, and clear brownfield sites in cases where the party that caused the contamination is unknown or unable to pay. The program could be used to prepare sites for redevelopment.

The program requires a local match of 20-50%, and the maximum award amount is \$1.25 million.

**Community Development Block Grant-Small Cities Housing Program (CDBG-Housing)**

This Wisconsin Department of Commerce program assists in funding housing programs that benefit low- and moderate-income residents. The Village may want to consider encouraging the inclusion of affordable rental units in upper stories. The average award by this program is \$450,000.

**Knowles-Nelson Stewardship Program**

This Department of Natural Resources program funds the purchase of land or easements for public recreation. It could be used to further enhance the Halfway Creek greenway in coordination with redevelopment efforts. The program requires a 50% local match.

**VI. SUMMARY OF FINDINGS**

The Village of Holmen’s facilities were considered in this review with the existing facilities assessed, needs identified and possible alternatives to address needs proposed.

The Village can consider and prioritize needs as is deemed appropriate based on Staff and City Government review. The following is an apparent grouping of projects based on the consideration of this review.

Higher Priority Projects:

Project Sequence A (Library-Police-Park & Recreation Office):

1. Build New Library
  - a. Land acquisition is initial priority.
  - b. Consideration of the “Holmen Village Center” will be key to location near Halfway Creek Park.
2. Relocate Police Department to former Library building
  - a. Funding considerations are an initial priority
3. Park & Recreation Office relocation to the former Police area in the Municipal Building with service counter work at the Village offices.

Project Sequence B: Combined Village Services

1. Public Works combined with Park and Recreation Shop with facility expansion to accommodate.
2. Land acquisition to the west is an initial priority.
3. Funding considerations are an initial priority.

Other Projects to consider at the present:

1. Holmen Village Center
  - a. Consider land acquisition to the east with removal of the two residential Properties north of the Municipal Building.
  - b. Consider land acquisition to the west, for long-term expansion needs.
  - c. Consider Downtown revitalization in the unique framework of the “Holmen Village Center” concept.
  - d. Continue with the Halfway creek park area development.

Other long-term project to consider at some point:

1. Expanded Village Offices
2. Community Gathering Building
3. New Police Facility

4. Build a new Community Center, often best if in conjunction with the Library.
5. Relocate Board room to Community Room and expand Village offices to the existing Board Room.
6. Build a new police station.

<b>Preliminary Cost Summary Holmen Facilities Strategic Master Plan For Higher Priority Projects</b>	
Items	Projected Costs
<b>Total Construction Costs</b>	
Holmen Area Library	<b>\$4,020,000</b>
Police Department (renovate former Library)	<b>\$1,260,000</b>
Park & Recreation Offices & Service Counter (work at existing Municipal Building)	<b>\$30,000</b> <b>\$2,150,000</b>
Combined Village Services Center (Public Works building expansion with Parks & Recreation)	
TOTAL	<b>\$7,460,000</b>
<b>Other Costs (not included)</b>	
See detailed budgets for other items not included	

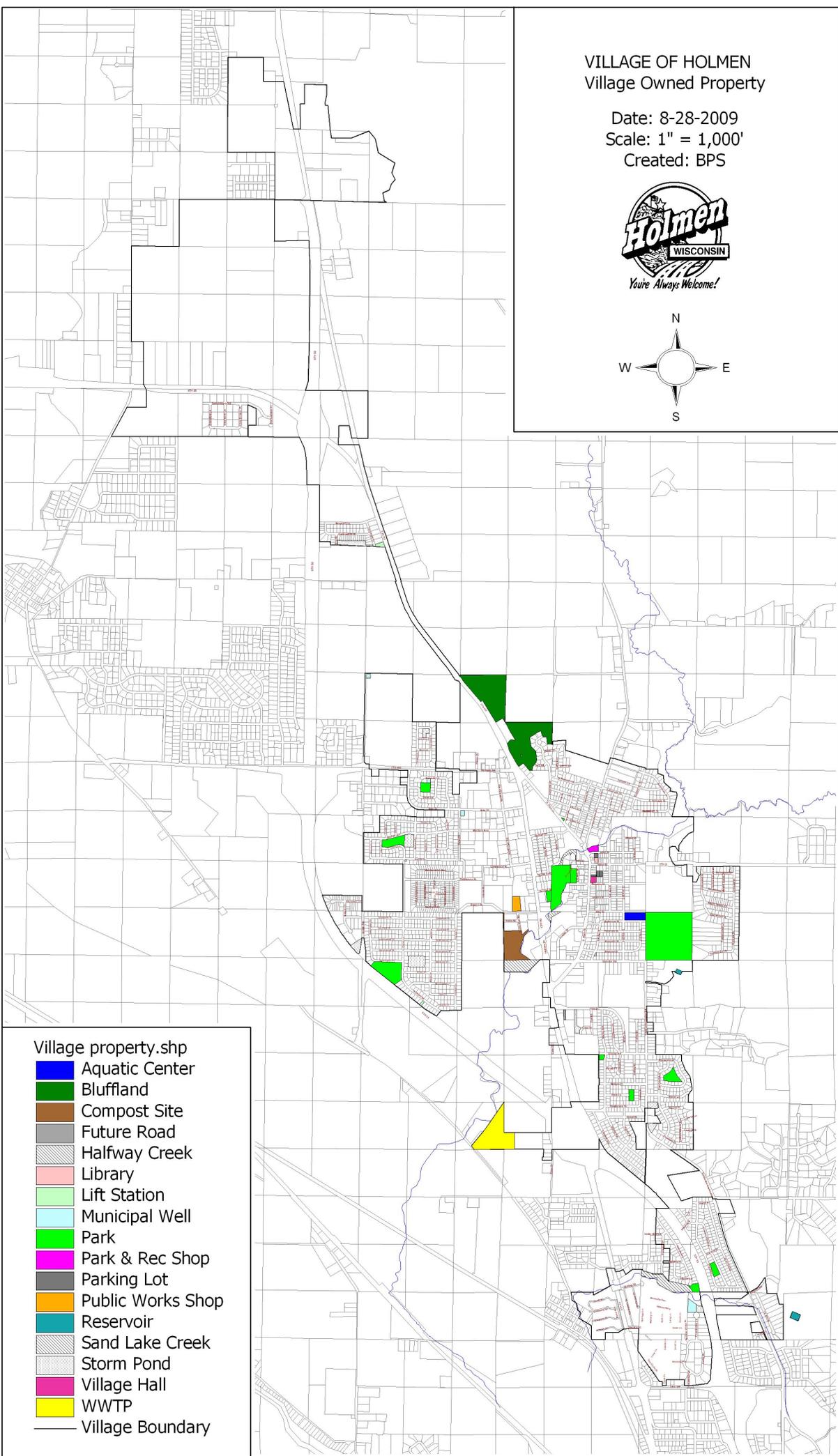
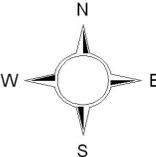
## **APPENDIX A**

### **Lands Owned by the Village of Holmen Map** (prepared by the Village of Holmen)



VILLAGE OF HOLMEN  
Village Owned Property

Date: 8-28-2009  
Scale: 1" = 1,000'  
Created: BPS



- Village property.shp
- Aquatic Center
  - Bluffland
  - Compost Site
  - Future Road
  - Halfway Creek
  - Library
  - Lift Station
  - Municipal Well
  - Park
  - Park & Rec Shop
  - Parking Lot
  - Public Works Shop
  - Reservoir
  - Sand Lake Creek
  - Storm Pond
  - Village Hall
  - WWTP
  - Village Boundary