

Chapter 2

GOALS, OBJECTIVES, STRATEGIES

Chapter Contents

Chapter 2: Goals, Objectives, Strategies

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

14 Vision & Overarching Community Goals

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

16 Goals, Objectives, Strategies

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

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

“

The Village of Holmen is a model community in the La Crosse Metropolitan Region. Outstanding schools, spectacular natural resources, recreational amenities, and friendly people lend to Holmen’s identify as a beautiful place to live, own a business, work, or visit. The Village leads the region in growth while maintaining its small town charm, because *You’re Always Welcome in Holmen!*

”

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

VISION STATEMENT

“The Village of Holmen is a model community in the La Crosse Metropolitan Region. Outstanding schools, spectacular natural resources, recreational amenities, and friendly people lend to Holmen’s identity as a beautiful place to live, own a business, work, or visit. The Village leads the region in growth while maintaining its small town charm, because You’re Always Welcome in Holmen!”

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

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

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

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

VISION & OVERARCHING COMMUNITY GOALS

OVERARCHING GOALS

- Promote a well-planned community with the highest quality of public services and reasonable taxes.
- Maintain the welcoming, small-town character of the Village.
- Continue the effort to protect existing neighborhoods by enforcing Village ordinances, policies and procedures.
- Promote pedestrian and bicycle use within the Village by connecting neighborhoods with sidewalks and designated bike trails.
- Promote the highest and most efficient levels of Police, Fire and First Responder services.
- Promote efficient and effective maintenance and construction programs for streets within the Village so as to provide an excellent transportation system.
- Promote efficient and effective maintenance and construction programs for water, sanitary sewer and storm sewer systems within the Village of Holmen.
- Maintain and improve the current quality of life in the Village by focusing on quality education, public recreational activities, increased business opportunities and carefully considered growth patterns.
- Cultivate the high level of trust that exists within the community by encouraging citizens to participate in community affairs.
- Build strong relationships with neighboring communities by continuing to participate in area-wide community agreements, contracts, programs and discussion groups.
- Create a strong local economy by meeting the needs of existing businesses and attracting new employers.
- Revitalize and enhance the business districts by attracting new entertainment, hospitality and retail businesses.
- Promote the creation of jobs and expanded industry in order to make Holmen a well-balanced place to live.
- Preserve the bluffs, wetlands, woodlands and wildlife habitat.
- Maintain and improve the Village's parks and open spaces and provide recreational opportunities for residents and visitors of all ages.
- Promote the protection of productive agricultural areas within the Village's extraterritorial plat review areas.
- Promote the infill and redevelopment of underutilized properties in the Village, especially for residential, commercial and recreational uses.
- Continue to serve all housing needs by providing a full range of housing choices.

HOUSING

GOALS & OBJECTIVES

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

Objectives:

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

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

Objectives:

- a. By preventing the incursion of incompatible, non-residential uses into single-family residential neighborhoods.
- b. By providing, where feasible, a full range of park and recreation facilities in or near each neighborhood.
- c. By infilling around existing development both new and old.
- d. By discouraging non-local traffic from passing through residential neighborhoods.
- e. By reducing the impact of existing traffic passing through residential neighborhoods.
- f. By removing blighting influences from residential areas.
- g. By extending services to new areas for residential development.
- h. By annexing land for residential expansion.

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

Objectives:

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

STRATEGIES

Residential Character

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

3. The Village needs to look at screening; changing road patterns; possibly relocating some uses; buffering residential and incompatible uses; and where necessary, removing blighting influences from residential areas.

Housing and Transportation

4. Future residential developments and neighborhoods should be located within a well-defined collector-arterial system that keeps non-local traffic from passing through local streets in residential developments.

5. Sidewalks should continue to be required on both sides of all new residential streets.

6. Easements for walking and biking trails should be secured to link new housing and park developments.

Housing and Infill Development

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

Housing Rehabilitation

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

Variety of Housing Options

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

Timing and Phasing of Housing

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

11. Consider requiring subdividers to pay an impact fee for improvements. Before imposing the impact fee, a public facilities needs assessment must be conducted.

12. Non-residential projects above a predetermined number of new or transferred jobs should be reviewed to determine the effect of such projects on the need for additional housing units. At such a time, a review of the land use and housing projections is recommended to ensure the Village has adequate land available to locate a workforce within reasonable proximity of the site.

13. Consider incorporating a formal residential phasing plan that promotes efficient development and service extensions by approving developments adjacent to existing development.

Senior & Assisted Living Housing

14. Potential future senior housing and assisted living facilities shall be identified in the Future Land Use Plan. Proposed new senior or assisted living facilities should be located in areas that are served by adequate pedestrian or bicycle facilities which can provide nonmotorized access to retail and recreational amenities.

15. Consider a variety of options for senior housing including condominium, zero-lot line duplex, smaller lot single family and other available options including assisted living and nursing homes.

MOBILITY & TRANSPORTATION

GOALS & OBJECTIVES

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

Objectives:

- a. By separating local and through traffic wherever feasible.
- b. By improving the major street system to carry projected traffic volumes.
- c. By encouraging the 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 school, 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 crashes through facility improvements, safety education and law enforcement efforts.
- c. By connecting neighborhoods and important civic amenities throughout the Village with sidewalks and designated bike facilities.

d. By encouraging bicycle system support facilities, such as secure and convenient library, grocery stores, employment centers, etc., and requiring new developments to provide such facilities.

e. By correcting intersections that are dangerous for pedestrians and bicyclists, such as Holmen Drive and McHugh Road, 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.

STRATEGIES

Traffic Circulation

- 1. The Village should follow an arterial and collector plan with all future transportation development so that local and through traffic is separated as much as possible.
- 2. Discourage the use of cul-de-sacs and dead-end streets.
- 3. Explore options for improving the 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 as necessary to support associated land access and development.

Public Transit

- 5. Continue to work with the Onalaska/Holmen Shared Ride Taxi Service and the La Crosse Municipal Transit Utility to explore options for increased bus service from Holmen to Onalaska and La Crosse, particularly for senior citizens. This may also include expanding the current Scenic Mississippi Regional Transit (SMRT) service to include Holmen.

Transportation Safety

- 6. Incorporate colored pavement or other distinct markers for pedestrian crossing in the redesign of busy street intersections, or construction or 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. Maintain 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, but not excessive, parking spaces in existing and new commercial areas. Consider potential use of shared parking lots or establishing maximum parking space restrictions to avoid excessively large parking lots in the Village.

Pedestrian and Bicycle Circulation

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

Transportation and the Environment

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

Attractive Transportation Design

17. New roads shall be built according to Village standards and inspected before accepted for dedication.
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.

Transportation Planning

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

ECONOMIC PROSPERITY

GOALS & OBJECTIVES

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

Objectives:

- a. By promoting service businesses (e.g. dry cleaners), entertainment, hospitality and retail businesses.
- b. By working with commercial property owners, 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 identify.
- d. Consider the creation of a Downtown TIF District to implement redevelopment projects, streetscaping, and infrastructure improvements.
- e. By encouraging public and private investments in business district improvements.
- f. By ensuring adequate, but not excessive, parking for all business areas. Where appropriate, the Village will consider the use of shared parking to reduce impervious surfaces.

STRATEGIES

Coordinated Economic Development

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

3. Encourage businesses to take full advantage of loan funds available through La Crosse County's revolving loan fund.
4. Consider working with the Holmen Area Civic and Commerce Association to sponsor business and industry appreciation events, which can encourage business leaders to stay in the community and to expand.
5. Continue to attend all Holmen Area Civic and Commerce Association meetings and events. Consider having a representative from the Village on the Civic and Commerce Association's Board to ensure contact with local businesses and ensure that Village committees have business interests represented.

Commercial Development

6. Direct commercial businesses to the downtown area and infill the commercial zoning districts with 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, including hotel, pharmacy, restaurants and expanded retail services, by marketing for these types of businesses.
9. Take advantage of the Halfway Creek and Holland Bike Trail connections to the Great River State Trail by exploring opportunities for recreation/tourism business development opportunities.

Industrial Development

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

Economic Development Planning

14. Continue to utilize tax increment financing, and other similar tools, to promote economic development.
15. 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.
16. Encourage the aesthetic quality of business districts by designing and implementing high quality design guidelines through the use of the Village's Zoning Ordinance and site plan review. This is especially important for the Holmen Drive, Seven Bridges TIF District and Downtown areas, as they are highly visible and their success is important to the overall community character.
17. Before large areas on the Village periphery are rezoned for commercial or industrial uses, an independent analysis of the economic impact of commercial development on those lands on the Village and its existing business districts should be considered by the Plan Commission and the Village Board, particularly when tax increment financing is proposed. The developer should pay for the analysis, or pay the Village to perform the analysis.
18. 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.
19. Keep the Village offices and the Library in the Downtown to serve as the civic center of the community.

AGRICULTURAL & NATURAL RESOURCES

GOALS & OBJECTIVES

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

Objectives:

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

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

Objectives:

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

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

Objectives:

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

STRATEGIES

Agricultural Resources

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

Natural Resources

4. Protect environmental corridor features including waterways, floodplains, wetlands, groundwater recharge areas, steep slopes, wildlife habitat, scenic vistas and woodlands through continued implementation and enforcement of the Village subdivision ordinance, zoning and the official Village Map and supporting private preservation efforts when appropriate.

5. Require important natural resource features to be depicted on all site plans and preliminary plats and certified survey maps in order to facilitate preservation of these resources.
6. Use the Village's zoning, subdivision review and official mapping powers to protect the Halfway Creek corridor, Sand Lake Creek and bluffs.
7. Implement the recommendations of the Halfway Creek and Sand Lake Creek Watershed Hydraulic Study and Stormwater Management Plan. Work with surrounding jurisdictions, developers and the DNR to protect the creeks and work to reduce water quality problems resulting from poor development and agricultural practices. This includes working with the Town of Holland and the Town of Onalaska to encourage the installation and maintenance of storm drainage facilities at their expense.
8. Follow the Village stormwater plan and ordinance adopted in 2004, as may be amended.

COMMUNITY FACILITIES & SERVICES

GOALS & OBJECTIVES

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

Objectives:

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

Goal 2: Coordinate the location and public utilities and facilities with projected growth and development patterns.

Objectives:

- a. By coordinating the community facilities and services planning with land use and transportation planning.
- b. By continuing to direct new development to areas that can be efficiently and economically served by existing or planned Village streets, sanitary sewers, public water mains and stormwater management facilities.
- c. By encouraging efficient land use.
- d. By discouraging the proliferation of unsewered urban development.

Goal 3: Ensure affordable utilities and community facilities in Holmen.

Objectives:

- a. By evaluating new development proposals on the basis of their fiscal impact and their impact on service levels.
- b. By seeking grants, low-interest loans and alternative methods of funding improvements.
- c. By maximizing the use of existing utility systems.

Goal 4: Avoid environmentally sensitive areas when extending and constructing utilities and community facilities.

Objectives:

- a. By discouraging development that would require public water, sewer, gas and/or electric lines on land above 900 feet in elevation.
- b. By discouraging land disturbing activities on slopes greater than 12%.
- c. By encouraging the preservation of the maximum amount of native vegetation in construction areas.
- d. By encouraging the location of public buildings, such as schools, post office, library, etc. where they are accessible to users by walking, bicycling or driving a short distance.
- e. By continuing to discourage development below 700 feet in elevation (the floodplain area).

Goal 5: Maintain and improve the Village's parks and open spaces and provide recreational opportunities for residents and visitors of all ages.

Objectives:

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

STRATEGIES

Parks

- 1. Continue to collect parkland fees or require parkland dedication and/or trail rights-of-way for all new developments. Ensure that land accepted in dedication is either set aside for preservation or accepted only after size, access, buffering and facilities layout can be demonstrated as suitable for development. Continue to periodically review the dollar amount of fees in lieu of the land donation.
- 2. Parks should be designed with multiple access points, including sidewalks, from the surrounding neighborhoods.
- 3. Park facilities should be designed to meet the needs of all residents in the Village, including special groups such as the elderly, disabled, economically disadvantaged and pre-school age children. These facilities can be funded through impact fees, open space grants, subdivision dedications, user fees and general funds.
- 4. Continue to implement the Village of Holmen Outdoor Recreation Plan 2004-2010 and update the plan as necessary.
- 5. As open spaces are lost to development, it will be important to the community's future identify to have a public park system developed with facilities and nature areas. The Village should also work to develop a Village trail system.

- 6. Conduct regular (seasonal, annual or as appropriate) evaluation of park and recreation sources (programs, facilities and operations) to ensure that community needs are being met.

Schools

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

Utilities

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

- The Village can readily provide services, utilities and facilities to the area.
- The annexation is in an area designated for growth on the Village's Future Land Use Map.
- All public improvements, both off-site and on-site, necessary to serve the annexed area can be constructed and financed in accordance with Village standards and policies and with goals and objectives within this plan.
- The annexation area can be developed in a timely manner so the Village does not invest in development costs without the timely return of necessary fees and taxes.
- The increased tax base and overall benefit to the community of approving the annexation outweigh the actual financial impact on the community for providing police, fire, road maintenance and other public improvements and services to the annexation area.
- The area is consistent with existing or future boundary agreements.

11. The Village should monitor development activity annually to identify situations where the rate of Village growth is different (i.e. too fast or too slow) from that anticipated in the Village's Comprehensive Plan.
12. Use existing public water, sanitary and storm sewer to encourage growth in appropriate infill locations.
13. Refer to Holmen's Comprehensive Plan on an annual basis when updating the Capital Improvement Projects.

Cost Efficiency

14. Continue to require developers to pay all development costs and to install streets and utilities in new developments, not withstanding tax increment financing incentives approved by the Village Board.
15. Adequately maintain existing facilities. The Village should budget sufficient funds to perform major preventive maintenance of existing facilities. In general, the Village should not acquire or construct major new capital facilities unless the appropriation for the maintenance of existing facilities is secured and the Village can reasonably expect to maintain both facilities.

16. Require fiscal impact analyses of all major capital projects considered for funding. Such analyses should include, but not be limited to one-time capital costs, life-cycle operating and maintenance costs, revenues from the project and costs of not doing the project.
17. The Village should seek grants and funding for needed utility and facility improvements, including Tax Increment Financing (TIF), an Impact Fee Ordinance and Community Development Block Grants (CDBG).
18. Continue to require developers to extend infrastructure to the boundary of all new developments.

COMMUNITY CHARACTER

GOALS & OBJECTIVES

Goal 1: Identify, conserve and protect the community's cultural resources and archaeological and historic sites.

Objectives:

- a. By encouraging the preservation of historically significant buildings and in sites in Holmen.
- b. By encouraging the protection of the important archaeological sites in and around the Village.
- c. By ensuring the environmental and aesthetic qualities of the community are preserved or enhanced in a manner that is compatible with the community.

Goal 2: Maintain the welcoming, small-town character of the Village.

Objectives:

- a. By encouraging cultural activities through clubs, private organizations and foundations.
- b. By continuing to build community identity through revitalization of Main Street.
- c. By maintaining downtown Holmen as a community center with an emphasis on specialty retail, restaurants, cultural facilities, services and government and institutional land uses.
- d. By promoting and maintaining community parks and open space areas as social gathering places.

STRATEGIES

- 1. Apply Wisconsin Main Street Program principles to Holmen's downtown, including organization, design, economic restructuring and promotion of the downtown area.
- 2. Encourage the Holmen Historical Society to celebrate Holmen's downtown archaeological resources by participating in Historic Preservation and Archaeology Week, a statewide celebration to showcase grassroots preservation activities. The event is usually held in early May and information may be obtained through the Wisconsin Historical Society.
- 3. Make Star Hill a major community amenity by using it on banners, logos, etc.
- 4. During public development projects that have federal, state or local government involvement, continue to be aware of applicable laws to protect cultural resources, including:
 - Section 106 of the National Historic Preservation Act for federal projects
 - Wisconsin Statute § 44.40 for state projects
 - Wisconsin Statute § 66.1111 for location projects
 - Wisconsin Statute § 120.12 (21) for projects involving schools
- 5. Continue to strive to create an identity for the Village. Consider working with downtown property owners to create a unique streetscape design theme for the downtown that builds on a historic and/or natural resources theme. Also, continue to update and expand the Village's wayfinding signage and banners as necessary.
- 6. Encourage attractive infill development in the downtown area to create a destination for residents and visitors and to enhance the small town feel of the community.
- 7. Require new or re-developed parking lots in the Village's industrial park to have attractive landscaping or other screening and encourage landscaping and/or screening for existing parking lots.
- 8. Continue to provide street trees along downtown streets and gateway corridors. Do not block historical building facades and signage with trees, but do place trees where they could block undesirable views.
- 9. The Village should approve each individual development in the context of the larger picture not only as to how it will look itself, but how it will blend in with the rest of the community.

COLLABORATIONS & PARTNERSHIPS

GOALS & OBJECTIVES

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

Objectives:

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

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

Objectives:

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

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

Objectives:

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

STRATEGIES

1. Work together with the City of Onalaska, surrounding towns, and La Crosse County to develop compatible land use and zoning regulations.
2. Cooperate with the City of Onalaska, and Towns of Onalaska and Holland to determine the feasibility of combining City and Village services in order to save money and improve service delivery through the reduction or elimination of the duplication of services. This may be accomplished through cooperative agreements and other methods.
3. Jointly plan transportation and trail (bicycle and pedestrian) improvements and connections between the Village and neighboring communities.
4. Develop an intergovernmental boundary agreement with the Town of Holland to promote orderly development between the two communities.
5. Develop an intergovernmental boundary agreement with the Town of Onalaska to promote orderly development between the two communities.
6. Continue to maintain a cooperative boundary plan with the City of Onalaska to promote orderly development between the two communities.

7. Participate in planners' meetings proposed by La Crosse County to include planning and zoning administrators from area cities, villages and towns to discuss a predetermined subject.
8. Work with regional planning agencies to implement this Comprehensive Plan and coordinate regional planning efforts.
9. Continue to participate in existing intergovernmental cooperation efforts such as the Fire Department District.
10. Explore the provision of expanded regional transportation options for Holmen residents.
11. Support regional economic development efforts that are consistent with the Village's vision and goals.

LAND USE

GOALS & OBJECTIVES

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

Objectives:

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

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

Objectives:

- a. By supporting infill and redevelopment on lands that are vacant, blighted, or underutilized.
- b. By supporting development that is consistent with the extension of community facilities and services as identified in this comprehensive plan.
- c. By continuing to extend the existing pattern of development in the Village beyond the current limits, including neighborhoods that are interconnected and consist of a mix of housing types and sizes, and are 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 discouraging land disturbing activities on slopes greater than 12% and where elevations are below 700 feet or above 900 feet in elevation.
- b. By continuing to restrict development from wetlands and flood hazard areas.
- c. By working to minimize impacts from storm drainage from developments.
- d. By incorporating significant natural features in an environmentally sensitive way into new developments such as establishing buffer areas between new developments and Halfway Creek and Sand Lake Creek.
- e. By building on soils that have adequate bearing capacity and are suitable for excavation and site preparation, to the extent possible.
- f. By considering reserving potential scenic areas along the waterways, wetlands, and bluffs as public recreation areas.

STRATEGIES

1. Land disturbing activities are discouraged on slopes 12% to 20% and where elevations are below 700 feet or above 900 feet in elevation. Land disturbing activities in these areas may receive approval by the Village after review by Village Staff and Officials. Proposed land disturbing activities in these areas are highly encouraged to utilize Best Management Practices during and after construction. Erosion Control Plans must be submitted for development on slopes of 12% or more.
2. Land disturbing activities on slopes of 20% or more are limited to logging roads, access road developments, quarry operations, utilities installations, and areas where slopes $\geq 20\%$ are $< 4,000$ contiguous square feet. All other land disturbing activities need to occur >10 feet from slopes $\geq 20\%$. Proposed land disturbing activities in these areas are highly encouraged to utilize Best Management Practices during and after construction. Erosion Control Plans must be submitted for development on slopes of 20% or more.
3. Inform developers and potential developers about this comprehensive plan and the importance of their reviewing and understanding that it must be implemented prior to submitting an application for development.
4. Provide simple, clear application forms and written explanations of the Village development review processes and requirements.
5. When evaluating development, rezoning or annexation proposals, identify potential impacts to surrounding land uses and require that all adverse impacts be minimized or eliminated prior to approval. For example, existing residential areas should be adequately buffered from new institutional uses through the use of zoning setbacks, vegetative screening, berms, fences and/or walls.
6. The Village should support and encourage the development of senior housing, as well as businesses necessary to serve the aging population, such as pharmacies and clinics.
7. Maintain site and building design review criteria ordinances. New development and redevelopment projects (especially in the Downtown area, South Holmen Drive area, and Seven Bridges area) should include high quality site plan designs, landscape designs and building designs.
8. The Village should encourage site plans and building designs that locate garage doors, parking lots and loading in areas that will not dominate the visual environment from public right-of-ways and neighboring properties.
9. To the extent possible, institutional land uses such as school, churches, libraries, community centers, etc. should be located in areas where they will not have a negative impact on traffic flows and volumes in surrounding residential areas.
10. All future land uses should be internally designed with the concern for future development, whether immediate future or long term.
11. The Village should continue to ensure that all existing areas within the Village are adequately served with existing utilities.
12. The Village should require new development to be contiguous to existing development.
13. 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.
14. 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.
15. Where practical, infill areas within the existing Village boundaries.
16. As the Village grows, support the development of commercial areas to serve new neighborhoods, such as small offices, restaurants, grocery stores, etc. to provide these residents with every day conveniences that other Village residents enjoy.

17. The Village should preserve waterways, wetlands and bluffs as recreation sites as development occurs in those areas. Encourage these lands to be protected under permanent or scenic easements during the development review processes.