

Town of Holland, Wisconsin

# Volume 1: Comprehensive Plan

Goals, Objectives, and Actions  
October 2006



**Town of Holland**

**Goals, Objectives, and Actions**

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**Schreiber/Anderson Associates, Inc.  
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**Town of Holland Comprehensive Plan**  
**Goals, Objectives, and Actions**  
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# I INTRODUCTION

## Introduction

The Town of Holland is located along the Great Mississippi River Valley and the driftless area, which consists of dramatic bluffs and coulees. It is also within the northern region of the La Crosse metropolitan area, partially surrounding the growing Village of Holmen. Holland is just north of the City of Onalaska, Town of Onalaska, and the City of La Crosse. The Town is home to numerous natural and cultural resources, long-term working farms, and growing neighborhoods.

The Town has experienced significant growth and development in recent decades, with an almost 40 percent growth rate occurring from 1990-2000. The Town's location and natural beauty continue to attract new residents and businesses, particularly as La Crosse metropolitan area cities and villages reach closer to the limits of their developable areas. Holland's direct access from the metro region along STH 53 also contributes to recent growth figures.

This Plan aims to balance new growth and development with the preservation of existing neighborhoods, natural and cultural resources, and active farming. There is a concern among many Town residents that unplanned and uncoordinated development will rapidly erode the community's rural character, damage natural and cultural resources, and cause a significant increase in property taxes. At the same time, residents expect to preserve their private property rights and ability to develop lands freely.

This Plan provides a guide for planned development in a timely, orderly and predictable manner to preserve the community's unique qualities, avoid land use conflicts, and provide housing and employment opportunities for all residents.

## 20-year Vision

The Town of Holland will endeavor to provide a variety of quality housing choices for all residents regardless of age, income, or special needs. The Town will preserve natural features in new development and transfer the cost of infrastructure development to the developer when appropriate. Transportation throughout the community will be provided for a variety of modes choices, and coordination with other jurisdictions will enhance planning and construction efforts. Holland will continue to provide sufficient public services in a cost effective manner and improve outdoor recreation facilities as dictated by residential demand. Encouragement of increased economic opportunities will be commonplace, and active agriculture will continue. The sustainability of the community will be enhanced through careful land use planning and intergovernmental coordination.

## Plan Purpose and Use

The Town of Holland's Comprehensive Plan establishes an overall strategy for the growth and conservation of the Town. It updates and replaces the *Holland Town Plan, La Crosse County, Wisconsin 1995-2020*. This Comprehensive Plan guides short- and long-range growth, development and preservation decisions. The purposes of this Plan are to:

- Identify areas appropriate for development and preservation over the next 20 years, and serve as a reference for development application reviews.
- Recommend types of land uses for specific areas of the Town.
- Preserve natural and cultural features and prime farmland for future generations.
- Provide a basis for intergovernmental cooperation.
- Identify needed transportation and community facilities to serve existing and future land uses.
- Guide the preparation of annual Town budgets.
- Communicate the Town's desired future to the Town Board, commissions and committees, staff, residents, landowners, developers, neighboring communities, and others.
- Protect the public health, safety, and welfare.
- Maintain and improve the current quality of life for Town residents.

This Plan has been prepared under the State of Wisconsin's Comprehensive Planning Law, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. It meets all of the Law's elements and requirements. It is important to note that the law requires all Town land use decisions be consistent with this Plan.

Additionally, the Plan is a working document and is intended to be reviewed and updated at least once every five (5) years. The review will serve as a checkpoint to ensure that the document is providing clear direction and that it remains consistent with community goals, values, and needs.

## Comprehensive Plan Format

This Plan is composed of two documents.

**Volume One: Comprehensive Plan (Goals, Objectives, and Actions).** The Plan, this document, contains Holland's goals, objectives, policies, recommendations and actions for the next 20 years. It contains the following eight (8) elements:

- Housing Element
- Transportation Element
- Utilities and Community Facilities Element
- Agricultural, Natural, and Cultural Resources Element
- Economic Development Element
- Intergovernmental Cooperation Element
- Land Use Plan
- Action Element

This volume also contains all of the Plan maps.

**Volume Two: Existing Conditions Report.** This report describes current and past conditions, planning efforts, opportunities and issues to be addressed in each of the required plan elements. It consists of a series of reports, or elements. The

Existing Conditions Report contains nine chapters, as required by the planning law, and relevant appendices.

The two volumes cover the information the State of Wisconsin requires to be in a comprehensive plan. The purpose of the two reports is to create a user-friendly plan that separates the background material from the Town's current goals, objectives, policies and recommendations.

## Planning Process

The planning process has involved extensive public input throughout. The following formal public participation activities have been conducted. All public meetings and events have been properly noticed.

1. Town Survey
2. Visioning Workshop
3. Photo Survey
4. Public Meetings with Plan Commission and Town Board
5. Land Use Scenarios Workshop
6. Open House
7. Public Hearing

### 1. Town Survey

The Town of Holland assembled questions about a variety of topics that exist within the community including housing, transportation, and land use. These questions were then incorporated into a Town Survey for two reasons: 1) to facilitate a community discussion about long-term issues related to these topics; and 2) to collect community sentiment concerning these topics. The survey was performed as part of the Town of Holland Comprehensive Plan. Results of the survey were incorporated into this Plan, and used to help generate goals and objectives to determine actions for implementation.

The Town Survey was mailed to 1,079 households on January 29, 2006. Surveys were accepted until March 28, 2006. During this time, 406 surveys were returned for a 37.6% return rate.

The remainder of this evaluation will discuss the primary findings of the survey. It is important to note, however, that percentages listed were determined by calculating individual responses for each question. This means that the survey population (n) for each question may vary throughout the analysis as some respondents didn't answer all of the questions within the survey. Analyses for the Town Survey are presented below after the question for which they were provided, and by topic.

### Quality of Life

#### **What are the 3 most important reasons for you and your family to live in the Town?**

Respondents listed "rural atmosphere" (18.7%) as their primary reason for residence within Holland. The second highest response was "like the property / site" (18%), and the third highest response was "natural beauty" (8.2%). All of these responses seem interrelated,

specifically, they identify perceived qualities of the environment as the most desirable attributes for town living.

### Public Services

#### **How do you rate the following public services and facilities?**

All of the public services listed ranked a response of “satisfied” (schools, police, fire, etc.). This would indicate that residents are happy, or at least not unhappy, with the current provision of services provided at both the town, and county level. The only topic to rank “very dissatisfied” was an open-ended “Others” category that was not tabulated. Still, only 12 respondents selected this ranking, and while cause for some concern, should not be perceived as a major public shortfall on a local, or regional scale.

### Transportation

#### **For the following questions please provide your opinions. Your choices are Strongly Agree (SA), Agree (A), Disagree (D), Strongly Disagree (SD), No Opinion (NO).**

Respondents were asked about the quality and importance of current and future transportation options within the township. The greatest percentage of respondents selected “Agree” to each of the sub-questions. Namely, they agree that the current road network meets local needs (70%), the current condition of Town roads is adequate (72%), biking and walking are important modes of transportation in the Town (47.2%), and there should be expanded transportation services for the elderly (40.6%). The lowest ranking response for “Agree” was the last sub-question about elderly transportation, it also rated the highest “No Opinion” ranking (28.6%). These responses indicate an acceptable level of local road maintenance has been achieved, and there may be a need for increased multi-modal transportation in the future (bike, pedestrian, transit).

#### **Please identify dangerous intersections in the Town and explain why each is dangerous.**

There were 35 locations identified as dangerous for this question. The intersection of “MH & Briggs” received the most responses (32/121). The second most common response was “53 & Sylvester” (10/121). The third most common location was the “35/53 interchange/overpass” (7/121). There were a number of responses that numbered less than seven, with many “1’s” and “2’s”. The clear indication is that the “MH & Briggs” location presents the most problems for individuals who responded to the question.

#### **Would you support the inception or expansion of the following transportation opportunities? (check all that apply)**

Trail development for snowmobiles, hiking, biking, and ATV use, along with rail, air, and shared-ride options were all listed for selection. The clear favorites were “Hiking Trails” (28.3%), and “Biking Routes” (28%). The next highest percentage of response was for expansion of “Town/County Roads” with 12.7%. Clearly, there is a call for increased recreation/transportation facilities for dedicated hiking or biking travel.



Land Development**How would you rate current efforts by the Town to regulate and guide development – how much development occurs, where it is built, and the types of development (residential, commercial, industrial)?**

The highest percentage of respondents (31.6%) replied there was “about the right amount of planning and regulations directing development”. There were relatively equal percentages of respondents who either felt there was “not enough planning” (26.5%), or who had “no opinion” (27.5%). Only 13.9 percent of respondents felt there was “too much planning, regulations” within the Town. The responses seem to indicate the realization that at least some level of planning and regulation is important for the development of land.

**How would you describe how fast development is occurring in the Town?**

A majority of respondents (53%) indicated the rate of development in the Town was “Too fast”. Another 39.1 percent of respondents feel the rate of growth is occurring “About right”. Only 2.3 percent of respondents think development is occurring “Too slowly”. These results seem to indicate many residents of Holland would be interested in exploring methods to slow the rate of land development.

**Which of these statements best describes how you want the Town to look 20 years from now?**

161 (39.5%) respondents selected “As it looks now, but with some more business & residential”. An additional 23 percent selected “As it looks now”. This would seem to indicate most residents would like to see the Town maintained, though it is unclear if they are referring specifically to the density of uses, or the ratio of differing land uses, though there seems to be a demand for increased business activity.

**The statements that follow suggest choices about future directions for growth and development in the Town. Please let us know if you agree, disagree, or have no opinion on each statement by placing a check in the appropriate box next to the statement.**

Most respondents agreed that the Town should be mostly rural, it should promote preservation of farmland, new development should occur near existing development, natural resources should be protected, intergovernmental cooperation is important, and agricultural business should be promoted. Most also feel small family non-farm businesses should be allowed in Holland, historic homesteads should be preserved, signage ordinances should be adopted, there should be programs that purchase natural areas, and the Town should work on projects to improve water quality.

Most respondents disagreed with reducing regulations so that homeowners can more easily develop land. They also did not feel traffic is a problem in the Town. There seemed to be an approximately similar amount of residents who either favored (43.7%), or opposed (41.5%) industrial development, and those who felt land use conflicts between agricultural and residential areas was a problem (33/29/37, Agree/Disagree/No Opinion).

Economic Development**Which types of new businesses would you like to see developed in the Town in the future?**

A variety of options were listed for this question. Overwhelmingly, there seems to be a call for increased commercial development within the Town. Uses including “Retail Sales”, “Restaurants/Taverns/Bar”, “Tourism Related...”, and “Lodging” all received “Yes” responses of over 50 percent. The highest percentage of response was for “Quarrying/Sand & Gravel pit operations” where over 63 percent of respondents selected “No”.

Housing**Housing is an important part of how a community grows. We would like your opinion about the development of housing in our community. For the following questions your choices are: Strongly Agree (SA), Agree (A), Disagree (D), Strongly Disagree (SD), No Opinion (NO).**

The highest percentage of respondents agreed, or strongly agreed, with the following statements or housing types: “your local jurisdiction should focus on maintaining existing housing quality”; “single-family housing is needed”; “affordable housing is needed”; “elderly (senior) housing is needed”; “starter (first-time) homes are needed in the Town”. A majority of respondents either disagreed, or strongly disagreed, with the following statements: “duplexes (2 units) are needed”; “apartments (3 or more) needed”. These statements indicate residents of Holland are more favorable to single-family housing as the preferred residential building choice, although they also realize there needs to be some affordable housing available for first-time homebuyers or senior citizens.

**Which of the following options best describes your ideas of where new housing should be located in the Town?**

Respondents were asked to rank desirable housing locations on a scale from “1” to “5”, where “1” is the most desirable location, and “5” the least desirable. The majority (64.9%) of respondents ranked “In and near the developed areas” as their first choice for new housing locations. The second-ranked selection (44.8%) was “In and near existing, rural concentrations of homes”. “Scattered on large lots (35+ acres)...”, and “Directed to newly proposed rural subdivisions (4 or more lots)” were both ranked least desirable by the highest percentage of residents. Responses seem to indicate the desire for development to occur in established residential areas.

**Would you prefer housing build in a traditional layout of one house per 35 acres, or a “cluster design” of houses?**

There was a pretty even distribution between those who preferred 1 unit/35 acre development (32%), those who thought clustering homes was a better idea (38%), and those who did not know or needed more information (29.2%).

**If you believe the Town should retain its rural character, what steps do you think the Town should take to keep this rural character?**

Respondents were asked to choose between a number of alternative methods of rural preservation, including purchase of development rights (PDR), encouraging large-lot zoning, encouraging cluster development, etc. The highest percentage of votes (18%) was for “Encourage large lot zoning”, followed by “Have Town purchase green space for preservation” (17.6%). “Encourage cluster development” received the next highest

percentage of responses with 109 (15.3%). It would appear there is a desire to maintain the “open” characteristics of the rural environment present in Holland today. How to do that, however, seems a tougher match. As previous responses have shown, there is a relatively even split between those who feel large-lot zoning will preserve rural character, and those who feel clustering development and maintaining open spaces as part of that development is a better method.

#### Rural Preservation (PDR)

##### **Do you support the Town’s purchase of development rights (PDR) from willing landowners for agricultural, preservation and/or recreation purposes?**

The majority of respondents (55%) selected “yes”. Approximately similar percentages of response were tallied for respondents answering “No”, “Unsure”, or “Depends”. For those who thought it would “depend”, many were wondering about the specific costs of the program. The answers suggest there is interest, but that interest is tempered by the possibilities of high program implementation costs.

##### **If you would support spending additional tax dollars for a PDR program, how much per \$1,000 of land value would you be willing to pay in additional taxes toward such a program?**

As indicated in a separate question about support for a PDR program, most (55%) of the respondents supported this concept. As a follow up, when asked how much they would be willing to spend to support the PDR program, over 62% of respondents indicated they would be willing to contribute some monetary support. Contributions ranged from \$0.10 to over \$1.00 per \$1,000 of assessed value. The remainder of respondents to this spending question reported that they would prefer not to pay anything for the program, or \$0 (37.8%). Most successful PDR programs require \$0.50 to \$1.50 per \$1,000 assessed valuation for program administration and purchase funds.

#### Natural and Cultural Resources

##### **Please indicate, in your opinion, about the importance of natural and cultural resources in your community. How important is it to protect the follow resources?**

“Essential” was the selected level of importance for most resources listed. These include farmland, woodlands, wetlands, floodplains, hillsides, streams, wildlife habitat, scenic views, rural character, and air quality. Resources that recorded “Important” or “Very Important” rankings included historic sites, parks, and open space. No resources were selected as “Not Important” by a high percentage of respondents. Overall, it is apparent that residents value all natural or cultural resources present within the Town of the Holland.

#### Biggest Issues

##### **In a word or two, what do you believe are the 2 biggest issues, in order of priority, facing the Town?**

Respondents supplied a wide range of responses to this question including thoughts on rural character, the farming economy, land use control, schools, and population growth. However, there emerged two primary concerns: 1) too much “uncontrolled” development/growth outpacing infrastructure; and 2) high taxes/property taxes/tax base. Residents seem concerned about the future of the Town, especially as it concerns growth and increased costs of service provision.

## **2. Visioning Workshop**

In December 2005, the Town conducted the first large public meeting to create an overall vision for the community. Visioning is a useful tool in the early stages of long-range comprehensive planning process because it establishes a framework for ideas and information based on community members' preferences for their community's future rather than just based on data and trends.

The visioning process allowed community members to articulate their opinions and values individually and in an open forum and comfortable environment. Specifically, people participated in a group discussion about key Town issues.

The workshop began with participants engaging in a “postcard exercise.” People were asked to imagine it is the year 2025 and to think about and write down the Town's most important attributes and the places people will visit – neighborhoods, natural resources, businesses, etc. In particular, each member briefly described what a visitor would “see” and “feel” during a visit to the Town 20 years in the future, and then they shared their one aspect of their postcard with their small group.

The primary activity consisted of small groups writing down and discussing the most important issues and opportunities in the Town related to the following general topics:

- Transportation
- Natural, Agricultural and Recreational Resources
- Growth and Development

Similar ideas were then grouped and prioritized.

The results of the household survey, stakeholder interviews and visioning workshop served as the foundation for the Plan's goals and objectives.

## **3. Photo Survey**

Between June and August, 2006 community members ventured out into the township to capture current images of places, structures, and environments they liked or did not like. The purpose was to create a baseline “snapshot” in time against which progress on implementation of the Comprehensive Plan can be measured. A second benefit is identification of “likes” so the community can work toward ensuring these places, structures, or concepts remain or are enhanced through the planning effort.

There were 49 photos returned for consideration in the plan. Photos were inserted into the Goals, Objectives, and Actions document to illustrate or to help explain the intent of the action or goal described.

## **4. Public Meetings with Planning Commission and Town Board**

The Town Board designated the Planning Commission the body responsible for creating the comprehensive plan. The Commission is comprised of elected and appointed officials. The Planning Commission guided the public participation activities throughout the process, such as providing direction for the survey, stakeholder interviews, visioning and land use

scenarios workshops. Planning Commission meetings were well attended by interested citizens, property owners, and others, who actively participated in the meetings by asking questions and providing input. All meetings were properly noticed pursuant to Wisconsin State Law.

### **5. Land Use Scenarios Workshop**

In June, 2006 community participants were given the opportunity to identify future land uses on a map of existing land use within the Town of Holland. The exercise included a discussion about the existing Land Use Plan, access and environmental limitations, differences between planning and zoning, and land use categories. The consultant took the results of this meeting (3 maps) and digitized one copy for further review. Review occurred at the August meeting of the Holland Planning Commission.

The result of this process is Map #8-1 “Future Land Use” which was presented to the public as part of the adoption process identified in items #6 and #7 below.

### **6. Open House**

The Open House was held on December 5, 2006 from 5:00-7:00 p.m. The purpose of the event was to provide residents and other stakeholders with the opportunity to review maps and documents associated with the Comprehensive Plan. There was also a formal presentation that highlighted some of the main themes of the Plan and discussed how it gets used in decision-making. Attendees could provide written or verbal comments during this event.

### **7. Public Hearing**

As required by State Law, the Town conducted a public hearing prior to adopting the Plan by ordinance. The public hearing was conducted by the Town Board following the 30-day review and comment period.

Add...

## 2 HOUSING

This element includes a compilation of goals, objectives, and actions to guide the future development and character of housing in the Town of Holland. Major themes/issues that emerged from the Town Survey relating to housing include:

- Most residents of Holland are more favorable to single-family housing configurations;
- There should be some form of affordable housing available for first-time homebuyers or senior citizens;
- When asked where new housing should be built, a majority of respondents (65%) responded “In and near developed areas”.

**Goal 1: The Town of Holland will contain a variety of quality housing choices for all residents, including different age, income, and special needs.**

**Objective 1-1: Consider the construction of new housing that is affordable for people who live or work in the area. This may include multi-unit housing in certain locations of no more than 4-unit configurations. Update ordinances to accommodate.**

Action 1-1a: Work with La Crosse County to update the Zoning Ordinance, Maps, and related administration (e.g., fees) to provide for a wider variety of residential land use categories.

Action 1-1b: Encourage multi-family, higher density single family, and senior housing to be developed in or adjacent to the Village of Holmen, or developed areas with convenient access to daily or frequent necessities and urban services, and transportation facilities.

Action 1-1c: Consider allowing “granny flats” or small apartments (studio or 1-bedroom) within single-family structures to provide affordable housing choices for elderly residents, individuals, or small families.

Action 1-1d: The Town should monitor the regional availability of housing for various income levels, age groups and persons with special needs.

**Objective 1-2: Encourage investment in existing housing units to maintain and enhance the Town’s current supply of housing.**

Action 1-2a: Encourage neighborhood (subdivision) designs and locations that protect

residential areas from infringement by incompatible land uses, promote connectivity of road and environmental systems, and preserve rural character.

- Action 1-2b: Direct interested residents to area organizations that provide loan information and assistance on home maintenance programs.
- Action 1-2c: Promote the preservation of historic properties in the Town, and consider creating or participating in local historic preservation programs.
- Action 1-2d: Monitor the performance of the septic systems as it relates to the quality of housing in the Town. Monitor the County's records of failing septic systems in the Town to determine if groupings of areas are experiencing problems and if/how/when the problems are resolved.
- Action 1-2e: Consider creating a property maintenance ordinance that allows for the effective control of dilapidated structures or properties.
- Action 1-2f: Consider the impacts on the housing units when planning for public improvements.
- Action 1-2g: Ensure that housing units have adequate access to public services and facilities; for example, streets serving residential areas are adequately designed and maintained.

**Objective 1-3: Encourage the development of housing dedicated for senior citizens. This may include allowing increased density in certain areas deemed appropriate for multi-unit development.**

- Action 1-3a: Work with La Crosse County and other local governments to forecast increased needs for senior housing and evaluate existing supply. This should include provisions for development of new housing and a regional plan for location of, and programs for, senior housing development.
- Action 1-3b: Encourage development of dense residential uses, such as senior housing, in places with adequate infrastructure to support building facilities and the increased needs of residents. This includes making accommodations for special needs populations including the elderly that require access to pharmaceutical or physical care.
- Action 1-3c: Work with the La Crosse County Human Services Department to provide education and materials to residents experiencing limitations due to aging. Work with other local community groups to develop programming to help residents perform routine tasks such as yard maintenance.



**Goal 2: The Town of Holland will preserve natural features in new housing developments.**

**Objective 2-1: Explore ordinances that maintain certain levels of green / open spaces (such as cluster subdivisions) in new developments.**

- Action 2-1a: Collect cluster/conservation ordinances from other communities for addition to the subdivision ordinance.
- Action 2-1b: Appoint an ad hoc committee to investigate conditions and inclusions for a cluster/conservation ordinance for local use.
- Action 2-1c: Determine parameters of the potential ordinance as a supplement to design criteria, or as a mandated design initiative for all new development.

**Objective 2-2: Investigate making adjustments to existing County Zoning classifications for different residential use classes.**

- Action 2-2a: Work with other local governments and La Crosse County to identify additional residential classifications within the zoning code to increase the density of multifamily development in appropriate areas (Residential District “C”).
- Action 2-2b: Work to create a planned unit development (PUD) classification that would allow site plans to contain a variety of land uses currently not allowed under current zoning and to provide increased residential options within new development.

**Objective 2-3: Ensure new housing will preserve rural character.**

- Action 2-3a: Enforce current 22,000 square foot minimum lot size to ensure adequate septic field capability and explore increasing lot sizes where appropriate.
- Action 2-3b: Work with developers for appropriate structure siting to maintain natural features in subdivisions.
- Action 2-3c: Utilize existing platted lands prior to those that are unplatted.
- Action 2-3d: Control housing development through site investigations focused on slopes, soil classifications, and other metrics important for rural character preservation including retaining important rural structures. Ensure bluffslands are protected from unnatural alteration.



Action 2-3e: Provide open space in new residential developments to transition between developed and rural areas.



*This barn remodel, now used for residential use, illustrates one way to preserve rural heritage by maintaining traditional structures and design elements.*

### **Goal 3: The Town will not be financially burdened by new residential development.**

#### **Objective 3-1: Investigate development of impact fees to ensure the cost of development is borne upon developers, not existing residents.**

Action 3-1a: Investigate new and changing state legislation to determine if new fees that are to be paid for by the developer are legally allowable.

Action 3-1b: Determine appropriate costs for the investigation and development of infrastructure to service new developments and charge these fees to the developer. Fees should include time for qualified individuals, such as the building inspector or Town engineer, to make sufficient determinations of cost and to measure the appropriateness for development.

#### **Objective 3-2: Work with appropriate entities to ensure sufficient existing and future capacities for needed infrastructure (schools, etc.).**

Action 3-2a: Work with school districts and other entities to determine population thresholds for necessary expansion and in planning for appropriate increases to infrastructure incrementally over time.

Action 3-2b: Communicate the impact of large developments to residents of the Town in terms of the costs of service provision. Refer to the *Understanding the Cost to Provide Community Services in the Town of Holland, La Crosse County, Wisconsin (2006)* report.

# 3 TRANSPORTATION

This element includes a compilation of goals, objectives, and actions to guide the future development and maintenance of various modes of transportation in the Town of Holland. Major themes/issues that emerged from the Town Survey relating to transportation include:

- The current road network meets local needs and is in adequate condition;
- Residents feel biking and walking are important modes of transportation;
- There should be expanded transportation services for the elderly;
- There is some interest in developing hiking trails and/or biking routes;
- The intersection of “MH & Briggs” was identified as dangerous.

**Goal 1: The Town of Holland will work with La Crosse County and neighboring jurisdictions to provide a safe, efficient and economically sound transportation system that meets the needs of all its residents, businesses and visitors.**

**Objective 1-1: Maintain and improve a balanced, efficient and low-cost transportation system. This system should take advantage of the existing infrastructure and accommodate a variety of transportation choices including driving, walking, biking and rail.**

Action 1-1a: Work to provide multimodal connections between local jurisdictions and regional attractions.

Action 1-1b: Coordinate the provision and improvement of transportation infrastructure with land use and development in and adjacent to the Town.

Action 1-1c: Continue to participate in the La Crosse Area Planning Committee (LAPC), the region’s metropolitan planning organization (MPO).

Action 1-1d: Explore establishing an ad hoc committee to determine preferred routes for bicycle travel on existing roadways. This committee could also examine the best place to make connections between recreation facilities and other destinations for trail users. Ideas should be articulated into a multi-year transportation improvements plan.

Action 1-1e: Establish periodic (3-5 year) development and update of a Capital Improvement Plan (CIP) to forecast future spending based on infrastructural needs.

**Objective 1-2: Improve safety problems at key or busy intersections and existing or potentially hazardous areas (eg. “MH and Briggs”).**

Action 1-2a: Explore alternative methods of traffic calming, especially in new

subdivisions where roadways are being constructed.

Action 1-2b: Request increased law enforcement at dangerous intersections caused by excessive speeding.

Action 1-2c: Keep a log of accidents and intersection complaints to provide to traffic engineers when they are planning rebuilding, resurfacing efforts.

Action 1-2d: Work with the State, La Crosse County, and the LAPC to create on-road bicycle facilities (e.g. bike lanes and paved shoulders) in conjunction with roadway reconstruction and determine appropriate bicycle route signage.



*Intersections like this one at the STH 35 off ramp are considered dangerous by some local residents.*

**Objective 1-3: Work to improve the existing Town and regional transportation system to make sure it meets the needs of residents who are elderly or disabled.**

Action 1-3a: Work with La Crosse County Human Services Department and other appropriate entities (churches, etc.) to identify increased transportation opportunities for disabled and aging residents.

Action 1-3b: Explore shared-ride taxi services, volunteer organizations, and other structures for semi-public transportation.

**Goal 2: The Town’s transportation system will be designed to protect the rural character of the Town and minimize impacts on the natural environment to the greatest extent possible.**

**Objective 2-1: Where feasible, new and expanded roads and driveways should be aligned to conform to the natural contours to minimize required earthwork (cuts and fills) and avoid environmentally sensitive areas such as wetlands or extreme topographical features (bluffs).**

Action 2-1a: Ensure the layout of new or expanded road be adapted to the topography, unique natural features, and environmental constraints of the site.

Action 2-1b: Disturbance for the construction of roads should be kept to a minimum.

For example, existing farm/rural roads should be incorporated into the design of the proposed development to alleviate the need for additional site disturbance.

**Objective 2-2: Examine and enforce current ordinances related to road grading and driveway development.**

Action2-2a: Periodically revisit the Driveway & Culvert Ordinance (#3-2002) to ensure the standards set in the rule are adequate. Adjust setbacks and other measures as appropriate to reflect community sentiment and maintain local aesthetic.

**Goal 3: Complete development of the major collector that will run in a north-south direction for one mile from CTH MH to Old NA.**

**Objectives 3-1: Maintain a right of way for a new major collector running north to south from CTH MH to Old NA.**

Action 3-1a: Consider extension of this facility north for a connection to STH 35 as demand dictates.

Action 3-1b: Work with designers to ensure the roadway is maintained as a two-lane facility.

# 4 UTILITIES AND COMMUNITY FACILITIES

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



# 5 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This element includes an analysis of existing agricultural, natural and cultural resources in and around the Town of Holland. The chapter presents goals, objectives and policies for the conservation and promotion of effective management of agricultural, natural and cultural resources in the Town. The Town Survey revealed many important elements for consideration. These include:

- The protection of natural beauty is paramount. Survey respondents selected “rural atmosphere”, preference for the property/site they bought, and “natural beauty” as the primary reasons they live in Holland.
- 55 percent of survey respondents would support a Purchase of Development Rights (PDR) program. Of these, over 62 percent reported they would be willing to contribute tax support for program development.
- “Essential” was the selected level of importance for most natural and cultural resources listed in the survey. These include farmland, woodlands, wetlands, hillsides, streams, scenic views, air quality, etc.

**Goal 1: Preserve the Town of Holland’s agricultural resources - including productive agricultural land, waterways, groundwater, and woodlands – for this and future generations.**

**Objectives 1-1: Protect environmentally sensitive areas to preserve natural resources, current residential densities, and community character.**

Action 1-1a: Enforce wetland and shoreland regulatory requirements enforced by La Crosse County and the DNR.

Action 1-1b: Explore developing additional local standards for environmental protection including requirements for natural features preservation during the development review process. This may also include developing additional standards within the subdivision code such as increased setbacks from identified wetlands, etc.

**Objective 1-2: Agriculture on productive and potentially productive farmland in the Town of Holland should be preserved and protected from, depending on the location, any development or premature development while respecting private property rights.**

Action 1-2a: Create a Purchase of Development Rights (PDR) program to compensate willing property owners for not developing their land.

Action 1-2b: Create a PDR Committee to explore program development criteria for eligible purchases, delineate potential areas for protection, and determine costs for implementation. This may include development of a study to project costs and land consumption over time.

Action 1-2c: Work with local and regional committees to strengthen the local farm economy and ensure the viability of active agriculture within the La Crosse County region.

Action 1-2d: Identify agricultural programming through local, regional, or state entities for education and/or funding resources available to sustain active agriculture.



*Active farmland in the Town of Holland.*

**Goal 2: Enhance public access, use and enjoyment of the community’s natural and recreational resources.**

**Objective 2-1: Work with La Crosse County and the Village of Holmen to establish and maintain an efficient system of parks, trails, pedestrian pathways, bicycle routes and greenways to provide access and linkage to natural and recreational resources in and around Holland.**

Action 2-1a: Support the development of new parks within and near areas where significant residential development is occurring. With the parkland dedication requirement, plan for key park facilities by site or area to prevent overlap and enhance Holland’s park resource offerings.

Action 2-1b: Emphasize the value of the Town’s natural resource areas as focal points of natural beauty and recreation that contribute to the community’s identity, and as economic benefits to the Town, region, and State of Wisconsin.

**Objective 2-2: Ensure high quality and sufficient quantity of water in the Town; protect groundwater, aquifers, and surface water in the Town.**

Action 2-2a: Encourage land use patterns and practices that are environmentally sensitive and that do not disrupt the natural hydrological system.

Action 2-2b: Explore the development of a stormwater management ordinance that

ensures appropriate stormwater control. Examples include development of rain gardens, detention, retention, infiltration and wetland restoration and other systems to increase groundwater recharge and reduce excess runoff.

Action 2-2c: Encourage best management practices (BMP's) to control erosion and sedimentation during construction.

Action 2-2d: Discourage the regrading of large areas that may alter natural drainage patterns.

Action 2-2e: Determine the call for, and appropriateness of, a groundwater overlay district in areas where water supplies are threatened.

**Goal 3: Preserve the Town of Holland's natural resources - including productive agricultural land, the bluffs, prairies, scenic views, waterways, wetlands, woodlands and wildlife habitat – for this and future generations.**

**Objective 3-1: Protect environmentally sensitive areas to preserve natural resources, support and grow the local economy, maintain a high quality of life, and promote the Town's identity as a memorable place to live and visit.**

Action 3-1a: Work with La Crosse County and relevant agencies to continue to update the Environmental Features Map (Map 5.1) to show environmentally sensitive areas such as wetlands, lakes, rivers, streams, floodplains, woodlands, remnant prairies/grasslands, etc.



*Amsterdam Prairie and local topography.*

Action 3-1b: Promote conservation development in environmentally sensitive areas and areas with unique environmental features. This means clustering new buildings and protecting scenic areas.

Action 3-1c: Consider establishing an “environmental impact assessment checklist” as part of the development review process to ensure unique environmental characteristics of the site are considered before development occurs.

**Objective 3-2: Work to educate and inform the public about natural resources preservation. This may include discussions about conservation easements, or “green” environmental practices.**

Action 3-2a: Work with UW-Extension to assemble and disseminate information about “green” practices and tools the Town can use to preserve natural resources in the long-term.

Action 3-2b: Involve the public in discussions about future preservation efforts throughout all stages of planning. This may include holding public listening and information meetings to gather feedback on potential efforts like purchase of development rights (PDR) programming in Holland.

**Goal 4: Identify, conserve and protect the Town’s cultural, historical and archaeological resources.**

**Objective 4-1: Encourage the preservation of the Town’s rural historic character.**

Action 4-1a: Preserve and protect structures that may be historically significant as identified by local residents, regional groups, or the State of Wisconsin’s AHI (Architecture and History Inventory). Work with citizens, organizations, or special interest groups to identify these properties.

Action 4-1b: Consider developing a Town of Holland Landmarks Commission to identify and preserve historically significant structures or places. This may include the development of special “Town of Holland Landmarks Commission” plaques to identify unique places.

Action 4-1c: Work with the local building inspector and La Crosse County to enforce property maintenance codes to help maintain rural residential quality and architecturally significant structures.

**Objective 4-2: Identify and protect cultural, historic and archaeological resources, sites, and buildings in the Town.**

Action 4-2a: Encourage the preservation of historically and architecturally significant structures/places and archeological resources in the Town.

Action 4-2b: Work with the Mississippi Valley Archeology Center (MVAC) to identify archeological sites and seek National Registry for such sites for their permanent protection.

# 6 ECONOMIC DEVELOPMENT

The economic development element includes goals, objectives, and actions to help guide the development of economic resources within the Town. This element also includes an assessment of local strengths and weaknesses with respect to attracting and retaining businesses. The Town Survey identified an overwhelming desire for increased economic development in the Town. Preferred types of uses include:

- Retail sales
- Restaurants/taverns/bars
- Tourism-related
- Lodging



*The Seven Bridges Bank facility was identified in the Photo Survey as a preferred business development.*

Survey respondents were generally unreceptive to the further development of “Quarrying/Sand & Gravel pit operations” with over 63 percent rejecting this use.

## Strengths and Weaknesses for Economic Development

Wisconsin State Statutes require that this element discuss the strengths and weaknesses of Holland to attract, retain, and build economic capacity. The following two paragraphs summarize the assets and liabilities present within the local community.

**Strengths:** The Town enjoys exceptional local access to the regional highway system. USH 53 and STH 35 both traverse Town boundaries, and provide access to other more regional transportation networks including freight, rail, and shipping facilities in nearby communities. Holland also provides plenty of undeveloped land that could be utilized by both developing industries and residential contractors to provide corporate campus-type development. Close proximity to other industries within La Crosse County is also a local attribute.

**Weaknesses:** Meetings for the preparation of this Plan with the Planning Commission and residents of the community revealed the economic development outlook for the Town is less than it could be without a localized water or sewer system. Many noted that business owners, industries, and commercial uses require pressurized water systems to ensure sufficient product delivery and timely service provision. The Town is also located within a region that contains many other municipalities with more advanced service capacity, including the City of La Crosse that also provides direct access to Interstate 90.

The following goals, objectives, and actions are presented to help guide the development of economic resources within the Town.

**Goal I: Encourage economic opportunities that enhance the quality of life for Town residents, are appropriate for the levels of public services and facilities in the Town, and are environmentally sensitive.**

**Objective 1-1: Explore promoting the area for recreational, or eco-tourism, to include passive recreation, hiking, biking, or canoeing.**

Action 1-1a: Protect and enhance Holland's scenic and environmental character as an economic asset to the Town and the region.

Action 1-1b: Explore options to create increased tourism and recreation businesses in the Town through development of biking trails, cross county ski trails, parks, walking trails, wildlife refuges, etc.

Action 1-1c: Consider utilizing a Purchase of Development Rights (PDR) program to maintain natural features in perpetuity and to increase access/availability of natural areas.

Action 1-1d: Support development of the hospitality industry, restaurants and unique retail. This may include approving home occupation and conditional use permits.

**Objective 1-2: Support business development the Town can efficiently, cost effectively, and financially afford to provide services and utilities to; or, require that businesses pay for the improvements they require (including sewer and water).**

Action 1-2a: Require substantial projects to submit independent impact analyses so the Town can better assess the full effect of these projects on public services and facilities, including the long-term operational and maintenance costs of new or expanded public services.

Action 1-2b: Work with developing businesses to develop an agreement on service provision. This may include development of localized water or sewer systems, and some level of cost sharing between the developer and the Town if publicly deemed a worthy investment. Work with La Crosse County and the DNR to arrange permits and specifications.

Action 1-2c: Establish an ad hoc committee to explore the development of a localized water system in the STH 35/USH 53 interchange areas. This committee should explore feasibility, permitting requirements, demand, and sustainability the system over time.

**Objective 1-3: Explore increasing development in currently developed commercial areas including office and retail uses.**

Action 1-3a: Build upon the local capital of previously developed business entities when planning future businesses. Work with existing property owners to cluster uses and share building requirements such as parking lots or driveways.

Action 1-3b: Work with regional economic development entities (including La Crosse County) to promote the area to office and retail uses. Proactively plan for site development by increasing roadway capacity, access, or other services as appropriate.

**Goal 2: Encourage economic development that supports agriculture, and serves Town residents and visitors.**

**Objective 2-1: Focus economic development efforts on retaining active farming and farm-related businesses.**

Action 2-1a: Support the economic health of productive agriculture in Holland.

Action 2-1b: Encourage enrollment in state and federal farmland protection programs and funding.

Action 2-1c: Develop a Purchase of Development Rights (PDR) program to provide adequate acreage to retain active farming. Develop contiguity requirements for PDR purchase.

Action 2-1d: Support other forms of agriculture, including: organic agriculture; vineyards; orchards; research farming; community agriculture; or, the production of other niche agricultural products.

Action 2-1e: Assist local farmers by directing them to resources and educational programming provided through area agencies including the UW-Extension.

**Objective 2-2: Encourage new economic development that supports residential areas and meets the needs of local residents, while respecting the Town's rural character.**

Action 2-2a: Provide opportunities for citizen input throughout the development review process on commercial development.

Action 2-2b: Collaborate with adjoining municipalities in the planning, timing, location, and form of all commercial and/or industrial development proposed in and/or adjacent to the Town.



# 7 INTERGOVERNMENTAL COOPERATION

This element of the Comprehensive Plan analyzes the relationship of the Town of Holland in terms of planning and decision making to adjacent local governmental units and quasi-public, regional, state, and federal governmental entities. It provides goals, objectives, and actions to increase intergovernmental cooperation and involvement. A description of the relationship between Holland and other local, regional, and state entities is located in Volume 2 of this Comprehensive Plan.

**Goal 1: The Town will maintain good relationships with governmental units in and around the region.**

**Objective 1-1: Establish and maintain excellent communication with other government officials (staff, elected and appointed officials) both formally (on committees, etc.) and informally (telephone calls, emails, etc.); and continue to build and establish new relationships.**

Action 1-1a: Provide a copy of this Comprehensive Plan and any proposed updates or amendments to all governmental units required by State Statutes 66.1001.

Action 1-1b: Inform other governmental units and agencies about changes in the local community and establish regular communication through newsletters or periodic visits and/or phone calls.

**Goal 2: Participate in regional planning efforts and coordinate all planning activities with neighboring communities and La Crosse County.**

**Objective 2-1: Participate in regional planning efforts and coordinate planning efforts (e.g., comprehensive, land use, transportation, and natural resource protection), regulations, and specific land use decisions with neighboring communities, La Crosse County, Mississippi River Regional Planning Commission (MRRPC), and the La Crosse Area Planning Committee (MPO).**

Action 2-1a: Participate in regional or joint planning committees and commissions.

Action 2-1b: Involve the Holmen School District in long-range planning efforts and in reviewing current development proposals where appropriate.

Action 2-1c: Support regional economic development efforts that are consistent with the Town's vision and goals.



Action 2-1d: Support regional efforts to expand transportation choices through such measures as expanding transit service and connecting multi-use trails to neighboring communities and regional trail networks.

Action 2-1e: Refer development applications that will impact other governmental entities to the appropriate government, agency or staff in a timely manner, and consider their comments during the Town's decision making process. Request these entities respond in kind with their local development. This action is primary for increasing communication with the Village of Holmen.

Action 2-1f: Identify and possibly formalize a process for resolving conflicts in non-aggressive/non-confrontational manners.

Action 2-1g: Work collectively with all other local governments and agencies to protect bluffs, water quality and prime farmland.

**Objective 2-2: Establish boundary agreements with the Village of Holmen.**

Action 2-2a: Draft an agreement that will guide and achieve a coordinated and harmonious development pattern and conservation practices of the Town and the Village that will meet existing and future needs of the two communities; and best provide for the public health, safety, convenience, prosperity, and the general welfare of both communities and their residents.

Action 2-2b: Future boundaries in the agreement should be compatible with the characteristics of the comprehensive plans of communities, taking into consideration present and potential transportation, sewer, water and storm drainage facilities, and other infrastructure, fiscal capacity, and the preservation of farmland and environmentally and culturally important lands. The boundaries should be mutually agreed upon, and annexation in agreed upon areas should occur in phases to better allow appropriate levels of planning between the two jurisdictions.

Action 2-2c: Establish a joint review committee or process, or referral process for development applications on properties in or near the agreed upon future boundaries.

**Objective 2-3: In the long-term, discuss joining the local metropolitan planning organization (LAPC).**

Action 2-3a: Discuss extending Holland's presence within the region to include membership in the La Crosse Area Planning Committee (LAPC) and what role the Town would have on this committee.

Action 2-3b: Attend LAPC meetings to learn about future planning work, and determine

the level of involvement the Town would like to contribute to the effort. This includes an investigation on the fees and dues necessary to join the LAPC, and an analysis on the effect of Holland's participation.

**Goal 3: Coordinate with neighboring communities and La Crosse County to provide high quality services in the most cost effective manner possible.**

**Objective 3-1: Continue to work cooperatively with neighboring communities to provide more effective and lower cost services provision.**

Action 3-1a: Share information, equipment, resources, facilities, technology, services and possibly revenue streams that have cross-jurisdictional applications.

Action 3-1b: Identify opportunities to jointly provide new or expanded services with other local communities. Ideas include adding recreational programs in local parks, increasing transit options, and installing multi-use trails.

Action 3-1c: Jointly plan and pursue public utilities and services improvements with neighboring communities and willing partners.

Action 3-1d: Identify opportunities to avoid duplication in the provision of public services with other governments including the school districts. This may include consolidation of services, building joint facilities, and equipment sharing for such things as road plows.

# 8 LAND USE PLAN

## 1. Introduction

The Land Use Plan consists of the following elements:

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

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

## 2. Opportunities for Redevelopment

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

## 3. Existing or Potential Land Use Conflicts

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

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

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

#### 4. Goals and Objectives

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

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

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

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

##### **Objectives:**

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

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

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

**Objectives:**

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

## **5. Actions**

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

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



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

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



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

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

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

- A-9: Update Holland Ordinance #81-1 (One and Two-Family Dwelling Code) to include design guidelines for housing construction massing and material composition. Explore other design characteristics such as signage for subdivisions which should be articulated in the Subdivision Ordinance (#3-2002). Standards may include provisions for monument-scale signage constructed of appropriate masonry materials.
- A-10: Observe proposed density standards as identified in this plan. Densities described by land use are further described in Section 6 of this chapter. The intent of each land use classification is to maintain a distinct rural character throughout the Town, while preserving the ability to develop more urbanized structures in limited locations. These include the “Commercial Corridor District” as outlined on the Future Land Use Map (#8-1)
- A-11: Develop an environmental/access corridor, or easement, linking lands located to the east and west of HWY 53. The corridor will provide limited wildlife access and may, in time, provide a connection for multi-use trail connections across the highway (at-grade or otherwise).
- A-12: Enforce standards for rezoning “Exclusive Agricultural” lands. Existing regulations require findings to consider the following (and others):
- Adequate public facilities to serve the development are present or will be provided;
  - Provision of these facilities will not be an unreasonable burden to local government;
  - The land is suitable for development;
  - Development will not cause unreasonable air and water pollution, soil erosion or adverse effects on rare or irreplaceable natural areas;
  - The potential for conflict with remaining agricultural uses in the area;
  - The need of the proposed development in an agricultural area;
  - The availability of alternate locations;
  - The productivity of the agricultural land involved.

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



- A-13: Consider the requirement for neighborhood plans to be developed for large tracts of land. These plans will include site designs, access requirements, soils reports, drainage plans, and other studies deemed appropriate by local officials. It will also include a public involvement process to ensure community support. The plan will be adopted as part of the Comprehensive Plan to ease in the implementation of development in planned areas. Neighborhood plans are especially encouraged for the areas identified within the “Commercial Corridor District” as defined on Map 8-1 since these areas are prone to increased development pressure.
- A-14: Plan Commissioners should read and become familiar with the Land Use Category Descriptions in Section 6 below that explain intent of each district on Future Land Use Map. Likewise, the process for updating this map, plan, and other components associated with this plan should become common knowledge. These procedures can be found in the Implementation Element.

## 6. Land Use Categories

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

### 6.1 Large-Lot Residential

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

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

### 6.2 Small-Lot Residential

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



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

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

### **6.3 Commercial**

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

### **6.4 Conditional Commercial Corridor**

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

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

### **6.5 Conservancy**

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

### **6.6 Active Agriculture**

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

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

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

#### **6.7 Quarry**

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

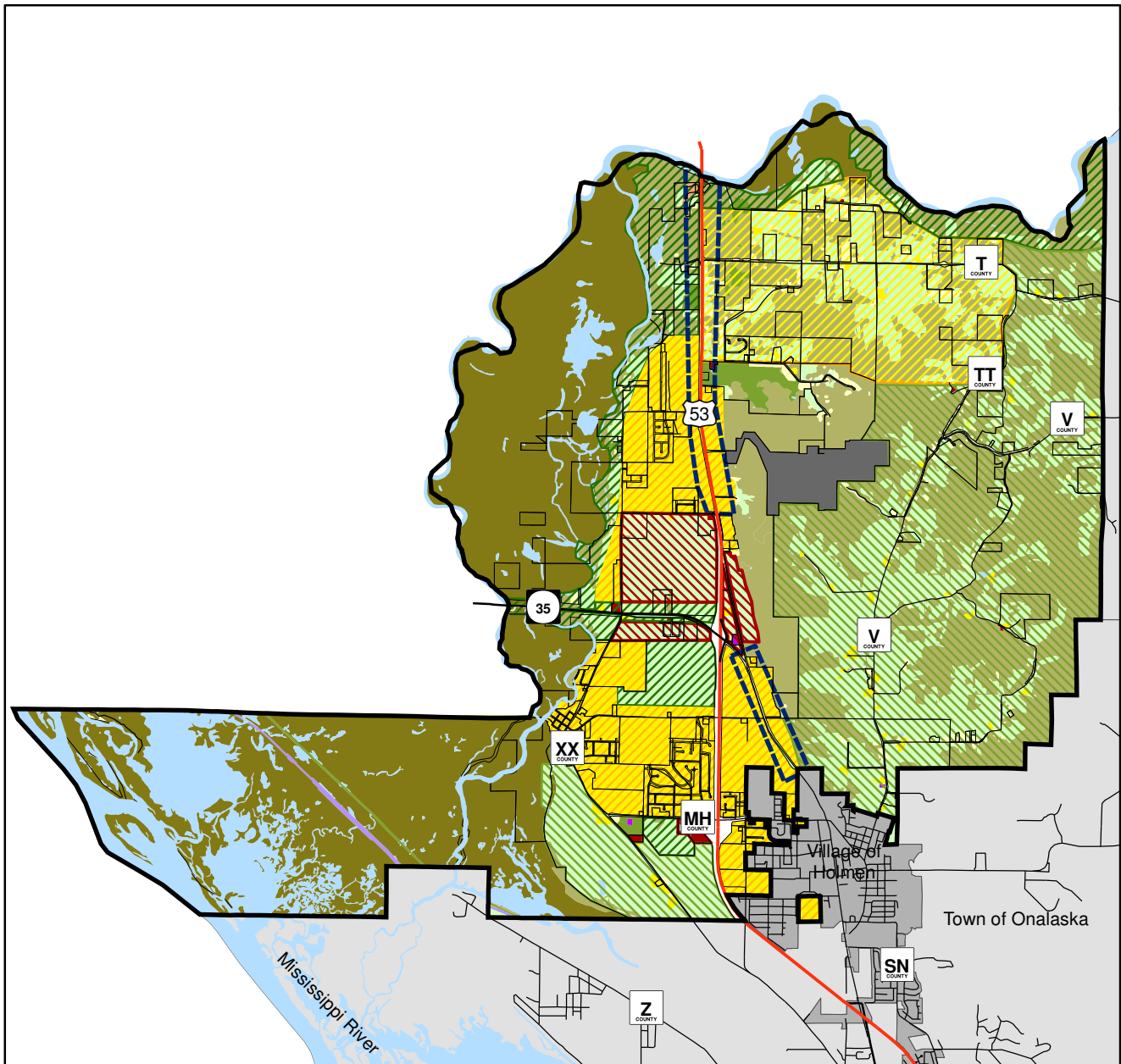
#### **6.8 Environmental Access Easement**

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

### **7. Future Land Use Map**

“Map 8-1 Future Land Use” is the Land Use Plan for the next 20-year planning period. This map accompanies this element to provide visual determinations for land use decision making.

# Future Land Use



## Existing Land Use Legend

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

## Future Land Use Legend

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

0 0.25 0.5 1 1.5 2 Miles



Project # 2127

Map 8.1

**Town of Holland Comprehensive Plan**

October 2006



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

# 9 IMPLEMENTATION

The implementation of the Town of Holland Comprehensive Plan involves decision-making by both public officials and the citizens of the community. These decisions will be measured by the concern for the welfare of the general community; the willingness to make substantial investments for improvement within the community, and the realization that certain procedures must be adhered to for the continued high quality environment found within the Town. Suggested implementation measures include:

- The implementation and enforcement of regulatory ordinances and non-regulatory activities based on the goals and objectives identified in the Comprehensive Plan.
- The development of programs and support systems that further the goals and objectives set forth by the Town in this Plan.
- The establishment and support of a continued planning process providing for periodic review and updates to the Plan and land use control measures.
- The support of committees and local organizations to carry out specific community improvements as identified in the Comprehensive Plan.

## 9.1 Regulatory Measures

Regulatory measures used to guide development are an important means of implementing the recommendations of a comprehensive plan. Various examples, including the County zoning ordinance, and Holland subdivision regulations comprise the principal regulatory devices used to protect existing development as well as help to guide future growth and development as identified in this comprehensive plan. The Town, County or State officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

### 9.1.1 Zoning Ordinance

Zoning is used to guide and control the use of land and structures on land. In addition, zoning establishes detailed regulations concerning the areas of lots that may be developed, including setbacks and separation for structures, the density of the development, and the height and bulk of building and other structures. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

The establishment of zoning districts is generally conducted after careful consideration of the development patterns indicated in the comprehensive plan. Amending zoning district boundaries has the overall effect of changing the plan (unless amendments correspond to changes within the plan), therefore, it is reasonable to assume that indiscriminate changes may result in weakening of the plan. La Crosse County controls the content of the zoning ordinance and the Town of Holland along with the County determine the local district map. These decisions are preceded by public hearings and Planning Commission recommendations.

**Action:** The existing La Crosse County ordinance is sufficient for current usage. However, amendments may become necessary to implement portions of this Plan. For example, there may be a need for a Planned Unit Development (PUD) ordinance to allow flexibility for development along major highway corridors in Holland.

### 9.1.2 Official Maps

An official map shows the location of areas which the municipality has identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

There are no immediate plans for the Town to draft an official map. However, should local officials want to ensure consistency of the Future Land Use Plan with capital improvements, an official map should be drafted. For areas within the extraterritorial area outside the Village of Holmen, the official map must be developed jointly.

**Action:** Adopt an official map if, or at which time, changes in the rate of development require increased long-term infrastructure planning. Involve the Village of Holmen in locations within the extraterritorial area.

### 9.1.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by establishing standards that assure the provision of signs adequate to meet essential communication needs while safeguarding the rights of the people in the community to a safe, healthful and attractive environment.

Holland does not currently have local sign regulations, however within the County Zoning Ordinance there are provisions to regulate for type, bulk and setback. In the future there may be need to develop local regulations if the County regulations lack the specificity Holland requires. This is especially true for subdivision signage.

**Actions:** 1. Determine community desire to increase regulations for advertising signs in commercial areas and along roadways. 2. Increase standards in the Holland subdivision ordinance for new residential subdivisions to include masonry construction of monument-style signs.

### 9.1.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to set forth stormwater requirements and criteria which will prevent and control water pollution, diminish the



threats to public health, safety, welfare, and aquatic life due to runoff of stormwater from development or redevelopment. Adoption of local ordinances for stormwater do not preempt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources under Section 147.021 Wis. Stats.

Stormwater runoff is a concern in areas with extreme topography. Where new development occurs, Holland should require drainage plans as part of the development application.

**Action:** As part of the development application protocol, include a requirement for stormwater drainage plans to be completed that retain stormwater onsite.

### 9.1.5 Historic Preservation Ordinances

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a political subdivision (city, village, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a "certified municipal register of historic property" to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

Locally, there is no historic preservation ordinance although preserving and enhancing historic structures and rural heritage has been identified as a community goal.

**Action:** Periodically review the need for development of a local historic buildings/structures preservation ordinance.

### 9.1.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations indicating that site plans may need to be prepared by an engineer, surveyor, or architect. Additionally, site plan regulations may require specific inclusions like: general layout, drainage and grading, utilities, erosion control, landscaping and lighting, and building elevations.

The Town of Holland has a formalized site plan review process identified in the subdivision ordinance (#3-2002). They include standards for applicant submission and review by the Planning Commission.



**Action:** The current review process is sufficient for local needs, though increased requirements for the development of stormwater plans should be explored.

### 9.1.7 Design Review Ordinances

Overlay districts are typically developed in conjunction with the preparation of a comprehensive land-use plan. They can provide significant improvements to delineated districts. Careful consideration of economic impacts, natural impacts, and private rights should be exercised when using overlay districts.

An overlay district is an additional zoning requirement that is placed on a geographic area but does not change the underlying zoning. Overlay districts have been used to impose development restrictions or special considerations on new development. For the Town of Holland, these may include design specifications and parameters for mixed-use. An official overlay district must be adopted as part of the zoning code following appropriate public hearing procedures.

The Town of Holland does not have an official overlay district, but the area identified on the Future Land Use Map (Map #3-3) includes a “Conditional Commercial Corridor” that provides some direction for Planning Commission discretion during the review process. Specifically, the corridor should provide extra consideration for uses that provide consistency with surrounding uses along the USH 53 corridor.

**Action:** No official overlay ordinance is necessary in Holland, however, the “Conditional Commercial Corridor” identified on Map #3-3 should be used as an advisory tool to help the Planning Commission make decisions about development within this delineated area.

### 9.1.8 Building Codes / Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

The Town of Holland has an adopted ordinance (#81-1) to regulate the construction of one and two-family dwelling units. In addition, Holland has an ordinance requiring construction of a garage with new residential dwelling units (#80-4). Contractors should familiarize themselves with Holland’s local codes, and obtain necessary permits before beginning construction of any type.

**Action:** Explore how the changes to the State of Wisconsin UDC impact local ordinance #81-1.

### 9.1.9 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings. Holland requires builders follow State mechanical codes for all structures built within the jurisdiction.

**Action:** State mechanical codes are sufficient. No action required.

### 9.1.10 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced at the county-level, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems. The Town of Holland requires new residential construction to follow La Crosse County standards.

**Action:** La Crosse County codes are sufficient. No action required.

### 9.1.11 Subdivision Ordinance

Subdivision regulations serve as an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design, open space, and other improvements necessary to ensure that new development will be an asset to the Town. The Town Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the Planning Commission.

The Town of Holland has a subdivision ordinance (#3-2002) adopted on June 1, 2002. The ordinance includes application requirements, design standards, and required improvements.

**Actions:** The current ordinance should be reviewed and updated. Additional provisions may include “cluster” or “conservation” subdivision design standards, permanent foundations for signage, lighting standards, and parkland dedication and facilities requirements.

## 9.2 Non-regulatory Measures

### 9.2.1 Capital Improvement Plan

This is an ongoing financial planning program intended to help implement planning proposals. The program allows local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

Capital improvement plans list proposed projects according to a schedule of priorities over the next few years. It identifies needed public improvements, estimates their costs, discusses

financing options, and establishes priorities over a 3 to 5 year programming period. Improvements or acquisitions considered a capital improvement include:

- Public buildings
- Park acquisition and development
- Roads and highways
- Utility construction
- Joint school and other community development projects
- Fire protection equipment

A capital improvement plan or program is simply a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the utility of public funds. Each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community's changing needs.

### **Preparation of a Capital Improvement Program**

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, municipal staff, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a community development plan or comprehensive plan, a planning agency review of the proposed capital improvement program is desirable.

Holland does not currently prepare a Capital Improvement Plan (CIP). It is not likely that the Town will need to develop a CIP in the near future, but over the 20-year life of this plan the need for more formalized capital improvements planning may become evident.

**Action:** When formalization of multiple infrastructure projects is forecast, develop a CIP to plan and earmark funding for public facilities development and spending.

## **9.3 Consistency Among Plan Elements**

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine elements will be integrated and made consistent with the other elements of the plan. Since the Town of Holland completed all planning elements simultaneously, no known inconsistencies exist. Further, the Action Plan at the end of this chapter consolidates actions and policies from throughout the plan reducing overlap and ensuring consistency.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To keep consistency with the Comprehensive Plan the Town should incorporate existing plans as components to the Comprehensive Plan, and adopt all future plans as detailed elements of this Plan.

The Town of Holland will continue to make educated decisions based upon available information and public opinion. Planning will occur consistent with the 20-Year Planning Vision (page 1-1, Introduction) and decisions will incorporate a comprehensive outlook based on all nine elements in this plan.

## **9.4 Plan Adoption, Monitoring, Amendments and Update**

### **9.4.1 Plan Adoption**

In order to implement this Plan it must be adopted by the Town Planning Commission. After the Commission adopts the Plan by resolution, the Town Board must adopt the Plan by ordinance. This action formalizes the Plan document as a frame of reference for general development decisions over the next 20 years. Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions.

### **9.4.2 Plan Use and Evaluation**

The Town of Holland will base all of its land use decisions against this Plan's goals, objectives, actions, and recommendations including decisions on private development proposals, public investments, regulations, incentives, and other actions.

The Town of Holland can expect gradual change in the years to come. Although this Plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the Town. As such, the goals, objectives, and actions should be monitored on a regular basis to maintain concurrence with changing conditions.

The Plan should be evaluated at least every 5 years, and updated at least every 10 years. It is recommended that the Plan be evaluated more frequently, either on an annual or biennial basis. Members of the Town Board, Planning Commission, and any other decision-making body should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to the implement the plan visions and actions. The evaluation should also include an updated timetable of actions to help realize priority goals and address new issues as they emerge. Any changes would be added to the Plan through the amendment procedure in 9.4.3 below.

### **9.4.3 Plan Amendments**

The Town of Holland Comprehensive Plan may be amended at any time by the Town Board following the same process to amend the plan as it originally followed when it was initially adopted (regardless of how minor the amendment or change is).

Amendments may be appropriate throughout the lifecycle of the Plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the Plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the Plan loses integrity. Any proposed amendments should be submitted to the Planning Commission for their review and recommendations prior to consideration by the Town Board for final action.

**9.4.4 Plan Update**

According to the State comprehensive planning law the Comprehensive Plan must be updated at least once every ten years. As opposed to an amendment, the plan update is a major re-write of the plan document and supporting maps. The State planning law also requires that by January 1, 2010 all programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan.

**9.5 5-Year Action Plan**

The plan implementation table on the following pages provides a detailed list of major actions that the Town should complete as part of the implementation of the Comprehensive Plan over the next 5-year period. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Holland, Town staff, and local/state governments.

The 5-Year Action Plan was designed to provide direction to the Planning Commission, Town Board, and interested parties to start implementing this Plan. To do this, certain actions were selected from each of the nine comprehensive planning elements based on the perceived necessity of timely implementation. Many are ordinance or planning-related updates that will better prepare Holland for development in coming years. In five years, when this plan is reviewed, the 5-Year Action Plan should be updated to reflect new priorities and accomplishments. At that time, some actions listed in Table 9.5 may carry over into the next 5-year planning period, while those that were accomplished should be replaced with other actions prioritized by the Planning Commission through a public process.

The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the Town.

<b>Table 9.5: 5-Year Action Plan</b>	
<b>Action by Planning Element</b>	<b>Who is responsible?</b>
<b>Housing</b>	
Educate citizens about the findings of the <i>Costs of Community Services</i> study by the UW-Extension (2006).	Town Board
Work with La Crosse County Human Services Department to provide additional programming, housing options, and assistance for senior citizen populations.	Town Board
Encourage multi-family development in select locations if these units provide for a more affordable housing environment for young families or senior citizens.	Planning Commission

**Table 9.5: 5-Year Action Plan**

Action by Planning Element	Who is responsible?
----------------------------	---------------------

Explore how the 2005 changes to the State of Wisconsin UDC impact local ordinance #81-1 for one and two-unit housing development.	Planning Commission
---	---------------------

Transportation

Establish 3-5 year Capital Improvement Plans (CIP) to forecast/plan capital spending.	Town Board, Planning Commission
---	---------------------------------

Work with La Crosse County to increase the safety of the "MH and Briggs" intersection.	Town Board
--	------------

Utilities and Community Facilities

Encourage (or require by ordinance) design and landscaping patterns that decrease stormwater runoff.	Planning Commission
--	---------------------

Create a Town parks and recreation master plan to guide development and maintenance of parkland facilities.	Planning Commission
---	---------------------

Work with the DNR to monitor water quality and provide regular reports.	Town Board
---	------------

Explore the development of an impact fees ordinance to recover development-related infrastructure costs.	Town Board
--	------------

Agricultural, Natural, and Cultural Resources

Create a committee to explore natural and agricultural preservation programs such as purchase of development rights (PDR) or transfer of development rights (TDR).	Town Board, Ad Hoc Committee
--	------------------------------

Establish an "environmental impact assessment checklist" that must be satisfied as a condition for new development approval.	Planning Commission
--	---------------------

Consider developing a Town of Holland Landmarks Commission to identify and preserve historically significant structures or places.	Town Board
--	------------

Economic Development

Consider clustering new commercial development near existing development of the same use and encourage shared access and parking facilities.	Planning Commission
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<b>Table 9.5: 5-Year Action Plan</b>	
<b>Action by Planning Element</b>	<b>Who is responsible?</b>
Support the economic health of productive agriculture in Holland through development siting protections.	Planning Commission
Explore the development of a pressurized water system near the intersection of STH 35 and USH 53.	Town Board, Planning Commission
<b>Intergovernmental Cooperation</b>	
Establish a boundary agreement with the Village of Holmen.	Town Board
<b>Land Use</b>	
Make this Comprehensive Plan available to Planning Commissioners and other decision-makers, including the Town Board and La Crosse County.	Town Clerk
Review and update the Town of Holland Subdivision Ordinance.	Planning Commission
Enforce standards for rezoning “Exclusive Agricultural” lands.	Planning Commission
Consider the requirement for neighborhood plans to be developed for large tracts of land.	Planning Commission
Work with La Crosse County to create a planned unit development (PUD) district in the zoning code.	Planning Commission
Utilize platted lands prior to those that are unplatted.	Planning Commission
<b>Implementation</b>	
Explore community interest for increasing standards for advertising and subdivision signs.	Planning Commission
Increase onsite stormwater retention planning as part of the development application and review process.	Planning Commission
Review and evaluate this Plan on an annual or biennial basis, making necessary changes through the amendment process.	Planning Commission