

VILLAGE OF HOLMEN

COMPREHENSIVE PLAN

2016-2036



ACKNOWLEDGEMENTS

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ORDINANCE NO. 2-2016

An Ordinance to Adopt the Village of Holmen Comprehensive Plan 2016-2036

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

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

Section 2. Prior to beginning the process to update the Village's previously adopted 2004 Comprehensive Plan, the Village Board adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Village Board of the Village of Holmen assigned the Planning Commission to prepare an update to the Village's 2004 Comprehensive Plan. The Planning Commission meet numerous times to prepare and review the draft Comprehensive Plan 2016-2036.

Section 4. The Planning Commission of the Village of Holmen has adopted a resolution recommending to the Village Board adoption of the document entitled "Village of Holmen Comprehensive Plan 2016-2036," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 5. The Planning Commission has held at least one public hearing on the Comprehensive Plan, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 6. The Comprehensive Plan may be used as the basis for, among other things, official mapping, local subdivision regulations, general zoning ordinances, shoreland/wetland zoning, and as a guide for approving or disapproving actions affecting growth, development, conservation, and recreation within the jurisdiction of the Village of Holmen and its extraterritorial plat review area.

Section 7. The Village Board of the Village of Holmen, Wisconsin, does, by enactment of this ordinance, formally adopts the document entitled, "Village of Holmen Comprehensive Plan 2016-2036," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 8. The Comprehensive Plan 2016-2036 may from time to time be amended, extended, or added to in greater detail following the procedures specified within the plan and Wisconsin State Statutes.

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

Adopted this 10th day of March, 2016, on a vote of 7-0 of the Village Board.

Village President: Nancy Proctor Nancy Proctor

Attest, Village Clerk: Angela Hornberg Angela Hornberg

PLANNING COMMISSION RESOLUTION 1-2016

**A RESOLUTION SUPPORTING THE ADOPTION OF THE VILLAGE OF HOLMEN
COMPREHENSIVE PLAN 2016-2036**

WHEREAS, the Village Board of the Village of Holmen assigned the Planning Commission to prepare an update to the Village's Comprehensive Land Use Plan, previously adopted in 2004 by the Village of Holmen; and

WHEREAS, the Planning Commission met numerous times to prepare and review the draft Comprehensive Plan 2016-2036; and

WHEREAS, members of the public were invited to participate in the planning process through planning commission meetings and a public hearing; and

WHEREAS, the Village of Holmen Planning Commission has reviewed the draft Comprehensive Plan 2016-2036 at a regular monthly meeting; and

WHEREAS, members of the public, adjacent local governmental units, and La Crosse County were given a 30-day review and comment period prior to the public hearing, which was conducted by the Village Planning Commission on February 23rd, 2016; and

WHEREAS, after said public hearing, the Village Board will decide whether to adopt by ordinance the Comprehensive Plan; and

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

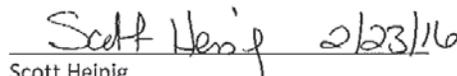
WHEREAS, this Comprehensive Plan 2016-2036 may from time to time be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Holmen Planning Commission recommends adoption by ordinance of said Village of Holmen Comprehensive Plan 2016-2036 by the Village Board of the Village of Holmen.

APPROVED:


Nancy Proctor
Planning Commission Chair

ATTEST:


Scott Heinig
Village Administrator

Contents

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

13 Chapter 2: Goals, Objectives & Strategies

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

35 Chapter 3: Future Land Use Plan

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

57 Chapter 4: Implementation

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

A1 Appendix A: Public Participation Plan

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

B1 Appendix B: Community Indicators Report

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

C1 Appendix C: Maps

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

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Chapter 1

INTRODUCTION

Chapter Contents

Chapter 1: Introduction

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

8 The Plan as a Living Guide

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

11 A Snapshot of Holmen

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

11 Other Planning Documents

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

INTRODUCTION

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

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

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

THE PLAN AS A LIVING GUIDE

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

Wisconsin Smart Growth Planning

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

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

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

Comprehensive Planning Guidance

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

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

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

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

PROJECT SCHEDULE

September, 2015

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

October, 2015

*Letters to Adjacent
Communities
Draft plan development*

November, 2015

*Planning Commission
Draft Plan Review*

December, 2015

Draft plan revisions

January, 2016

*Provide draft plan for
public and adjacent
community review*

February, 2016

*Public Hearing
Planning Commission
Recommendation*

March, 2016

Village Board Plan Adoption

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

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

2004 Plan Update

This plan is an update of the Village's previous 2004 Comprehensive Plan. Per State Statute §66.1001, a Comprehensive Plan must be updated every 10 years. Although this plan replaces the previous plan many of the core goals, objectives, and land use strategies have been carried forward in this document. As such, this plan could be considered a second generation plan.

Planning Process

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

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

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

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

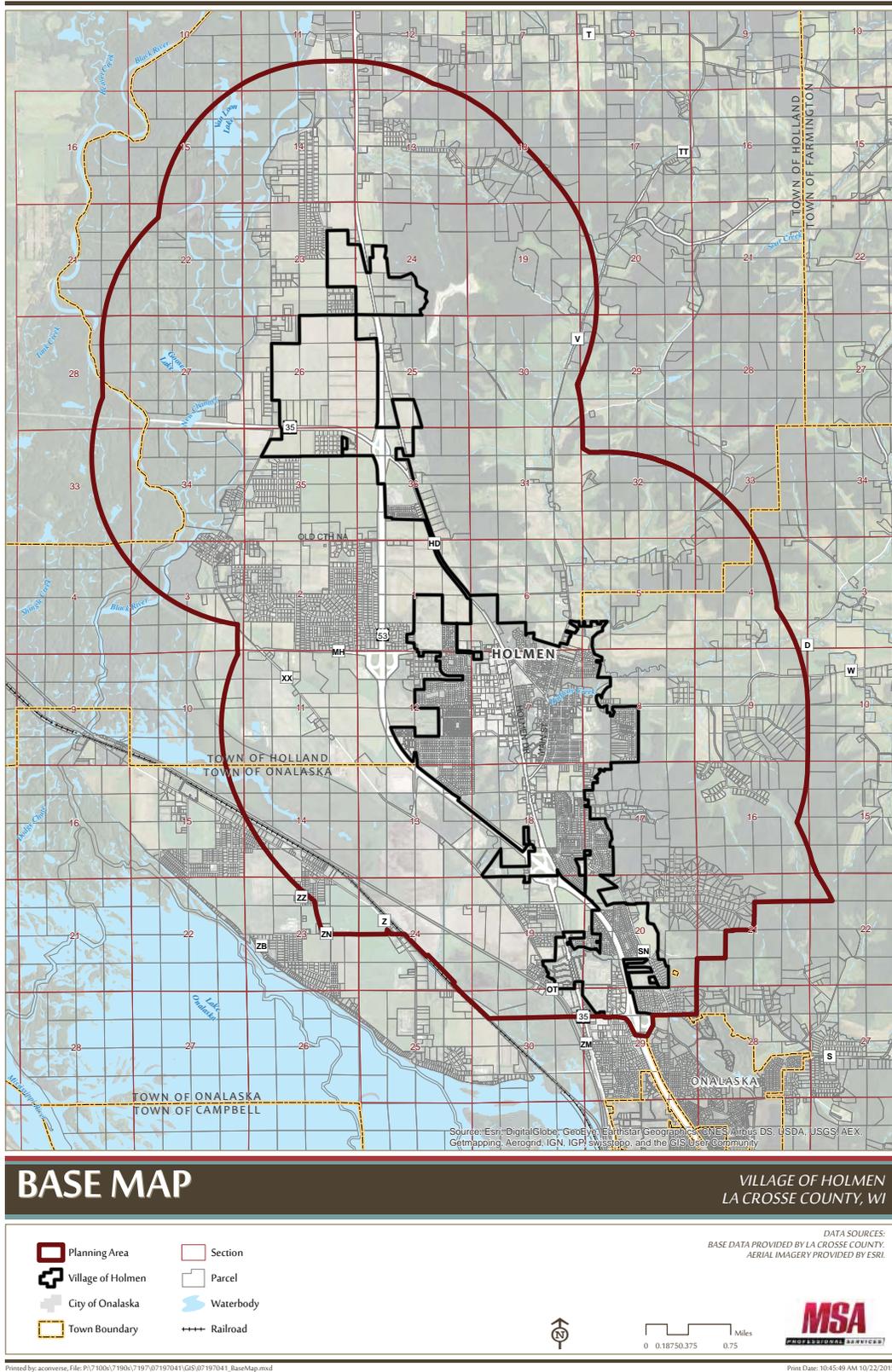
Key components of the planning process schedule are described in the left side bar.

Planning Area

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

The Village is approximately 3,683.2 acres (5.8 square miles) while the planning area is approximately 23,022.2 acres (36.0 square miles).

Figure 1.1 Holmen Planning Area



A SNAP SHOT OF HOLMEN

Regional Context

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

Holmen’s History

Holmen was initially settled by Norwegian Immigrants in 1862. The Village was incorporated on May 7, 1946 and has grown substantially from a small rural farming community of 2,400 to an urban center of 9,005 residents in 2010.



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

Key Community Indicators

The 2015 estimated population for the Village is 9,745; roughly 1,680 persons per square mile. From 2000 through 2010, the population in the Village of Holmen increased by 45%. This significantly surpassed the growth rate for the City of Onalaska (20%), La Crosse County (7%) and the State (6%).

Based on Wisconsin Department of Administration (WIDOA) data, the Village’s 2040 population is projected to be 13,400 which is an increase of 49%. This exceeds the City of Onalaska (33%), La Crosse County (15%) and the State’s (14%) projected growth rates.

In 2010, the median age in the Village was 34.1, which is lower than the median age for the City of Onalaska (38.5) and La Crosse County (35.2). The Village of Holmen has a slightly lower proportion of “senior citizens” (i.e. 65 and over) as compared to the City of Onalaska and the County. In the future, the number of those 65 and older is expected to increase as baby boomers age.

Additional community indicators are summarized in Appendix B.

Population Trends & Projections

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

	Village of Holmen	Town of Holland	Town of Onalaska	City of Onalaska	La Crosse County	Wisconsin
1980	2,411	1,776	5,386	9,249	91,056	4,705,642
1990	3,236	2,172	5,823	11,414	97,904	4,891,769
2000	6,200	3,042	5,210	14,839	107,120	5,363,675
2010	9,005	3,701	5,623	17,736	114,638	5,686,986
2015	9,745	4,020	5,810	18,740	118,585	5,783,015
2020	10,560	4,355	5,990	19,860	122,100	6,005,080
2025	11,370	4,675	6,150	20,950	125,370	6,203,850
2030	12,120	4,985	6,305	21,950	128,120	6,375,910
2035	12,770	5,240	6,390	22,770	129,830	6,476,270
2040	13,400	5,500	6,485	23,570	131,500	6,491,635

OTHER PLANNING DOCUMENTS

Village Plans & Studies

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

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

Neighboring Community Plans & Studies

- Town of Onalaska Comprehensive Plan, 2005
- Town of Holland Comprehensive Plan, 2007
- City of Onalaska Comprehensive Plan, 2015

Regional Plans & Studies

- La Crosse County Comprehensive Plan, 2008
- La Crosse County Farmland Preservation Plan, 2012
- La Crosse Area Planning Committee, La Crosse and La Crescent Regional Bicycle Plan, 2012
- La Crosse Area Planning Committee, Coulee Vision 2050, 2013