

TOWN OF HOLLAND COMPREHENSIVE PLAN



2021 - 2040



PREPARED BY:

*Mississippi River Regional Planning Commission
in collaboration with the Town of Holland Plan Commission
and the Town of Holland Town Board*



Town of Holland Comprehensive Plan 2021-2040

The Town of Holland Comprehensive Plan 2021-2040 responds to and is consistent with the State of Wisconsin Comprehensive Planning Law as defined in Sections 66.1001(1)a and 66.1001(2) of the Wisconsin Statutes. The comprehensive plan is made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the Town that will in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development.

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Town of Holland Town Board

A special thanks to members of the public who took the time to fill out the survey, offer online feedback on the goals and objectives, and/or attended a public meeting. Thank you to the stakeholder groups who took the time to speak with Town staff members and share their interests, concern, and ideas for the Plan.

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By the Town of Holland Plan Commission

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By the Town of Holland Town Board

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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 2000-2020. 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 and past 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 transit 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 Town of Holland Comprehensive Plan, La Crosse County, Wisconsin 2006. 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 ten (10) 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

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 plan describes current and past conditions, planning efforts, opportunities, and issues to be addressed in each of the required plan elements. There is an additional appendix containing relevant maps.

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. Open House #1
3. Open House #2
4. Public Meetings with Plan Commission and Town Board
5. 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.

2.Open House #1

The Town of Holland offered an open house to facilitate public engagement. The Town presented Town goals, visions, and policies to gauge public input. Comments from Open House #1 were used to determine action plans, revise goals, and incorporate public opinion into the Plan.

3.Open House #2

The Town of Holland offered a second open house to facilitate public engagement in the mapping process. The Town presented land use maps and asked for public opinion. Comments from Open House #2 were refined and added to the future land use map.

4.Public Meetings with Plan Commission and Town Board

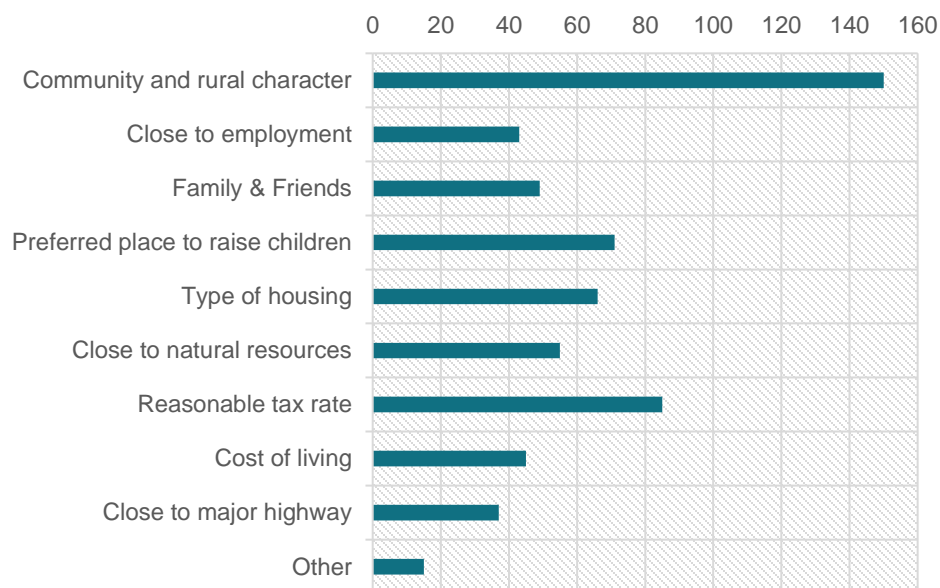
The Plan Commission met monthly, offering the opportunity for public engagement at each meeting. MRRPC staff presented at these meetings on progress of the Plan. The Town Board received recommendations from the Plan Commission to pass resolutions and ordinances regarding the plan.

5.Public Hearing

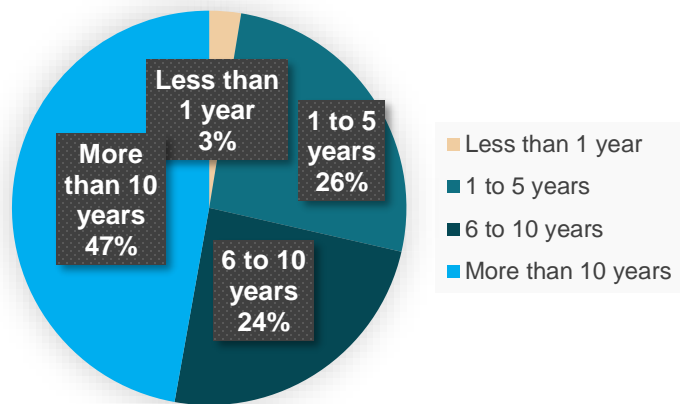
The Town of Holland held a public hearing at the Town Hall to gather input from residents on the final draft of the Plan. Comments from the Public hearing were used to revise the final draft of the plan. The affidavit for the meeting posting can be found in Appendix D.

Town Survey Results

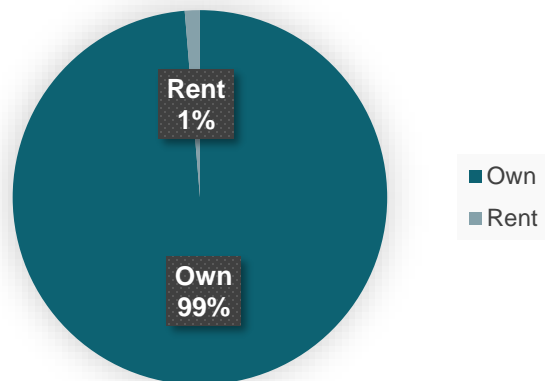
1. Why do you choose to live in the Town of Holland?



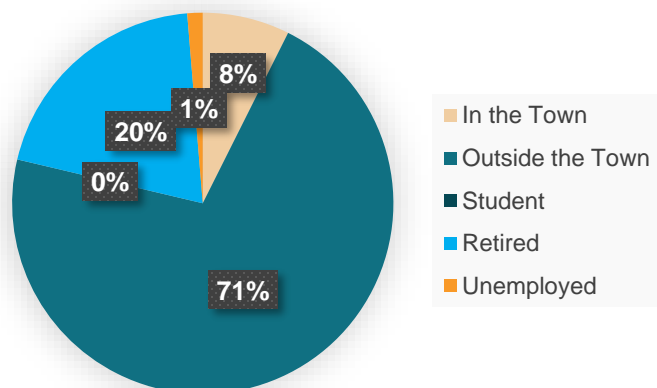
2. How long have you resided in the Town?



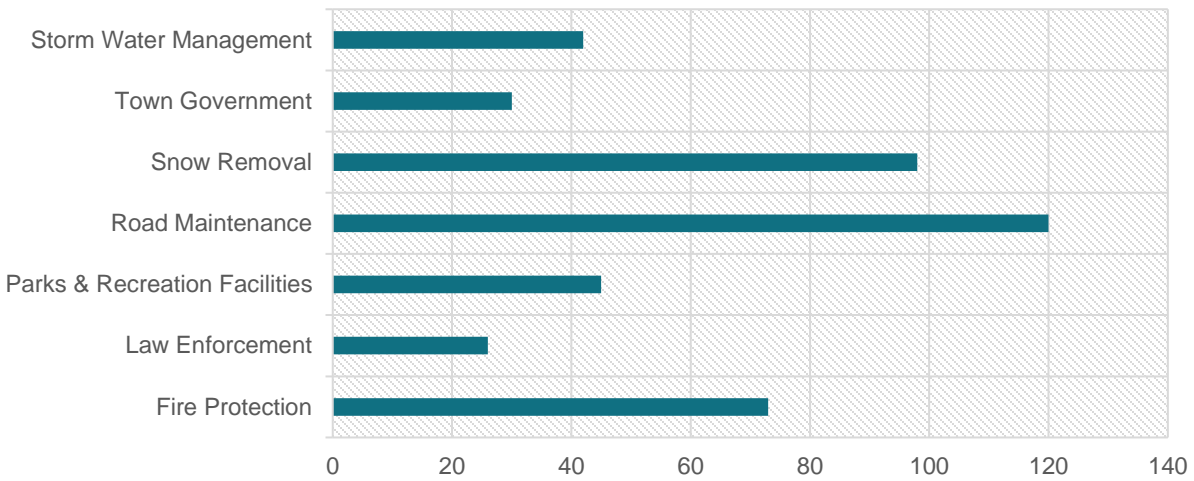
3. Do you own or rent the property where you reside?



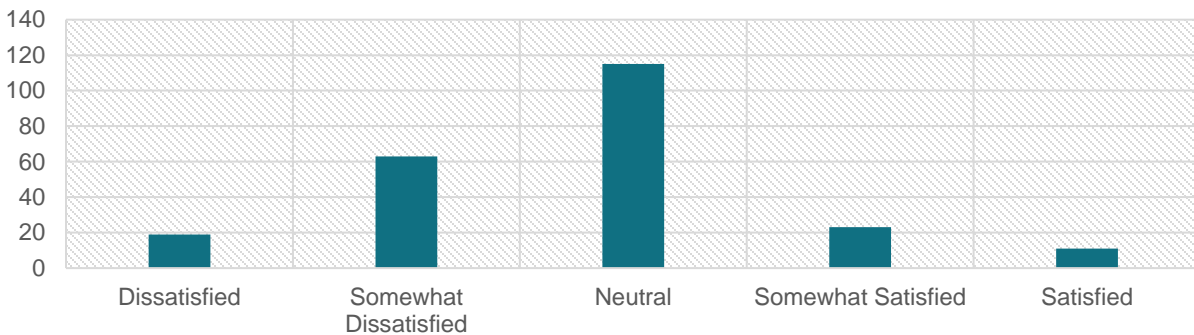
4. Where do you work?



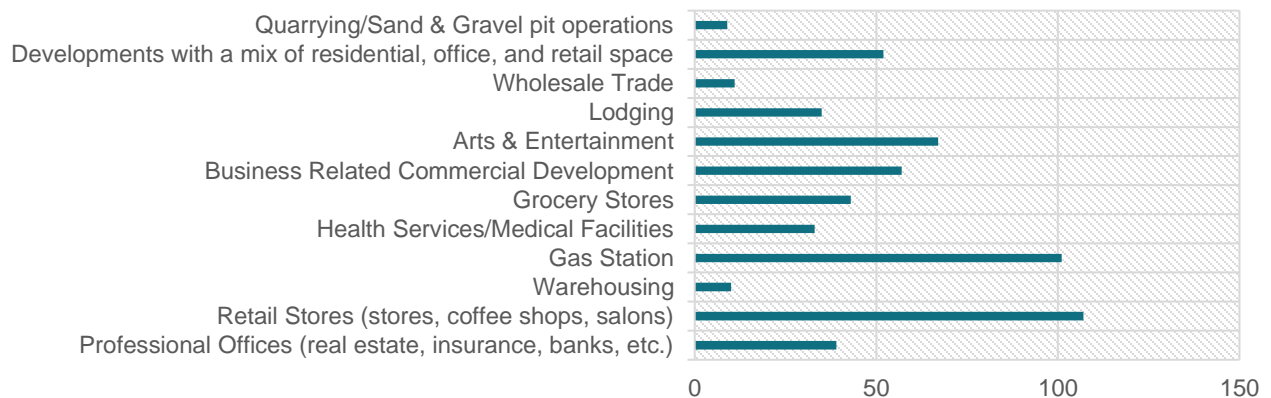
5. Which of the following public services and facilities needs improvements?



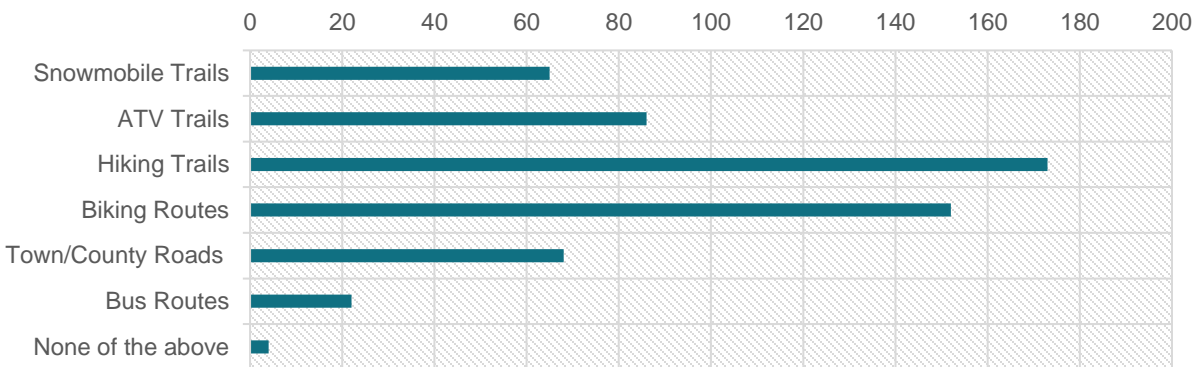
6. How would you rate the current efforts of the Town to regulate and guide development?



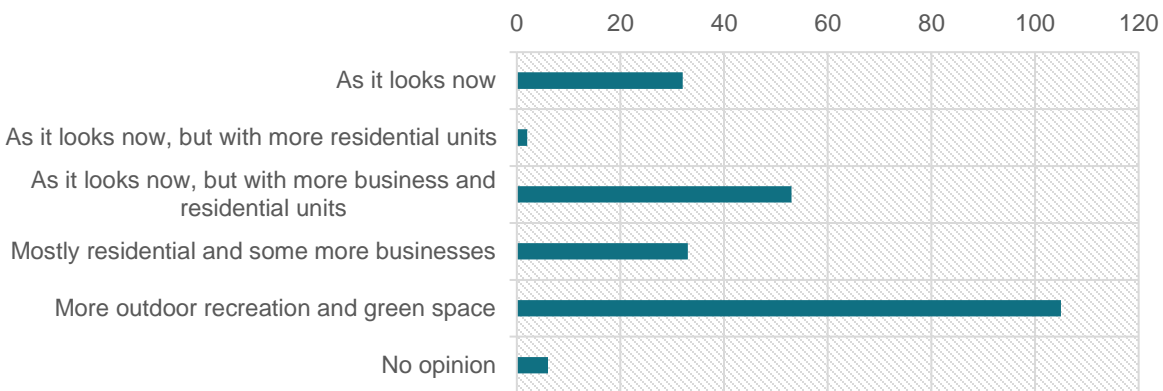
7. Which of the following types of new businesses would you like to see developed in the Town in the future?



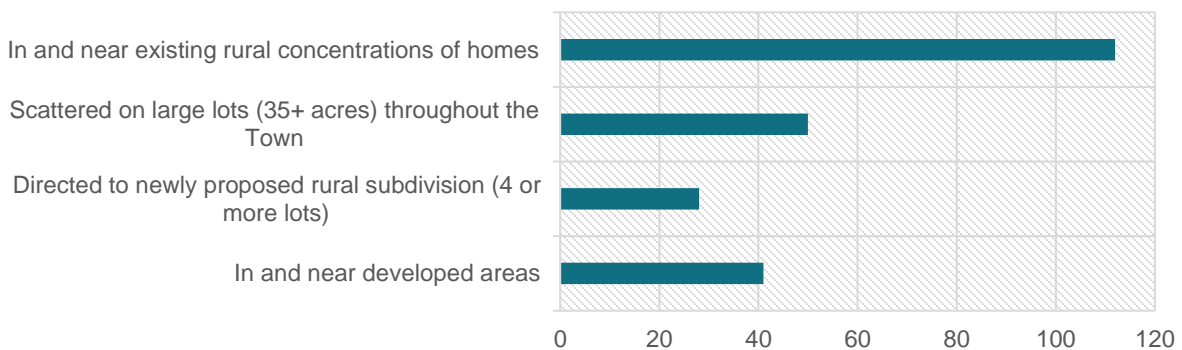
8. Would you support the creation or expansion of the following transportation opportunities?



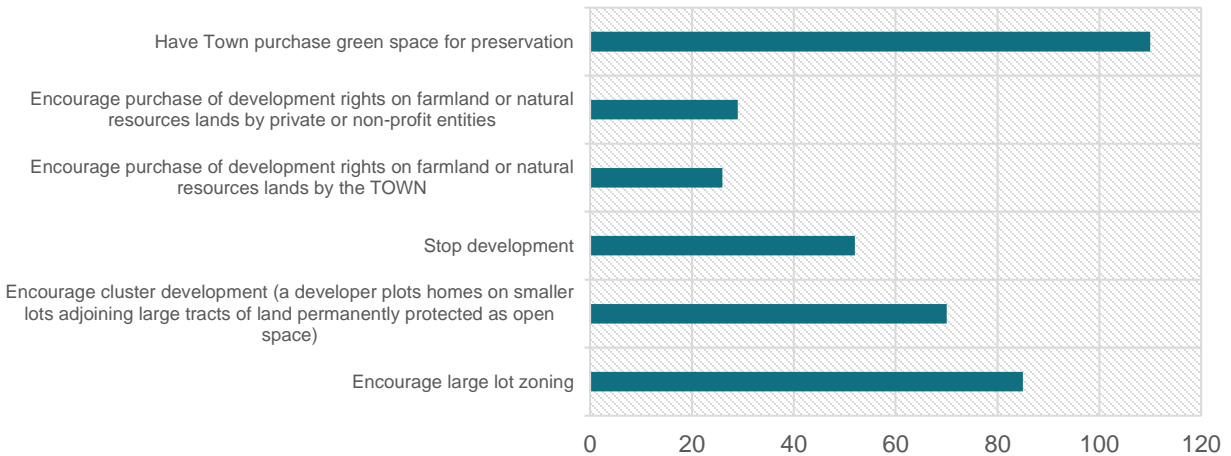
9. Which statement best describes how you would want the Town to look 20 years from now?



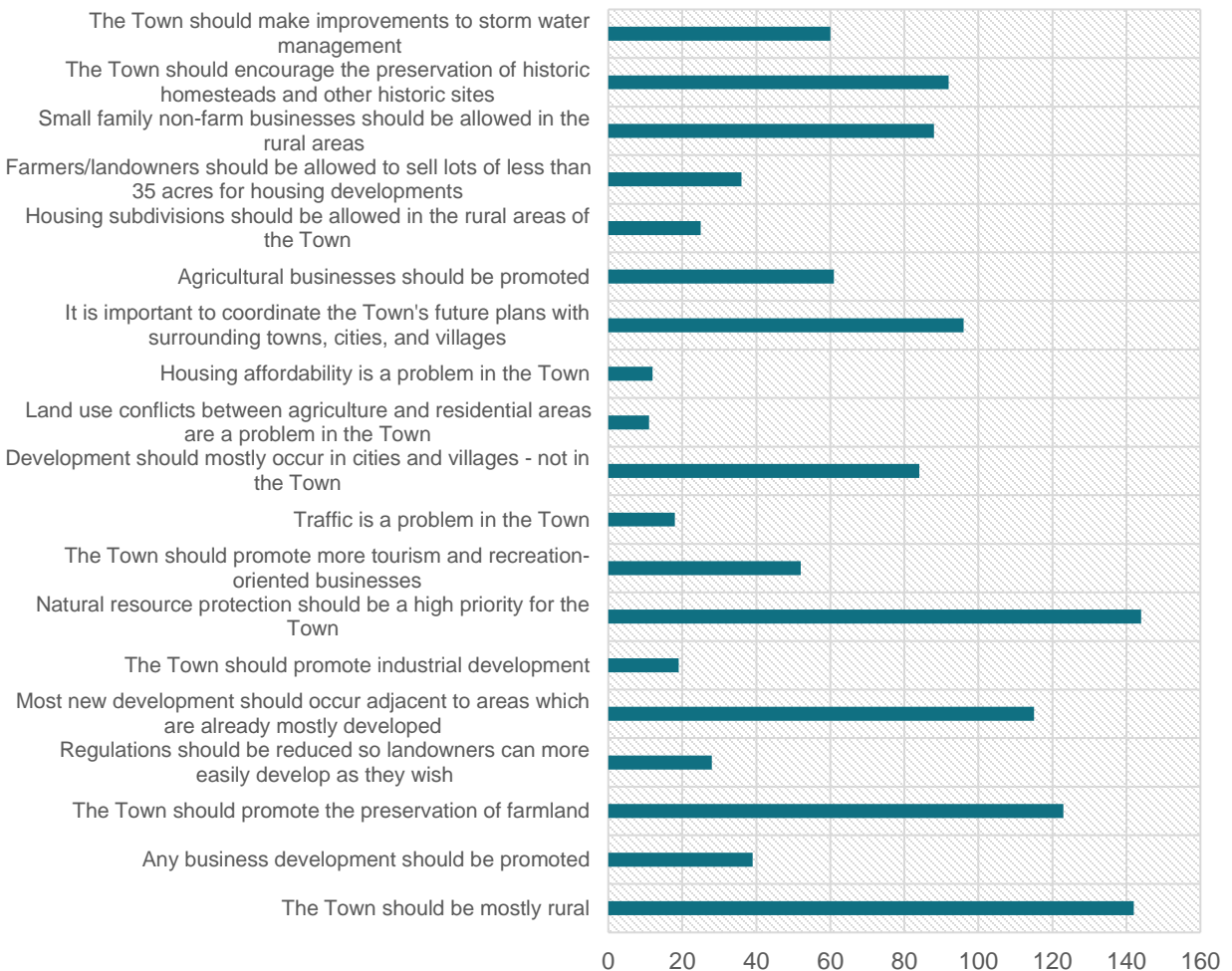
10. Which of the following best describes your idea of where new housing should be located in the Town?



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



12. The following are several statements that suggest choices about future directions for growth and development in the TOWN. Please check boxes next to the statements with which you AGREE.



13. In a word or two, what do you believe are the two biggest issues, in order of priority, facing the Town? (*does not include all responses)

"Fire protection and development"

"Taxes too high"

"Preservation of natural resources"

"Maintain the rural atmosphere"

"Over development"

"Road maintenance/snow removal"

"Sewer and water access"

"The preservation and selling off of farmland"

"Need more jobs in the Town"

"Infrastructure not equipped to handle large growth we have seen in the last 24 months"

"Urban sprawl"

"Town identity to differentiate us from Holmen"

"Too many subdivision clusters of homes"

"Add street lights in developed areas"

"Getting too crowded"

1. ISSUES AND OPPORTUNITIES

This section of the plan will provide information on the demographic trends and projections that are taking place in the Town of Holland. The information has been gathered from various sources, including township level data when possible.

History and Setting

The Town of Holland was settled in 1850 and was given its name from the number of Dutch immigrants that had settled in the area. The history of the Town is rooted in agriculture, which to this day continues to be an important economic engine for the area.

The Town of Holland is located in the northwestern most corner of La Crosse County, Wisconsin. The Town is surrounded by Trempealeau County on the north, Town of Farmington to the east, Village of Holmen and the Town of Onalaska to the south and southeast, and the Mississippi River to the west. The Town is located 12 miles north of the City of La Crosse. The natural landscape of this region helps to define the Town. Holland enjoys a diverse range of topography and natural features, including the coulees, and access to various water sources.

Population Trends and Forecasts

The Town of Holland has been increasing in population over the past twenty years. While the rate of growth is projected to decrease slightly over the next two decades, the population is still projected to grow. Holland is among the fastest growing communities within La Crosse County.

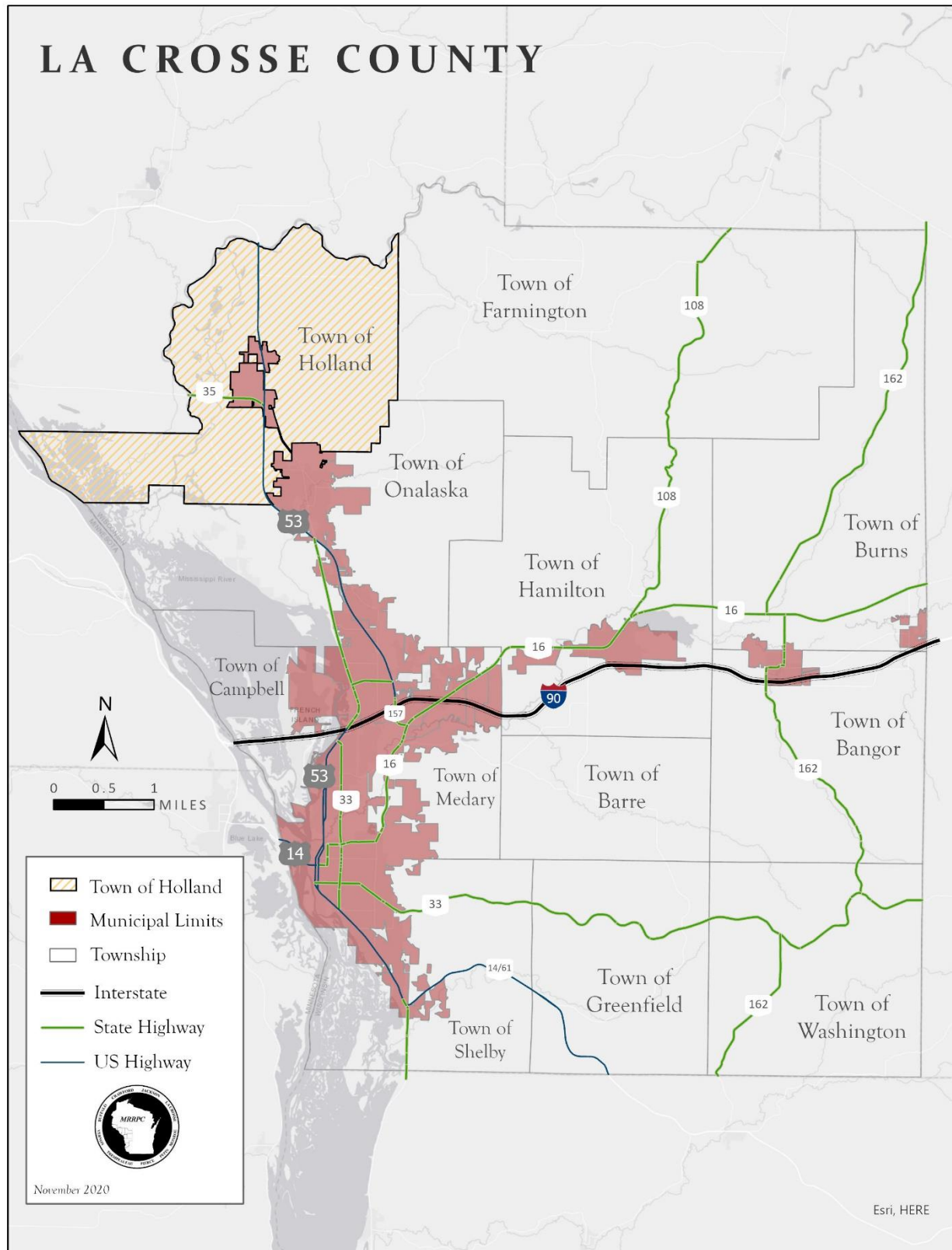
Historical measures are from the US Census. The projections provided for the next twenty years have been provided by the State of Wisconsin Department of Administration (DOA). The DOA considers and monitors changes and patterns in fertility, mortality, and migration.

Table 1.1 US Census Population Counts

	Census								
	1990	2000	2010	2020	2025	2030	2035	2040	2020-2030 Predicted Annual Change
Town of Holland	2,175	2,674	3,701	4,266	4,435	4,985	5,240	5,500	1.7%
Village of Holmen	3,236	6,628	9,059	10,662	10,542	12,120	12,770	13,400	1.4%
La Crosse County	97,904	107,120	114,638	120,447	123,404	128,120	129,830	131,500	0.6%

Source: US Census Bureau 2010, 2020 estimates from WI DOA and Esri forecasts

Regional Context Map 1.1



Age and Gender

The median age for the Town is 38.5 years old, which is slightly lower than the state median age of 39.1 years old and slightly higher than the County median age of 36.5. Table 1.2 outlines the age distribution for the population of Town of Holland residents. Just over 50 percent of residents in the Town are between 20 and 59 years old. One third of Town of Holland residents are under age 20, which is similar to nearby Village of Holmen, but is much higher than the rest of La Crosse County. 35 percent of Town of Holland residents are 50 years old or older, which is the same percentage as the County residents. When considering gender, 50% of the residents are male. For La Crosse County, only 48.8% of residents are male.

Table 1.2 Population by Age 2018

	Median Age	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80+
Town of Holland	38.5	14%	18%	8%	14%	11%	18%	12%	4%	1%
Village of Holmen	35.2	17%	14%	9%	17%	14%	11%	10%	5%	2%
La Crosse County	36.5	10%	14%	18%	11%	11%	12%	12%	7%	4%

Source: American Community Survey (ACS) 2018

Race

The following table shows the race breakdown for Holland residents. Holland's race composition is similar to that of nearby communities and La Crosse County and the nearby Village of Holmen.

Table 1.3 Population by Race, 2010

	White (%)	Black (%)	American Indian and Alaska Native (%)	Native Hawaiian and Other Pacific Islander (%)	Asian (%)	Hispanic (%)	Some Other Race (%)	Two or More Races (%)
Town of Holland	95.4	0.5	0.3	0.1	3.1	0.6	0.0	0.6
Village of Holmen	90.5	0.6	0.2	0.0	7.0	1.1	0.2	1.5
La Crosse County	92.1	1.4	0.4	0.0	4.1	1.5	0.3	1.6

Source: US Census Bureau 2010

Income Levels

Table 1.4 depicts three measures of income for the Town and surrounding communities.

- Per Capita Income is the total income of the area divided by the total population.
- Median Household Income considers income for all people who occupy a housing unit-related or not.
- Scaled income levels based on per household income

Per capita income in the Town of Holland is higher than the County and Village of Holmen. Median household income is significantly higher in the Town at \$93,151 compared to the County at \$60,905.

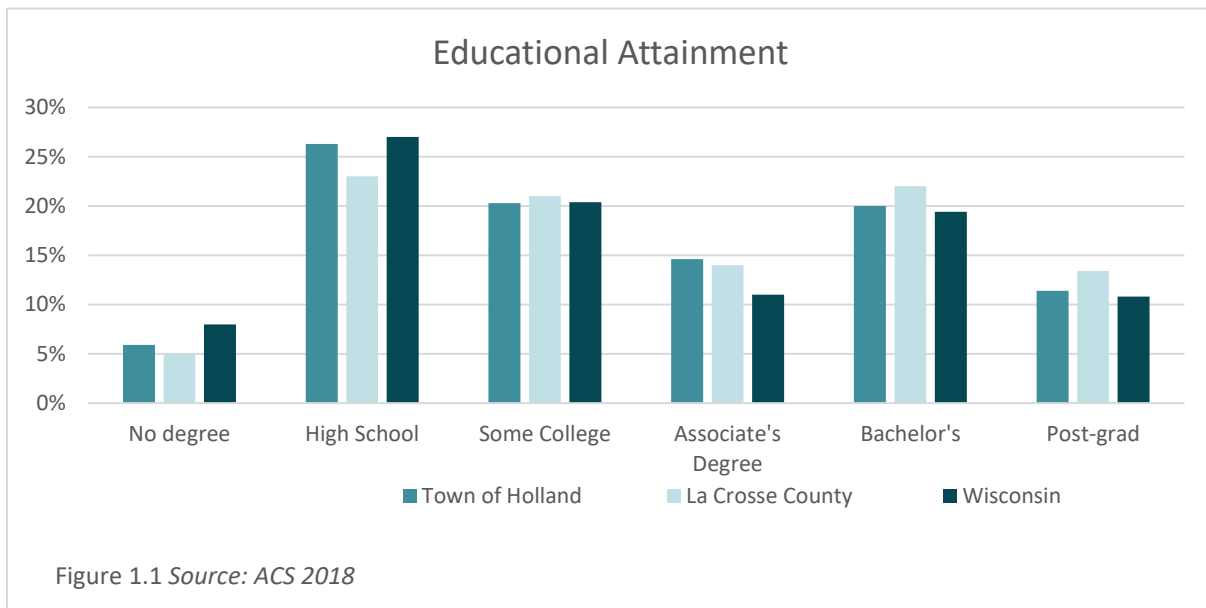
Table 1.4 Income Analysis

	Per Capita Income	Median Household Income	Under \$50k	\$50k-\$100k	\$100k-\$200k	Over \$200k
Town of Holland	\$38,181	\$93,151	17%	44%	30%	9%
Village of Holmen	\$30,460	\$78,875	33%	32%	32%	4%
La Crosse County	\$33,774	\$60,905	42%	31%	22%	5%

Source: US Census Bureau 2010

Educational Attainment

Based on the figure below (Figure 1.1), Holland is comparable to the County in educational attainment (within 3% of each degree). 66% of the population of Holland has attained or pursued a degree beyond high school. This is below the County at 70%. 91% of Holland residents have a minimum of a high school diploma. Overall, Holland has a higher percentage of residents attaining a higher education (46%) than the State (41%).



Employment Characteristics

Based on Table 1.5, the majority of Town residents work in a white-collar industry. The highest percentage of workers are in a professional job (26%). 24.2% work in a blue-collar job and 14.0% in services.

Table 1.5 Employment Characteristics

	Percent of Workforce
White Collar	61.8%
• Management/Business/Finance	10.6%
• Professional	26.0%
• Sales	8.2%
• Administrative Support	16.9%
Services	14.0%
Blue Collar	24.2%
• Farming/Forestry/Fishing	0.8%
• Construction/Extraction	3.8%
• Installation/Maintenance/Repairs	6.3%
• Production	6.1%
• Transportation/Material Moving	7.2%

Source: US Census 2010

Employment Forecasts

From 2015 to 2020, jobs increased by 1.6% in La Crosse County, WI from 74,498 to 75,690. This change fell short of the national growth rate of 6.2%, a -4.6% disparity. Figure 1.2 below shows a projected increase in jobs from 2020 to 2025 in La Crosse County.

Figure 1.2 Job Projections La Crosse County

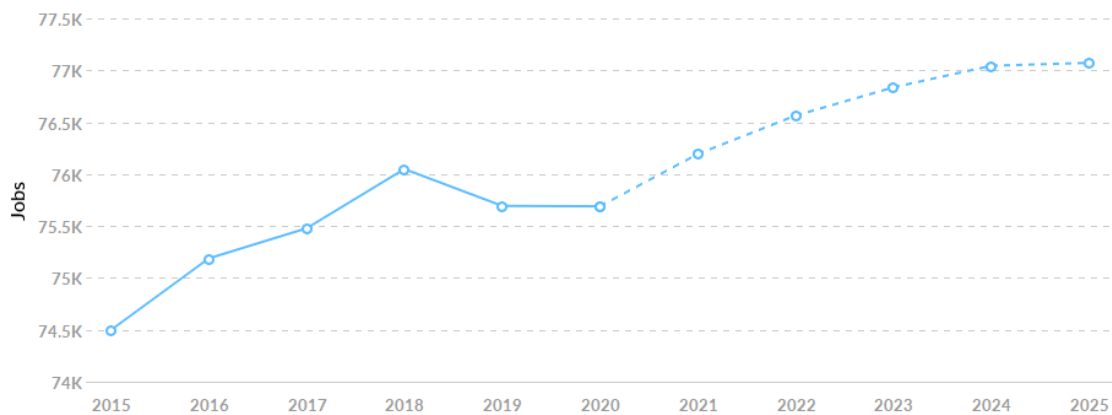


Figure 1.2 Source: BLS's Occupational Employment Statistics (OES), Emsi Q4 2020 Data Set

2. HOUSING ELEMENT

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:

- *Promoting development near existing rural concentrations of homes*
- *A desire to retain rural character*
- *The encouragement of cluster development (a developer plots homes on smaller lots adjoining large tracts of land permanently protected as open space)*
- *To discourage overdevelopment in rural areas*

GOAL 1

The Town of Holland will preserve natural features in new housing developments.

Objective 1-1: Investigate making adjustments to existing County Zoning classifications for different residential use classes.

- Action 1-1a: 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 1-2: Ensure new housing will preserve rural character.

- Action 1-2a: Work with developers for appropriate structure siting to maintain natural features in subdivisions.
- Action 1-2b: Utilize existing platted lands prior to those that are unplatted.
- Action 1-2c: Control housing development through site investigations focused on slopes, soil classifications, and other metrics important for rural character reservation including retaining important rural structures. Ensure bluffslands are protected from unnatural alteration.
- Action 1-2d: Provide open space in new residential developments to transition between developed and rural areas.

GOAL 2

The Town will not be financially burdened by new residential development.

Objective 2-1: Work with appropriate entities to ensure sufficient existing and future capacities for needed infrastructure (schools, etc.).

- Action 2-1a: 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 2-1b: 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, updates 2005-2010) report.

Housing Units

Table 2.1 depicts the number of housing units within the Town of Holland. In 2010, there were 1,346 housing units in the area - 91.5% owner occupied, 5.2% renter occupied, and 3.3% vacant. The annual rate of change in housing units since 2010 is 6.69%. Median home value in the area is \$246,127, compared to a median home value of \$235,127 for the U.S. In five years, median value is projected to increase by 2.30% annually to \$275,717.

Table 2.1 Housing Occupancy, 2010

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units
Town of Holland	1,346	91.5%	5.2%	3.3%
Village of Holmen	3,548	69.4%	27.2%	3.5%
La Crosse County	48,402	61.1%	34.2%	4.7%

Source: US Census Bureau, 2010

Housing Characteristics

A “household” is an occupied housing unit. Table 2.2, below, outlines the average size of both households and families within the Town. It also identifies the percentage of households that consist of family versus non-family households. The average household in the Town of Holland consists of 2.84 people, while the average family in the Town consists of 3.11 people. The majority, 82%, of households in the Town consist of related families.

The Town has the largest household size compared to the Village of Holmen and La Crosse County. The Town also has the most family households compared to the respective two municipalities.

Table 2.2 Household Characteristics, 2010

	Average Household Size	Average Family Size	Family Households (2+ people)	Non-family Households	Households with 1 person
Town of Holland	2.84	3.11	82.0%	5.8%	12.1%
Village of Holmen	2.64	3.13	76.9%	5.4%	23.1%
La Crosse County	2.37	2.94	70.4%	11.1%	29.6%

Source: US Census Bureau, 2010

Type of Housing Unit

Table 2.3 outlines the composition of housing unit type, by number of units. In the Town of Holland, single family detached homes are the most common type of housing. Mobile homes are the second highest type of unit with 8.6% of all units falling into this category.

Table 2.3 Type of Unit in Structure by Percentage, 2010

	Total Occupied Units	1-Unit Detached	1-Unit Attached	2 Units	3 or 4 Units	5 to 9 Units	10 or More Units	Mobile Home
Town of Holland	1,211	90.2%	0.6%	0.7%	0.0%	0.0%	0.0%	8.6%
Village of Holmen	3,708	57.7%	10.3%	4.7%	1.9%	3.1%	8.8%	13.6%
La Crosse County	50,012	61.2%	6.1%	5.8%	4.4%	4.5%	13.4%	4.6%

Source: US Census Bureau, 2010

Age of Housing Structures

Table 2.4, below, represents the percentage of homes that were constructed within each decade over the past eighty years. Over 33% of the homes in Holland have been constructed within the past twenty years. To compare, just fewer than 18% of homes throughout the County were constructed in the past 20 years.

Table 2.4 Age of Housing Structures, 2018

	Total Housing Units	1939 or earlier	1940-1949	1950-1959	1960-1969	1970-1979	1980-1989	1990-1999	2000-2009	2010-2013	2014 or later
Town of Holland	1,211	5.5%	1.1%	1.9%	0.7%	19.7%	15.0%	22.8%	13.0%	17.8%	2.5%
Village of Holmen	3,708	4.7%	0.7%	3.2%	5.4%	10.0%	11.8%	23.3%	32.7%	5.5%	2.6%
La Crosse County	50,012	16.8%	5.9%	9.6%	8.2%	16.9%	10.3%	15.1%	12.6%	3.0%	1.6%

Source: American Community Survey (ACS), 2010-2018

Housing Values

Table 2.5 (below) outlines the values of owner-occupied housing units within the Town of Holland. In 2020, the median home value in the Town was \$246,127. Esri forecasts predict an increase in Town median home values to be \$275,717 in 2025, a 12% increase in 5 years. The Town's housing unit median value is \$58,900 higher than the County's. One can surmise that as County values increased so too will the value for Holland's housing stock. Town residents spend on average 12.5% on their mortgage (based on the US Census 2010), lower than the 16% national average.

Table 2.5 Value of Owner-Occupied Housing Units, 2020

	Total Owner-Occupied Units	Median (\$)	Less than \$50,000	\$50,000 to \$99,000	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$249,999	\$250,000 to \$299,999	\$300,000 or more
Town of Holland	1,625	\$246,127	5.3%	3.8%	6.3%	17.4%	18.7%	19.8%	26.4%
Village of Holmen	2,908	\$203,314	10.9%	3.0%	12.8%	21.3%	29.6%	11.3%	11.1%
La Crosse County	29,714	\$187,142	5.8%	7.5%	21.0%	21.2%	15.4%	10.0%	19.3%

Source: US Census Bureau, Esri forecasts for 2020, Town of Holland

Housing Affordability

Housing affordability can be determined by looking at the housing affordability index. A value of 100 means that a family with the median income has exactly enough income to qualify for a mortgage on a median-priced home. An index above 100 signifies that family earning the median income has more than enough income to qualify for a mortgage loan on a median-priced home, assuming a 20 percent down payment. For example, a composite housing affordability index (COMPHAI) of 120.0 means a family earning the median family income has 120% of the income necessary to qualify for a conventional loan covering 80 percent of a median-priced existing single-family home. An increase in the COMPHAI then shows that a family is more able to afford the median priced home.

Based on Table 2.6, the average housing affordability index for the Town is 144, meaning on average Town residents have 140% of the income necessary to qualify for a conventional loan covering 80 percent of a median-priced existing single-family home. Town residents spend the highest percent of their income (13.2%) compared to the Village of Holmen and La Crosse County on their mortgage.

Table 2.6 Housing Affordability 2020

	Per Household	
	Housing Affordability Index	Percent of Income on Mortgage
Town of Holland	144	13.2%
Village of Holmen	215	10.6%
La Crosse County	201	12.5%

Source: US Census 2010, Esri 2020 forecasts

Housing Projections

The Town of Holland is projected to need approximately 600 housing units between 2015 and 2040. This will increase the current supply 42% between 2015 and 2040. To compare, the Village of Holmen will see a 42% increase in households, while La Crosse County will see an increase of 13%.

The table below outlines the number of households currently in the County as well as the projected growth in households that is expected from 2015 to 2040. The projections provided for the next twenty years have been provided by the State of Wisconsin Department of Administration (DOA).

The projections have been reached by closely monitoring past growth trends within the Town, County, and surrounding areas.

Table 2.7 Projected Housing Units 2015 to 2040

	2015	2020	2025	2030	2035	2040
Town of Holland	1,441	1,574	1,703	1,828	1,935	2,041
Village of Holmen	3,750	4,095	4,444	4,768	5,060	5,334
La Crosse County	48,658	50,388	51,968	53,262	54,159	54,929

Source: DOA 2013, US Census Bureau 2010

Housing Locations

The Town of Holland has a distinct distribution of housing units in rural areas compared to the Village of Holmen and the County. Approximately two thirds of homes are in rural areas in the Town while one third is in urbanized areas.

Table 2.8 Housing Units by Urban/Rural Status

	Housing Units	
	Inside Urbanized Area (%)	Rural Housing (%)
Town of Holland	37.5%	62.5%
Village of Holmen	98.6%	1.4%
La Crosse County	83.2%	15.7%

Source: US Census 2010, 2014-2018 American Community Survey

Housing Units by Heating Fuel

The majority of households in the area use utility gas (69.6%) as a main heating fuel source. The second most common is electricity at 10.5%. The Town uses the most wood as a heating fuel source compared to the Village of Holmen and La Crosse County. The Town also use less electricity and more bottled, tank, or LP gas as a fuel source than the respective municipalities.

Table 2.7 Housing Units by House Heating Fuel

	Utility Gas	Bottled, Tank, or LP Gas	Electricity	Fuel Oil, Kerosene, Etc.	Wood	Solar Energy	Other Fuel	No Fuel Used
Town of Holland	69.6%	8.8%	10.5%	1.2%	7.7%	0.0%	1.1%	1.2%
Village of Holmen	71.1%	1.7%	21.8%	3.1%	0.8%	0.0%	1.1%	0.3%
La Crosse County	61.2%	6.0%	26.4%	1.3%	2.6%	0.1%	0.9%	0.5%

Source: American Community Survey 2014-2018

Special Needs Housing

The State of Wisconsin lists ten housing locations for persons with special needs within the immediate vicinity of the Town of Holland—8 sites are located in the Village of Holmen and two in the Town of Holland. They include:

- Bethany Hearten House III (101 Juniper Lane), which provides community based residential facilities for irreversible and dementia/Alzheimer's residents.

- Bethany Prairie Home (620 Malin Court), which provides residential care apartment complexes.
- Bethany The Heights (112 Juniper Lane), which provides residential care apartment complexes.
- Bluffview Memory Care (2101 Bluffview Court), which provides community based residential facilities for irreversible and dementia/Alzheimer's residents.
- Hmong Kashia Day Care (W7164 Cty Road T), which provides adult day care for advanced aging and developmentally disabled.
- REM Wisconsin Inc. (505 & 507 Pine Cone Place, 1204 Cherry Lane S., N7050 Elizabeth Drive, and 313 Mallard Drive), which provides adult family home services for physically and mentally disabled.

3. TRANSPORTATION ELEMENT

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 desire for more hiking and biking trails*
- *Improved road maintenance*
- *Improved snow removal*

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: 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.

- 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.

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.

- Action 2-2a: Periodically revisit the Driveway & Culvert Ordinance (#1-2008) 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

Enhance connectivity within the Town with multi-use trails to schools and community facilities.

Objective 3-1: Prioritize improvements to make important connections and take advantage of funding or timing associated with related projects.

- Action 3-1a: Create and adopt a comprehensive outdoor recreation plan.
- Action 3-1b: Develop partnerships and utilize available resources to have access to funding for multi-use trails.

Objective 3-2: Improve and expand the existing trail system to encourage bicycling, walking, and jogging for recreational use and non-vehicular travel to work, school, and leisure activities while also improving safety within the community.

- Action 3-2a: Maintain a Safe Routes to School Program making it safer for children to walk or bike to school.
- Action 3-2b: Implement appropriate signage, lighting, pavement markings, and comply with American with Disabilities Act (ADA) standards where feasible.
- Action 3-2c: 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.

This section is divided between the movement of people and goods, with the movement of people organized by trip type. Within the movement of people, first reviewed is regional travel – the interstate system and state routes, airport, intercity transit, and passenger rail service. This section then examines local transportation opportunities, County and local streets, local transit services, bicycling facilities, and pedestrian facilities.

Movement of Goods

According to the 2018 State Freight Plan, there are six freight-dependent sectors and their composite industries comprised almost 40 percent of Wisconsin's employment and 44 percent of the state's GDP. The six sectors are 1) wholesale and retail, 2) manufacturing, 3) agriculture and forestry, 4) construction, 5) transportation, information, and utilities/energy, and 6) mining. The convergence of highway, rail, and water cargo facilities in La Crosse County provides the opportunity for a fully intermodal terminal for freight distribution. The County's closest intermodal terminals are in Minneapolis/St. Paul and Chicago.

Highways

The officially designated state trucks routes within the Town are USH 53 and STH 35. The east-west route is STH 35 through the Town, and south of Holland USH 53 connects in a north-south direction to the City of La Crosse. USH 53 runs north-south through the center of the Town from the City of La Crosse to Trempealeau County.

Water

Direct water access for waterborne freight is available through both public and private terminals in the City of La Crosse and the Town of Campbell. The Port of La Crosse serves incoming and outgoing barge traffic on the Mississippi River. The port handles nearly 1.3 million metric tons of commodities annually and offers connections to the Upper Midwest and the world, including China, Russia, Spain, South America, Mexico, and other countries. For information regarding the future of Wisconsin Commercial Ports Association (WCPA), refer to the WCPA strategic plan.

Rail Freight

La Crosse County has rail cargo service through three Class I railroad companies, all of which provide direct access to Chicago and connections to eastern points. The Canadian Pacific Railway connects La Crosse to Milwaukee and Minneapolis/St. Paul. This company provides service, or potentially could provide service, to Rockland, Bangor, West Salem, and the north side of La Crosse. The Union Pacific Railroad operates with trackage rights on the Canadian Pacific between Tomah and Winona. The Burlington Northern & Santa Fe operates in the far western part of the County in a north-south orientation and provides service to industries on the south side of La Crosse and Onalaska. The Wisconsin State Rail Plan 2030 indicates shipments by rail and trucking freight are anticipated to grow through year 2030. Forecasts from the Wisconsin State Rail Plan 2030 are listed below:

- Increase in weight of freight rail commodities by over 16 percent
- Increase in value of freight rail traveling *in* Wisconsin by 18 percent
- Decrease in value of freight rail traveling *from* Wisconsin

Air Cargo

The La Crosse Municipal Airport serves as an air cargo facility. The airport is not one of the state's six primary air cargo airports, but it does function as a feeder air service. Rather than maintain and operate a fleet of small aircraft, the integrated express carriers contract for on-demand service with a variety of aircraft operators. The Wisconsin State Airport System Plan 2030 forecasts for all-cargo

aircraft operations at La Crosse Municipal Airport to continue to grow. In 2020, state forecasts predicted that the La Crosse Municipal Airport will have the second highest aircraft operations by commercial air cargo carriers, second to General Mitchell International in Milwaukee, but that the La Crosse Municipal Airport's share of the state's air cargo operations will be less than 12 percent. This prediction held true and is anticipated to grow in the following years.

Movement of People - Regional

Highways

The Town of Holland has easy access to many of the highways that run throughout La Crosse County. Interstate 90 serves long distance, intercity trips to Minneapolis/St. Paul, Minnesota and areas west, and areas to the east including Madison and Chicago, Illinois. USH 14 and 53, STH 35 and 16 provide north-south travel parallel to the Mississippi River. See Map 3.1 for a depiction of the highway and roadway system in the Town of Holland. The roadways designated as state routes and the interstate are used for intercity travel.

Air Transportation

The La Crosse Regional Airport, located south of the Town, is one of nine Wisconsin airports that have commercial air passenger service on a year-round basis. The airport is located on French Island and it serves passenger air travel through connections to regional hubs. The La Crosse Regional Airport is served by American Airlines and Delta Air Lines with three daily non-stop hubs. These include Minneapolis-St. Paul, Chicago, and Detroit. The airlines process nearly 90,000 enplanements and 180,000 total passengers annually. At the airport, the multimodal connection opportunities are to rent a vehicle from four national car rental companies (Avis/Budget, Enterprise, Hertz and National/Alamo), or to use local city bus Route 4 (French Island/Industrial Parks).

The Wisconsin State Airport System Plan 2030 forecasts an increasing number of enplanements. The plan forecasted 109,960 thousand enplanements in 2010 and 122,570 enplanements in 2030. This is a 0.5% increase from 2010 to 2030, the same as the state average over this time period.

Passenger Rail

Intercity passenger rail is available through Amtrak service in the City of La Crosse. The Amtrak Empire Builder serves La Crosse, with regional connection to Chicago, Milwaukee, Columbus, Portage, Wisconsin Dells, Tomah, Winona, Red Wing, and St. Paul. The Empire Builder also connects to the West Coast (Seattle, WA and Portland, OR). Through a connection in Chicago, the national Amtrak network is available. The passenger rail station is located at St. Andrew and Caledonia Streets (601 St. Andrew Street in the City of La Crosse).

WisDOT has been studying ways in which Wisconsin's intercity passenger rail system could be expanded and developed into a more robust component of the state's overall transportation system. WisDOT, along with Amtrak and eight other Midwestern state DOTs, is currently evaluating the Midwest Regional Rail System, a proposed 3,000-mile, Chicago-based passenger rail network in the Midwest. The regional rail system would provide 6 round trips at peak times between Chicago, Milwaukee, Madison, La Crosse, and St. Paul. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying.

Bus

Intercity passenger bus service in the La Crosse area was provided by Greyhound Lines; however, in August 2004, Greyhound discontinued service to the La Crosse area as part of its route restructuring. Intercity bus transportation is now provided by Jefferson Lines, a connecting carrier to Greyhound

Bus Lines. Jefferson Lines runs daily scheduled bus service that connects to Greyhound's national service in Madison and Minneapolis/St. Paul. The intercity bus terminal is located at 601 St. Andrew Street in the City of La Crosse.

Movement of People – Local

Local Roadway Network

The street network shapes access and circulation through the Town. Public streets in the area are classified by their primary function, as described below:

- Principal Arterials – Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers.
- Minor Arterials – Provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors.
- Collectors – Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid which forms the basic unit of traffic circulation.
- Local Streets – Local streets primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility and through traffic movement on this system is usually discouraged.

Table 3.1 Traffic County Profile Town of Holland

Distance (miles)	Street	Closest Cross-Street	Year of Count	Count (Average Daily Traffic)
0.10	US Hwy 53	A Johnson Rd (0.319 miles N)	2017	10,100
0.76	Co Hwy T	Aspeslet Rd (0.389 miles E)	2011	920
0.87	US Hwy 53	Council Bay Rd (0.33 miles N)	2017	9,600
1.33	US Hwy 53	Amsterdam Prairie Rd (0.349 miles N)	2005	10,100
2.71	Co Hwy Tt	Fonstad Rd. (0.18 miles NE)	2002	450
3.10	State Hwy 35	Co Hwy Xx (0.17 miles E)	2014	4,600
3.37	Co Hwy Xx	Prairie Woods St. (0.18 miles SW)	2011	920
3.41	Co Hwy T	Co Hwy Tt (0.34 miles W)	2002	820
4.00	Old Na Rd	Waldenberger Rd. (0.14 miles W)	1999	520

4.45	US Hwy 53	Old Na Rd. (0.46 miles N)	2017	14,000
4.97	Co Rd Mh	Garden St. (0.04 miles E)	2017	3,000
4.99	Co Rd Mh	Gaynor Dr. (0.04 miles W)	2014	3,400
5.00	Co Hwy V	Keppel Rd. (0.05 miles S)	2011	3,500
5.08	Co Rd Mh	McHugh Rd (0.01 miles E)	2017	3,800
5.51	Briggs Rd	Western Ave (0.15 miles N)	1999	3,800

Source: Kalibrate Technologies (Q3 2020)

Rustic Roads

The Town of Holland has one designated Rustic Road. Rustic Road 64 makes a loop off US 53/STH 93, following Amsterdam Prairie Road and Old 93 (2.7 miles). Located near the Van Loon Wildlife Area, this route offers a rather unique combination of historic transportation architecture and scenic views. From Amsterdam Prairie Road, it is possible to enter historic McGilvray Road, also know as 7-Bridges Road, by foot. McGilvray Road is on the National Register of Historic Places because of its rare bowstring arch bridge construction.

Public Transportation and Transit

While the Town of Holland has no formal public transportation services, there are two services located in La Crosse County, one is the La Crosse Municipal Transit and the other is the Onalaska/Holmen Public Transit Taxi.

The La Crosse Municipal Transit Utility (MTU), operated by the City of La Crosse, provides the only standard mass transit service in the County. Ten bus routes serve City of La Crosse, some surrounding townships, with a connection to the City of La Crescent.

The Onalaska/Holmen Public Transit Taxi Program is a demand response door-to-door transportation system. The shared ride taxi service provides transportation to all citizens and meets Americans with Disabilities Act accessibility requirements. The program is administered by the Onalaska City Council, and it contracts with a private transit company to provide the service.

Paratransit

Paratransit, in its broadest sense, includes all modes of “public” or “mass” passenger transportation systems other than privately driven automobiles or regularly scheduled bus/train service. La Crosse County Department of Aging contracts with a private operator to provide “mini-bus” service to all residents of La Crosse County age 60 or over, or 18 and over who are self-defined disabled, or otherwise unable to use conventional mass transit if it is available. In the Town of Holland this service is available certain days of the week on a demand response door-to-door, with a hierarchy of trip purposes determining the priority for space and time.

To meet the special needs of persons with disabilities and to comply with the Americans with Disabilities Act, MTU operates lift-equipped buses on its regular fixed route system. MTU also provides complementary Paratransit Service. Disabled persons who, by reason of their disability cannot get to a bus stop from their home, from the bus stop to their destination, or who require more assistance in using transit service than that provided by a driver operating a lift equipped MTU bus, may qualify for ADA Paratransit Service.

Air Transportation

There is one paved runway in the Town of Holland located at the Holland Air Park, off Hanson Drive. There is a second air park (Parkway Farm Strip) located off Amsterdam Prairie Road that features a grass runway.

Biking

The Town of Holland has access to multiple off-road multipurpose facilities. The 2030 Metropolitan Area Transportation Plan describes in detail each of the off-road bicycling facilities. Off-road multipurpose facilities have both local and state significance and take advantage of abandoned railroad alignments and scenic marsh views. The Town of Holland completed an off-road facility, the Holland Bluff Trail featuring a crushed limestone surface 4.5 miles long. Holland Bluff Trail connects to the Village of Holmen's 3.4 mile-long Halfway Creek Trail.

The Great River State Recreational Trail runs through the western edge of the Town. This former rail corridor stretches from the City of Onalaska to Trempealeau County. It is a 22.5 mile trail that is constructed out of crushed stone.

Walking

Pedestrian facilities are not mapped by most local governments in La Crosse County, including the Town of Holland. However, the 2030 Metropolitan Area Transportation Plan makes the following generalizations about the pedestrian network:

- For the most part, the roadways in suburban and urban-fringe areas of the planning area are constructed with curb and gutter (not in the Town of Holland); yet, these roads generally lack sidewalks, and have a narrow, 3-ft gutter pan and/or a wide curb lane within which a pedestrian might travel (not recommended). The lack of sidewalks forces pedestrians to walk in the roadway, increasing the likelihood of pedestrian/motor vehicle crashes.

Commuting Patterns

88.6% of workers in the Town of Holland drive alone to work as shown in figure 3.1. 58.8% of workers have a commute time between 15 and 29 minutes, which is higher than the surrounding Towns, Villages, and the County as a whole. The second most common way to travel to work was by carpool, 6.7 percent of workers traveled in this fashion.

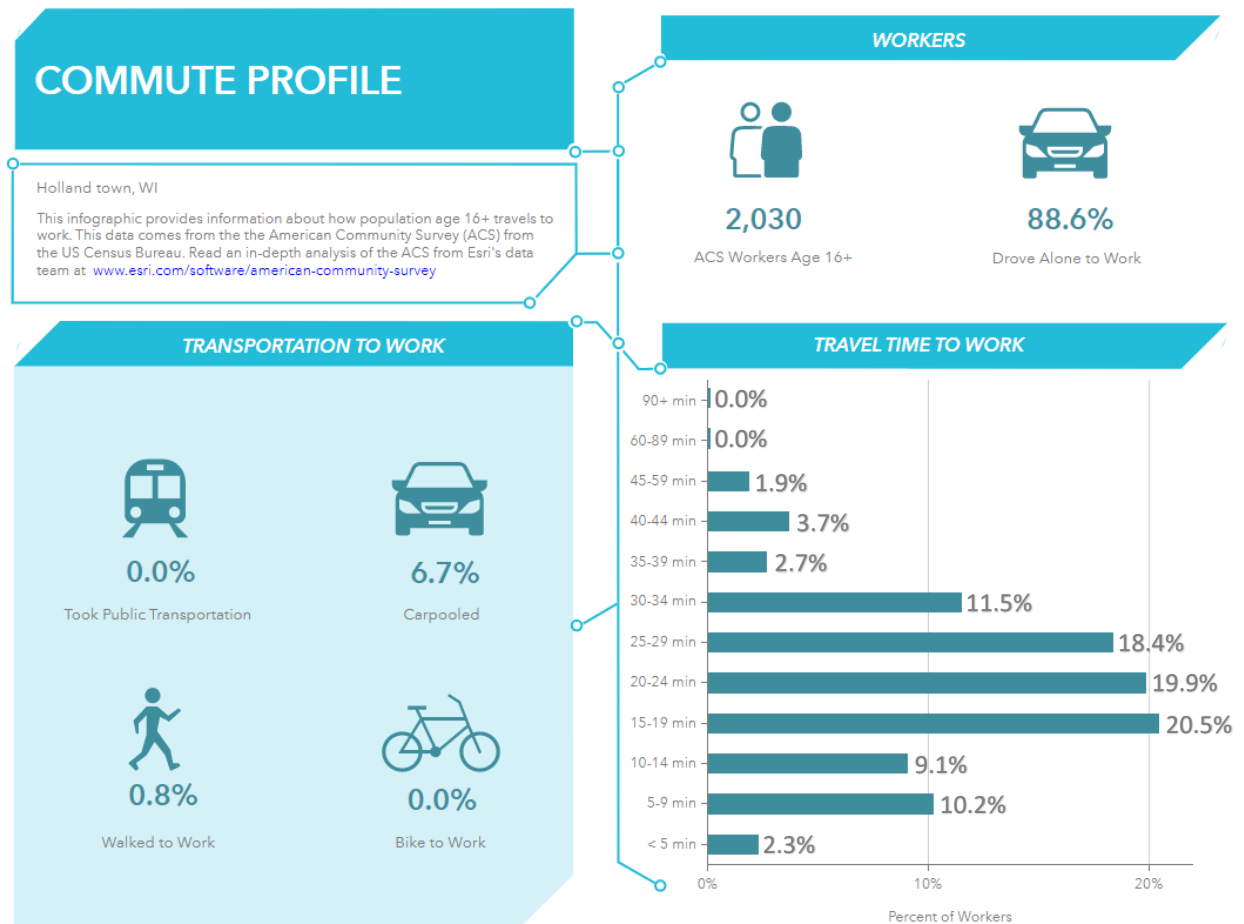
Programs for Local Government

WisDOT administers a variety of state and federal programs, including:

- Airport Improvement Program (AIP)
- Connecting Highway Aids
- County Elderly and Disabled Transportation Assistance
- Federal Discretionary Capital Assistance
- Freight Rail Infrastructure Improvement Program (FRIIP)
- Freight Rail Preservation Program (FRPP)
- General Transportation Aids (GTA)
- Highways and Bridges Assistance
- Local Bridge Improvement Assistance
- Local Roads Improvement Program (LRIP)
- Local Transportation Enhancements (TE)
- Railroad Crossing Improvements
- Rural and Small Urban Public Transportation Assistance

- Rural Transportation Assistance Program (RTAP) Rustic Roads Program
- Surface Transportation Discretionary Program (STP-D)
- Surface Transportation Program – Rural (STP-R) & Urban (STP-U)
- Traffic Signing and Marking Enhancement Grants Program
- Transportation Economic Assistance (TEA)

Figure 3.1 Town of Holland Commute Profile



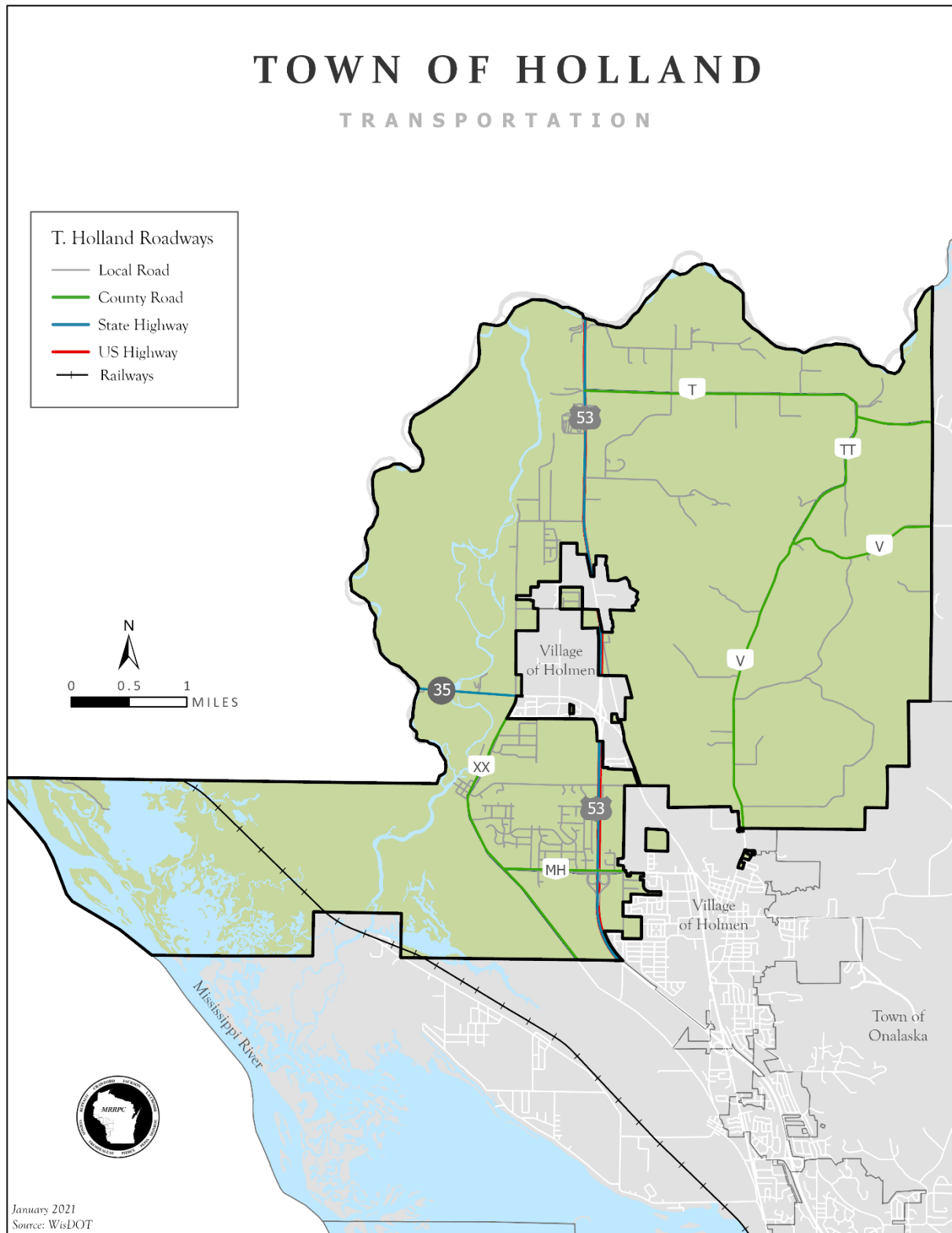
This infographic contains data provided by American Community Survey (ACS). The vintage of the data is 2014-2018.

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La Crosse Area Planning Committee (MPO)

As the Metropolitan Planning Organization (MPO) for the La Crosse, WI-MN urbanized area, the La Crosse Area Planning Committee (LAPC) is required to develop a transportation plan with a 20-year-or-more planning horizon that includes “both long-range and short-range strategies/actions that lead to the development of an integrated intermodal transportation system that facilitates the efficient movement of people and goods.” The MPO has addressed land use and transportation goals for the area that can be found in the Beyond Coulee Vision 2040 Plan. The LAPC goal analysis of long-range transportation planning with the Town of Holland can be found in Appendix B.

Transportation Map 3.1



4. UTILITIES AND COMMUNITY FACILITIES ELEMENT

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:

- *Fire protection needs improvement*
- *Desire for more recreational areas*

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.
- Action 1-3b: Support/advocate broadband services to un-served areas in the Town.

GOAL 2

Avoid environmentally sensitive areas when extending and constructing new utilities and community facilities.

Objective 2-1: Consult the Community Facilities Map (4.2) 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 (#1-2008) 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 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 (#1-2008) 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: Maintain 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, sewer services, fire, and EMS services.

Objective 4-1: 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 homeowner's association or other private entity, and/or determine public responsibility for maintenance.

Objective 4-3: As population increases, or as economic priorities change, consult surrounding municipalities about joint service provision and facility expansion of fire and EMS services within the township.

- Action 4-3a: Identify partnership opportunities with local municipalities that have or will have future need for fire and EMS services.
Action 4-3b: Communicate the impact of options for improvement to the Town fire and EMS services in terms of the costs and quality of service provision. Refer to the *Something in Common, Exploring Fire and EMS Service Sharing Opportunities in the La Crosse County Region* (2020) report.

Water Supply

The Town's water supply comes entirely from groundwater, primarily through private wells. The water supply in the County, as well as most of Wisconsin, is truly an invaluable treasure because of its cool, clean, and clear characteristics. The vast majority of Southwestern Wisconsin's groundwater comes from a sandstone and dolomite aquifer that was deposited 425-600 million years ago. It is approximately 170 feet in depth and is bounded by the bluff on the east and by the Mississippi River to the west. The area's mid-continent climate ensures an abundant supply of groundwater by providing over 30 inches a year of precipitation. This groundwater recharge capability allows the area's population a plentiful supply of safe water.

The Town's precipitation and soil geology allow for rapid groundwater recharge, it also allows for groundwater contamination from surface activities. There are many contaminated groundwater sites within the area and with continued growth in population and economic activity, the demand on groundwater supplies will continue to increase. To assist in preventing further groundwater contamination, a groundwater modeling study of La Crosse County was completed in 2003. This study assessed the effects of recent and potential future groundwater withdrawals and provides a suitable tool to evaluate the effects of proposed water management programs. The plan identifies the extent of contamination on existing sites and the direction in which these contaminated sites are flowing.

Sanitary Sewer

The disposal of wastewater in the Town is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems. Septic systems discharge wastewater to underground drainage fields or septic tanks. There are currently six types of on-site disposal system designs authorized for use in the state: conventional (underground), mound, pressure distribution, at grade, holding tank, and sand filter systems. The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems. Recent changes to the State's Plumbing Code (COMM 83) allow for both conventional and advanced pre-treatment systems for residential development. The changes allow properties that have soil depths or soil types that were once unsuitable for conventional septic systems to now be developed and serviced by advanced pre-treatment sewage systems. This could result in widespread areas of scattered non-farm related residential development in the Town unless sound land use planning principles and policies are followed. Scattered non-farm residential development is both costly and inefficient to serve and it often leads to increased conflicts between agricultural operations and non-

agriculture uses. If not properly located or maintained, on-site sewage disposal systems can significantly pollute groundwater. Some community members in Holland are concerned that sandy soil conditions that exist throughout the town may predispose the town to increased occurrences of groundwater pollution in the future.

The La Crosse Sewer Service Area Water Quality Management Plan 2012-2035 provides additional planning resources from the La Crosse Area Sewer Committee of the La Crosse Area Planning Committee, the Metropolitan Planning Organization for the La Crosse, Wisconsin, and La Crescent, Minnesota Metropolitan Planning Area.

Solid Waste Disposal and Recycling Facilities

All residential homes in the Town are supplied with 96-gallon refuse cart services with pick-up every week and 96-gallon recycling cart service pick-up every other week. Hilltopper Refuse and Recycling serves Town of Holland residents with curbside pickup services.

La Crosse County provides public management of an integrated solid waste disposal system that is provided through public/private partnerships. This system is utilized by several counties in Wisconsin and Minnesota. The system accepts residential, commercial, industrial, and institutional wastes. The disposal system processes solid waste into refuse derived fuel which is then utilized in generating electricity. The county provides oversight of a landfill complex which includes: sanitary landfill, ash monofil, construction and demolition landfill, clean wood waste processing, and yard waste disposal. La Crosse County provides these services to manage the environmental liability for disposal of these wastes for the protection of La Crosse County.

In addition, La Crosse County provides these services to keep transportation distances and costs low, as well as to provide strong private sector competition by having fairly priced services. Generally, all waste which is not recycled and less than four feet in length and less than 100 pounds in weight is required to go to the waste-to-energy facility on French Island. La Crosse County Solid Waste Department became Wisconsin's first publicly-owned solid waste disposal system to join the state's Green Tier program. In 2013, 53,273 tons of refuse were burned for fuel at the French Island waste-to-energy plant.

La Crosse County entered into a contract to mine an estimated 2 million cubic yards of waste that was buried in the landfill in the 1970s and 1980s and rebury it in a new section designed to better prevent groundwater contamination. The old landfill has been leaking contaminants into the groundwater for years and the plume of contaminants threatened the wells of residents to the south. The project could extend the life of the landfill by up to 40 years, which is well beyond the planning horizon of this Comprehensive Plan.

La Crosse County adopted a Master Land Use Plan (MLUP) for the landfill to guide land use decisions for the site. The most recent plan was created in 2015 and includes short-, medium-, and long-term goals to achieve a balance of economic, social, and environmental land use objectives. For more information on this plan, refer to the Master Land Use Plan for the La Crosse County Landfill.

The Household Hazardous Materials (HHM) Program located at 6502 State Road 16 in La Crosse opened its doors in October 2001. The HHM facility collects hazardous household materials from La Crosse County residents free of charge and for a minimal fee for individuals who reside outside of La Crosse County.

Stormwater Management

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

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

The La Crosse Stormwater Group is taking on the goal to slow down the rush of rain and snowmelt that pollutes rivers. The Town of Holland is working with the Group to educate residents and small business owners, about what runoff is, why it is bad, and how to fix it. The Town's goal is to protect water resources and prevent erosion. The Soak It Up Project Award is given to community members who have finished a stormwater management project on their property and their projects are then shared so others can be inspired to do the same on their properties.

Stormwater runoff in La Crosse County and the Town of Holland was in part addressed in 2008 when La Crosse County adopted Chapter 29 of the La Crosse County Code of Ordinances "Post Construction Storm Water Management". The ordinance delegates authority to the La Crosse County Department of Land Conservation to enforce the ordinance. The ordinance includes technical standards, storm water management performance standards, permit requirements, and storm water management plan requirements for new or expanding developed areas.

To further address storm water runoff, the Town of Holland Plan Commission developed recommendations/guidelines in 2015. The recommendations include storm water management runoff options and parking area landscaping guidelines for new or expanding developments. The recommendations/guidelines are meant to provide creative options for new or expanding developments to incorporate into their project plans. Guidelines for stormwater runoff and landscaping can be found in Appendix B-1. Additionally, the Town is developing a storm water utility.

Telecommunication Facilities

CenturyLink Inc. (Lumen Technologies) provides the County with local telephone service; long distance service is available through several providers. Charter Communications provides cable television service and both CenturyLink Inc. and Charter Communications offer high-speed Internet access.

High-speed internet access and fiber optic connections are available in the Town of Holland. The region is connected to the Midwestern fiber optic network via CenturyLink. Fiber optics allow for the high-quality transmission of large volumes of information at an affordable rate. However, this technology is not available throughout the entire Town and certain residents in rural areas within the Town have limited capabilities for high-speed Internet services.

Hiawatha Broadband Communications and Telephone Data Systems, LLC, provide fixed wireless technology to the Town. Satellite services are provided by ViaSat, Inc., Hughes Network System, LLC, and VSAT Systems, LLC.

There are three cellular towers located within the town to enhance telecommunication capabilities.

Power Plants, Electricity, and Transmission Lines

The La Crosse-Madison Transmission Line Project, also known as the Badger Coulee Project, was completed and energized in December 2018. The approximately 180-mile, 345 kilovolt (kV) line runs between the Briggs Road Substation north of La Crosse and the Cardinal Substation in northern Dane County. The route chosen traverses over 7 miles of Town property and was approved by the PSC in April 2015. Under the State regulations, the power company is required to pay an “environmental impact fee” to all municipalities that the power line traverses. The Town received a one-time payment of \$366,146. This route parallels the CapX2020 route. The CapX2020 Hampton-Rochester-La Crosse 345 kilovolt (kV) transmission line project was energized on September 16, 2016. Town utility lines can be seen on Map 4.1.

It is important to note that overall, according to Wisconsin’s Citizen Utility Board, the electrical system in western Wisconsin is congested. As the area considers energy needs over this planning horizon, it will be important to coordinate their transmission planning with Minnesota and also to consider opportunities for utilizing alternative energy sources, such as wind and solar.

In September 2014, the Town Board appointed a Community Solar Committee to study the possibility of installing a solar farm on Town property. A preliminary site study suggested the area could support at least a 100kW system. The Committee met with various vendors, researched options and analyzed the different structures. The Committee also studied the many legal, financial and project design considerations and assisted in drafting a proposal. The solar farm was nixed by Riverland Energy. Therefore, the Committee began pursuing the group buy program, which was offered starting in 2016 in cooperation with the Madison firm H&H Solar.

In January, 2017, the Town was notified that the solar group buy was on hold due to management changes at H&H Solar. The Committee met in early spring to talk about options and interviewed prospective solar installers. As a result, the Town of Holland made a new partnership with Aquilla Solar. Aquilla Solar then met with residents who expressed interest in solar. Unfortunately, due to the lack of solar tax breaks in the State of Wisconsin, the group buy program has been suspended (as of 11/26/18). The Town hopes this program will be reinstated in the future.

The Town also works to improve energy efficiency of local businesses. The Town has engaged with Alternative Utility Services to provide Holland businesses the opportunity to upgrade their facilities’ lighting without having to spend any of their own capital resources. The goal of this program will be to reduce electric consumption of Holland businesses while giving businesses increased flexibility to invest and grow their own businesses rather than sink money into utility improvements.

Libraries

The Town of Holland is serviced by the La Crosse County Public Library System. These libraries serve residents throughout the County. A main branch is located in the City of La Crosse and five other branches are located throughout the County. The Holmen Public Library is located at 121 Legion St. West in Holmen. Each of the five communities has designated a Library Commission or Committee to handle the annual expenses and budget concerns of the library facility they provide. These are often elected officials but they are also Village, Town or City government appointments with little or

nothing to gain by the significant contribution they make with their time and talents. All of the La Crosse Libraries belong to the Winding Rivers Library System which gives residents access to a seven-county interlibrary loan system including: Buffalo; Jackson; Juneau; La Crosse; Monroe; Trempealeau; and Vernon Counties.

Schools

The Town of Holland is served by the Holmen School District. The Holmen School District serves six (6) municipalities, including: the Village of Holmen, the Town of Holland, and parts of the Town of Farmington, Town of Hamilton, Town of Onalaska, and the City of Onalaska.

The Holmen School District operates the Oak Grove Family Learning Center (in the Town of Onalaska) for adult education, early childhood and preschool. The four (4) elementary schools: Viking Elementary School; Sandlake Elementary School; Prairie View, and Evergreen Elementary School serve K-5. The Holmen Middle School serves 6-8, and the Holmen High School serves 9-12. The district is considering plans for adding a middle school and an elementary school.

In addition, the County has 16 private schools that provide additional educational choices for residents. Within the County, town residents also have access to several post-secondary education schools, including the following:

University of Wisconsin-La Crosse was founded in 1909 and is now one of the 13 four-year campuses in the University of Wisconsin System with enrollment of around 10,000 students. UW-L has joined the City's other two institutions of higher education and the region's medical facilities to form a consortium to bring cutting-edge health care to the region, along with a state-of-the-art health research and education facility for professionals and students.

Western Technical College is a public two-year college with a focus on technical education. The college has an annual enrollment of approximately 9,400 credit students and 12,900 non-credit students. The average age of WWTC's credit and non-credit student is 33.

Established in 1890, Viterbo University is a co-educational Catholic University founded in the Franciscan tradition. Viterbo offers undergraduate and graduate degrees and has an enrollment of approximately 2,700 students. It offers over 40 academic programs at the associate's, bachelor's, master's, and doctoral level.

Parks and Recreation

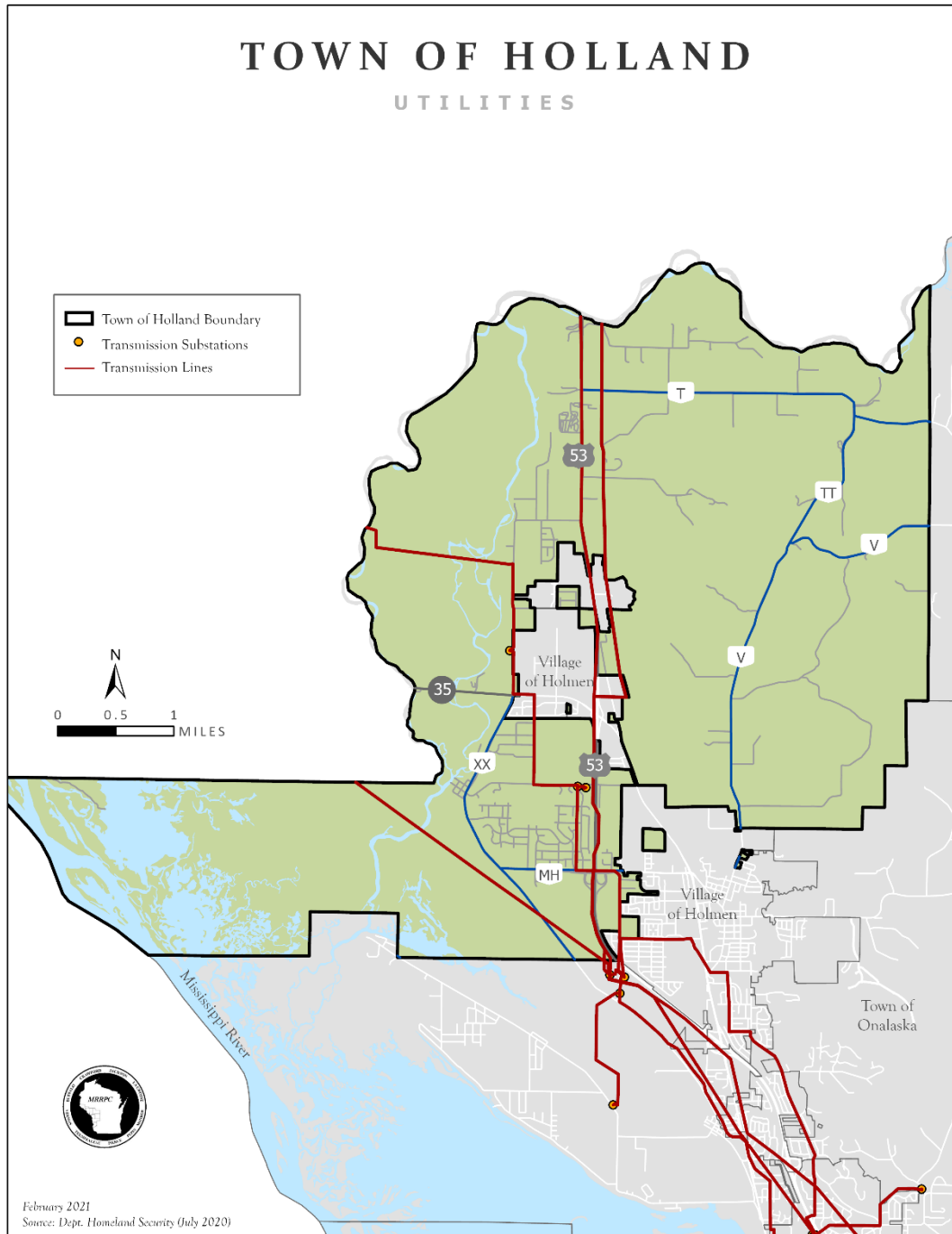
The Town of Holland has 127 acres of County and Town Parks and over 6,800 acres in Federal and State Parks, accounting for nearly one quarter of the land within the Town. The recreational lands have great diversity in the types of experiences they provide and include federal and state wildlife refuge areas, trails, county parks and forests, town parks, school district parks, university and college recreation areas, campgrounds, rod and gun clubs, an alpine ski area, golf courses, rivers, lakes, and over 100 miles of trout streams.

There are a number of local parks within the Town of Holland. These parks provide a wide range of recreational opportunities for Town residents, including golf, hiking, and camping. In addition to providing recreation, there are certain parks within the community that preserve existing native habitat, such as the Native and Natural Prairies. The parks and greenspace within and near the Town are:

- August Prairie Park
- George Hammes Park
- Gaynor's Rolling Hills Addition Park
- Hidden Prairie Park
- Holland Estates Park
- Llyod Dresen Park

- New Amsterdam Grassland
- Prairie Woods
- Town Hall & Park
- Wildflower Park
- Sportsmen's Retreat
- Cottonwood South
- Cottonwood North
- Villa Farms
- Gunslick Trap Club
- Holmen Rod and Gun Club
- Drugan's Castle Mound Golf Course
- Gateway Area Council Boy Scout Camp
- Whispering Pines Campground
- Holland Sand Prairie

Utilities Map 4.1



The federal and state-owned lands that supplement the area's park and recreation system include the Upper Mississippi River National Wildlife and Fish Refuge, Van Loon Wildlife Refuge, Lytle's Landing, and the Great River State Trail.

During the winter months, well-groomed trails provide excellent snowmobiling and cross-country skiing opportunities. Eight miles of cross-country ski trails are provided along the Great River State Trail.

A complete discussion of the County's park and recreation facilities is provided in the 2019-2024 La Crosse County Outdoor Recreation Plan. Included in the Outdoor Recreation Plan is a five year action plan for County park and recreation facilities.

Police, Fire, and Rescue

The Town of Holland is currently served by the La Crosse County Sheriff's Department, which is located in the City of La Crosse and serves the entire County. At the time of this writing, the Department has 109 employees.

The Town is served by the Holmen Area Fire Department for fire and EMS services. The La Crosse County 911 Emergency Dispatch Center is located in the La Crosse County Law Enforcement Center in La Crosse. The boundaries of these districts are in the Fire District Map defined in the La Crosse County Comprehensive Plan.

In addition to providing emergency telephone answering service, the La Crosse County 911 Emergency Dispatch Center telecommunicators are the radio and multiple computer system operators. This fully integrated system allows the department to provide full emergency and non-emergency service to each of the eight Law Enforcement Departments, the eight Fire Departments, the nine First Responder organizations, Emergency Government, and Search and Rescue throughout the entire County.

Health Care Facilities

No health care facilities are located in the Town of Holland. The nearest health care facilities to the Town are located in the City of Onalaska and the Village of Holmen. Gundersen Lutheran and Franciscan Skemp Healthcare, Mayo Health System are two (2) large medical centers that operate in the region, each with a hospital and large clinic in the City of La Crosse. In addition, both Gundersen Lutheran and Franciscan Skemp Healthcare, Mayo Health System operate health care facilities in the city and village.

Gundersen-Lutheran Medical Center is the area's recognized leader in heart, trauma and cancer care, births, business services, research and health education, with over one million clinic, hospital, and emergency room visits each year. Gundersen Lutheran operates a 325-bed teaching hospital with a Level II Trauma and Emergency Center in La Crosse. Franciscan Skemp, MHS La Crosse Campus operates a 250 bed hospital with a 24-hour Emergency Trauma Center. Franciscan Skemp Healthcare, partnered with world-renowned Mayo Clinic, offers excellent specialty services including cardiology, neurology, nephrology, oncology, orthopedics and many others, as well as comprehensive, compassionate primary care throughout an 11-county region in Wisconsin, Minnesota, and Iowa. Franciscan Skemp is a leader in women's health, having established the area's first Women's Health Center in 1983.

A health care education consortium that includes Viterbo University, Western Wisconsin Technical College and the University of Wisconsin at La Crosse exists in the region.

Child Care Facilities

The childcare options within the Town of Holland are limited to private home-based childcare facilities. Additionally, the La Crosse County Family Resource Center helps to connect parents and children to childcare providers. La Crosse County has 26 regulated full day family childcare centers and 59 regulated full day group childcare homes. 55 childcare facilities offer infant care. The earliest select care facilities open is 5:00 am and close at the latest at 6:30 pm.

Cemeteries

There are two cemeteries located within the Town. Green Mound (located at Hwy 35-53 and Hwy 93) is the one active cemetery within the Town. The Sacia Family Cemetery (located on CTY T at CTY TT) is now inactive and is located on private property.

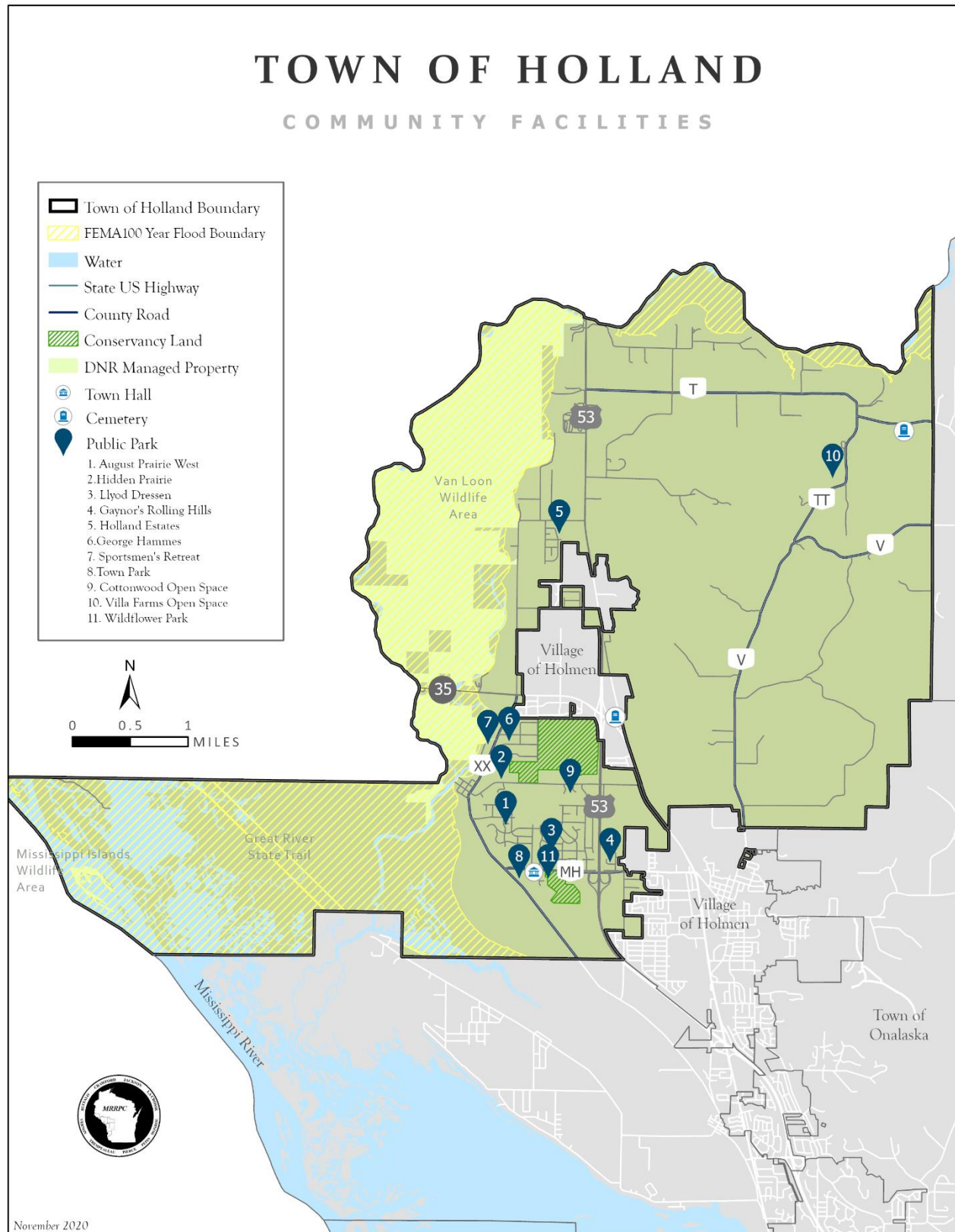
Timetable for the Expansion of Utilities and Community Facilities

An important part of this planning process is to determine what upgrades or expansions to the Town's utilities and community facilities are needed, and when. This analysis will be completed throughout this planning process and upgrades and expansions will be identified as needed.

Sources:

- La Crosse County, Wisconsin Farmland Preservation Plan, 1980 –Amended in 2014
- La Crosse County Comprehensive Outdoor Recreation Plan, 1998 – Amended in 2020
- La Crosse County Land & Water Resource Management Plan, 1999 – Amended in 2020
- Storm Water Management Review Plan for Drainage Issues 2019
- Zoning Ordinance – Comprehensive Revision in 2012
- Land Division Ordinance

Community Facilities Map 4.2



5. AGRICULTURE, NATURAL, AND CULTURAL RESOURCES ELEMENT

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:

- *A desire for the Town to purchase green space for preservation*
- *Natural resource protection should be made a high priority for the Town*
- *A desire for the Town to promote farmland protection*
- *Cultural and historic site preservation should be a priority for the Town*

GOAL 1

Preserve the Town of Holland's agricultural resources – including productive agricultural land, waterways, groundwater, and woodlands – for this and future generations.

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

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.
- 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.

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 effort 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.

Agricultural Lands

There are 6,560 acres of farmland (*based on La Crosse County Existing Land Use Data*), within the Town of Holland. This accounts for over a quarter of all the land within the Town. Farming is a key part of the local economy and is also a way of life for many residents. Town of Holland Agricultural Land Use Map 5.1 and Cropland Map 5.2 depict where these uses are located and how these agricultural lands are utilized.

The Town of Holland has a 1,647-acre Agriculture Enterprise Area (AEA) called Halfway Creek Prairie AEA. Map 5.3 shows the location of the AEA. AEAs are community led efforts establishing

designated areas important to Wisconsin's agricultural future. More specifically, an AEA is an area of productive agriculture that has received designation from the state at the request of landowners and local governments. As a part of the state's Farmland Preservation Program, AEAs strive to support local farmland protection goals.

AEAs can help communities preserve agricultural land for the future while promoting the local agro-economy and investing in local land and water resources. An AEA enables landowners to sign a farmland preservation agreement. By signing a farmland preservation agreement with the Department of Agriculture, Trade and Consumer Protection, a landowner agrees to keep land in agricultural use for 15 years and to meet state soil and water conservation standards. In return, the landowner may claim the farmland preservation tax credit annually.

Agricultural Statistics

With 6,560 acres of farmland and 1,313 acres of pasture, a portion of this land is rented in the Town. Average prices for rent of non-irrigated cropland in La Crosse County in 2020 were \$139.00 per acre, \$1 above the State average of \$138.00 per acre. Average cash rent paid for pasture in La Crosse County in 2020 was \$28.50 per acre, below the State average of \$35.00 per acre.

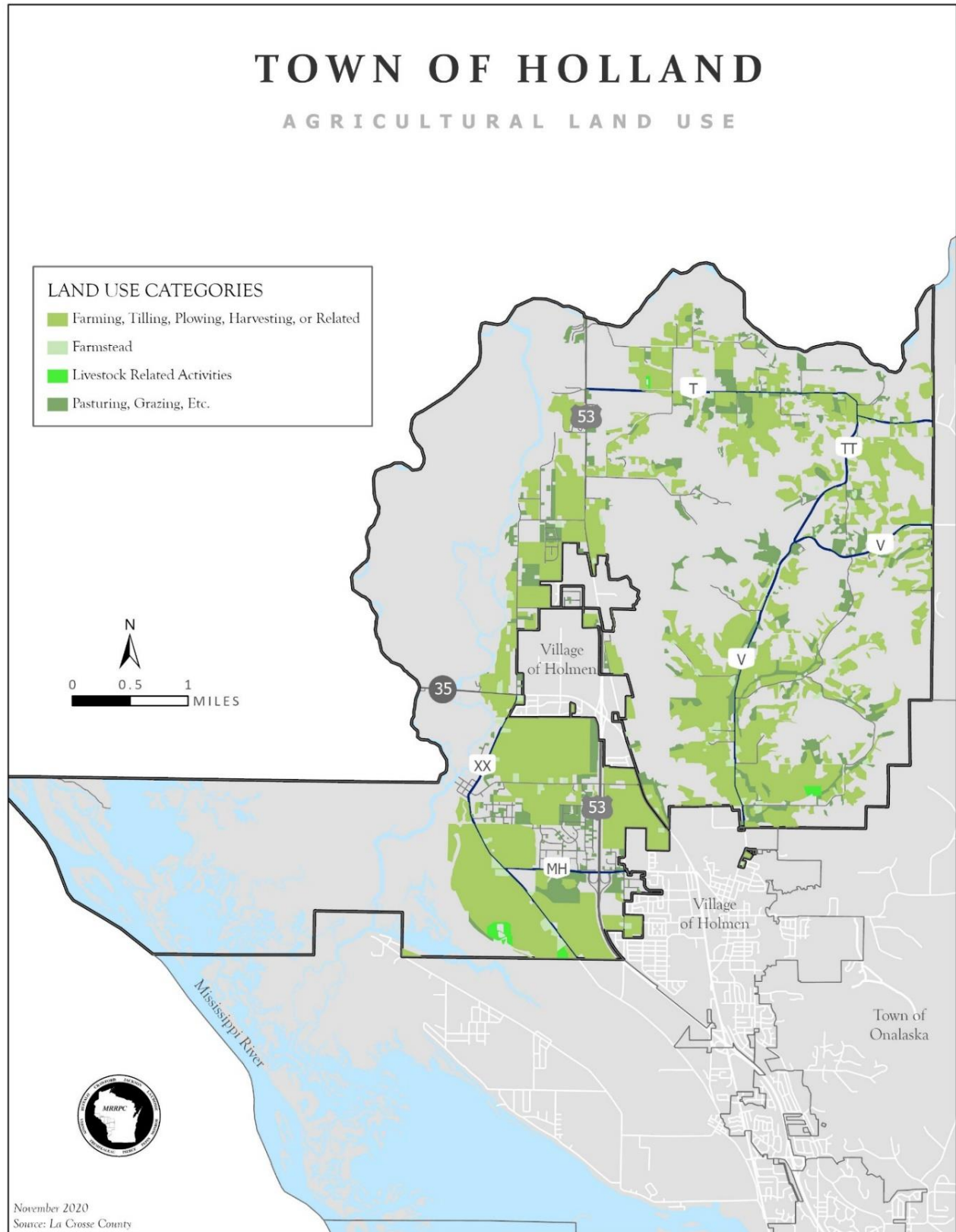
In 2019, the overall cost agricultural land averaged \$5,253 per acre in the Town. Based on Table 5.1, the number of farms in La Crosse County has decreased by 9.13%. This is more than the State average decline in farms of 7.11%. Though the number of farms has decreased, the overall market value of agricultural land has drastically increased in the County by 52.05%. This is far above the State average increase of 32.22%. The largest changes are in sizes of farms from larger farms (in acreage) to smaller farms.

Table 5.1 La Crosse County Agriculture Summary

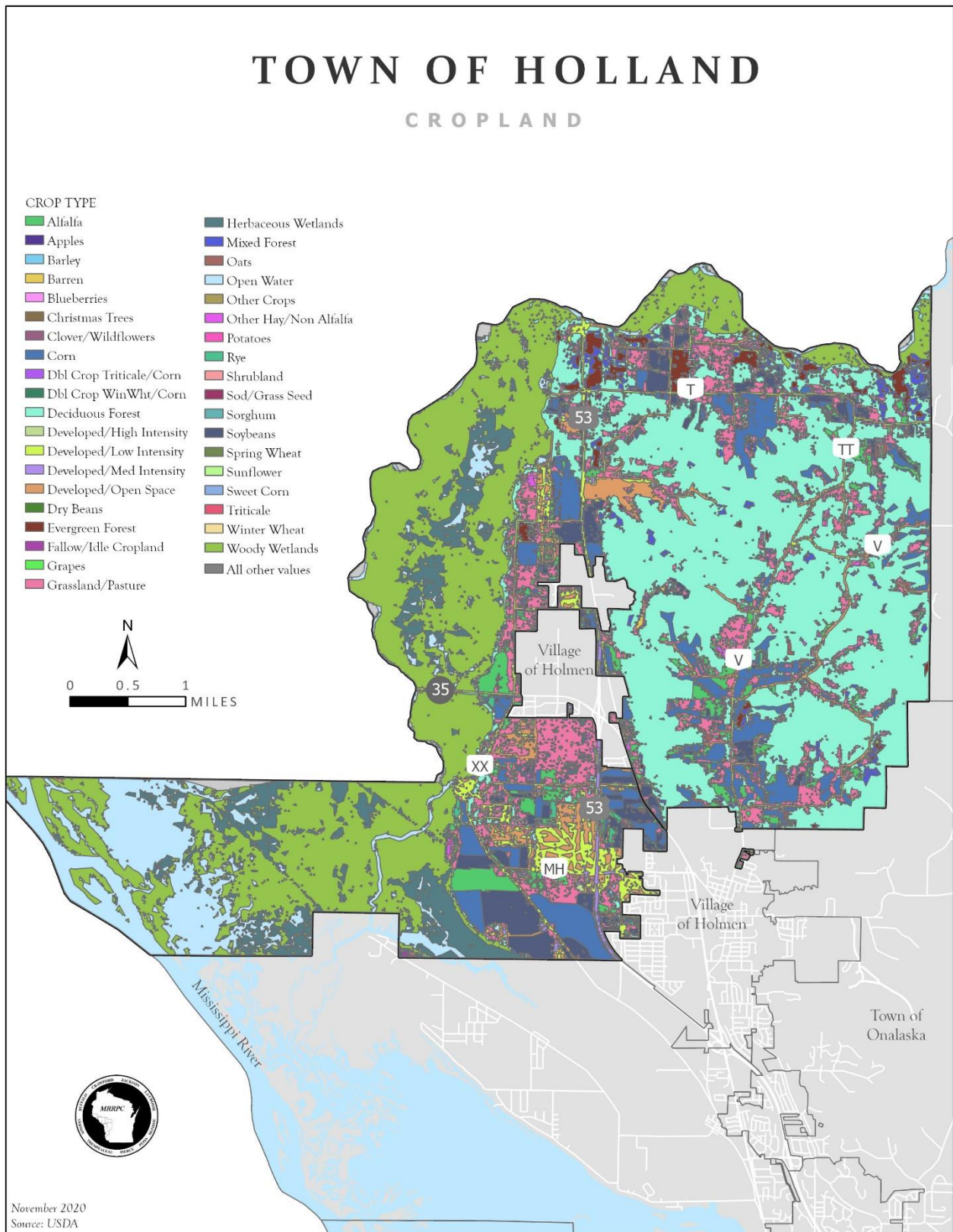
	2012	2017	% Change 2012-2017
Farms (#)	734	667	-9.13
Land in farms (acres)	158,718	144,334	-9.06
Estimated market value of land and buildings (\$)	709,760	1,079,187	52.05
Estimated market value of all machinery and equipment (\$)	88,617	83,104	-6.22
Farms by size			
1 to 9 acres	30	49	63.33
10 to 49 acres	147	150	2.04
50 to 179 acres	300	218	-27.33
180 to 499 acres	196	185	-5.61
500 to 999 acres	63	51	-19.05
1,000 acres or more	17	14	-17.65
Total cropland	671	575	-14.31
Irrigated land (# of farms)	20	26	30.00

Source: USDA Ag Census 2012, 2017

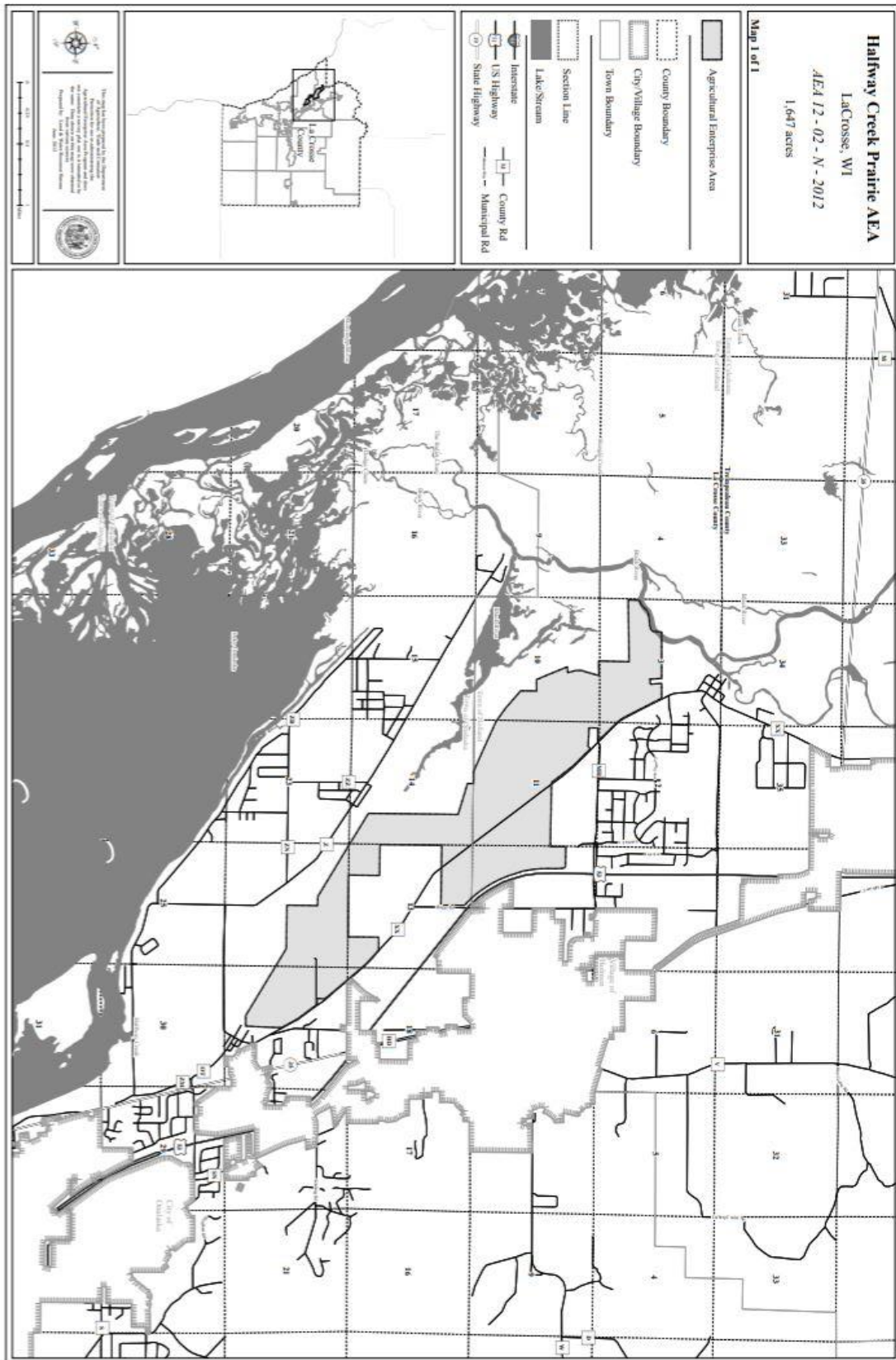
Agricultural Land Use Map 5.1



Cropland Map 5.2



Agriculture Enterprise Area Map 5.3



Soil Types

The following soils can be found within the Town of Holland. More detailed information on these soil types can be found from the USDA Soil Survey.

- Palms muck
- Timula silt loam
- Seaton silt loam
- Churchtown silt loam
- Barremills silt loam
- Valton silt loam
- Lambeau silt loam
- Hixton silt loam
- Elevasil sandy loam
- Boone sand
- Greenridge silt loam
- Norden silt loam
- Ludington sand
- Festina silt loam
- Bearpen silt loam
- Medary silt loam
- Toddville silt loam
- Dakota silt loam
- Rasset sandy loam
- Merit silt loam
- Forkhorn sandy loam
- Bilson sandy loam
- Merimod silt loam
- Bilmod sandy loam
- Hoop sandy loam
- Brice loamy fine sand
- Finchford loamy sand
- Chelsea fine sand
- Plainfield loamy sand
- Plainfield sand
- Impact sand
- Mindoro sand
- Tarr sand
- Gosil loamy sand
- Tint sand
- Majik loamy fine sand
- Newlang muck
- Arezville silt loam
- Orion silt loam
- Ettrick silt loam
- Scotah loamy fine sand
- Absco loamy sand
- Kickapoo fine sandy loam
- Council fine sandy loam
- Doreton complex
- Gaphill-Rockbluff complex
- Boone-Tarr sands
- Algansee-Kalmarville complex
- Council-Elevasil-Norden complex

Soil Suitability

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Soil types and capability also help determine the viability of land for agricultural purposes. Soil suitability classes for agriculture range from Class 1 to Class 8, with 1 being most suitable and 8 being the least suitable soils for agriculture. Map 5.4 depicts soils by class in the Town of Holland.

Soil Classification Map 5.4

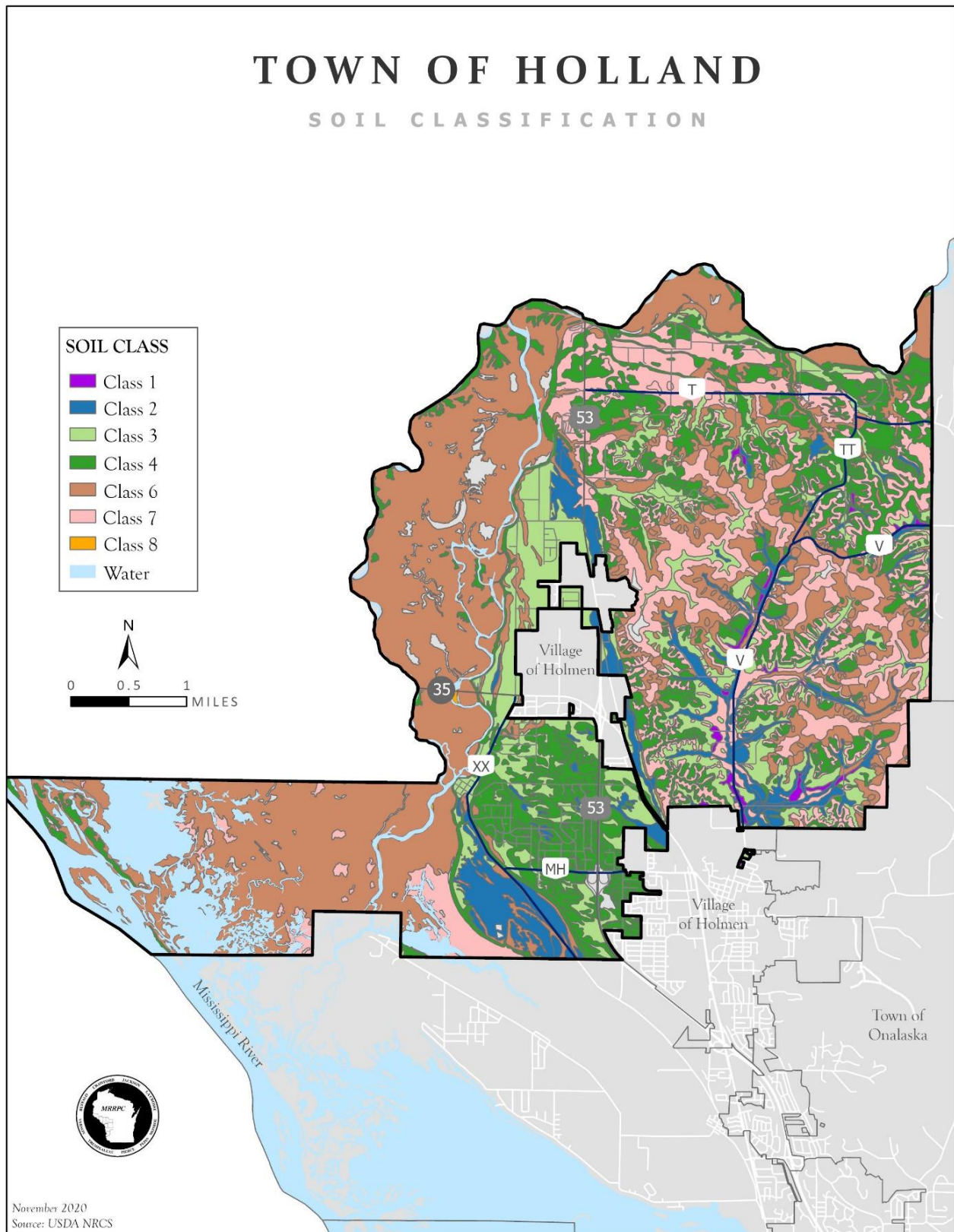


Table 5.2 Soil Suitability La Crosse County

Soil Classification	Acres	Description
Class 1	7,697	Soils have slight limitations that restrict their use.
Class 2	35,921	Soils have moderate limitations that restrict the choice of plants or require moderate conservation practices.
Class 3	49,246	Soils have severe limitations that restrict the choice of plants or that require special conservation practices, or both.
Class 4	43,389	Soils have very severe limitations that restrict the choice of plants or that require very careful management, or both.
Class 5	0	Soils are subject to little or no erosion but have other limitations, impractical to remove, that restrict their use mainly to pasture, rangeland, forestland, or wildlife habitat.
Class 6	60,189	Soils have severe limitations that make them generally unsuitable for cultivation and that restrict their use mainly to pasture, rangeland, forestland, or wildlife habitat.
Class 7	74,261	Soils have very severe limitations that make them unsuitable for cultivation and that restrict their use mainly to grazing, forestland, or wildlife habitat.
Class 8	38	Soils and miscellaneous areas have limitations that preclude commercial plant production and that restrict their use to recreational purposes, wildlife habitat, watershed, or esthetic purposes.
Water	17,920	

Source: USDA Soil Survey 2017

Groundwater

The region's surface waters are among the most popular environmental resources from a recreational and aesthetic perspective. There are few natural inland lakes in La Crosse County, but the adjoining surface waters of the Mississippi River, Black River, Lake Onalaska, and Lake Koshong are the biggest contributors to surface water recreation. Collectively, there is 17,920 acres of surface water in the County.

The Town of Holland is located within the Black-Buffalo-Trempealeau River Basin. The Black River is the northern border of the Town. Van Loon Lake and Fleming Creek are the other major surface water resources within the Town. Table 5.3 outlines the various water sources within the Black-Buffalo-Trempealeau River Basin.

Wetlands

A majority of Holland's wetlands are found near the Mississippi and Black Rivers on the western and northern borders of the Town.

Wetlands are defined in Wisconsin Statutes 23.32 as areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. Wetlands are environmentally sensitive due to the many values and functions they provide, including:

- Filtering and replenishing groundwater.
- Flood protection – wetlands act like sponges by storing and slowly releasing rainfall and runoff, which reduces flood peaks and flood recovery costs.
- Filters for certain kinds of wastes and soluble contaminants generated from runoff, which protects water quality.
- Food and habitat for many plants and animals, which benefits hunting, fishing, sightseeing, and other recreational or tourism interests.
- Shoreline protection – wetlands protect shorelines from erosive wave action and enhance the quality of life by providing spacious and scenic open spaces.

Table 5.3 Surface Water by Watershed

Lower Black River Watershed	
Black River	Long Coulee Creek
Fleming Creek	Sand Lake Coulee Creek
Halfway Creek	Lake Onalaska
Johnson Coulee Creek	
Big and Douglas Rivers Watershed	
Sands Creek	Burr Oak Creek
Davis Creek	Amborn Creek

Floodplains

Floodplains in the Town of Holland are located adjacent to the Mississippi and Black Rivers, as well as Van Loon Lake. The majority of the western and northern borders of the Town fall within a 100-year floodplain. Floodplains are land areas that have been or may be covered by floodwater during the "regional flood". The regional flood is a flood determined to be representative of large floods known to have occurred in Wisconsin or which may be expected to occur on a particular lake, river or stream. Floodplains are identified and mapped by the Federal Emergency Management Agency (FEMA). Three structures in the Town of Holland have been designated in the FEMA 100 Year Flood Boundary in the La Crosse County Multi-Hazards Mitigation Plan 2020-2024. The Mitigation Plan also identified seven farm dams located in the Town of Holland.

The Nation's annual flood recovery costs are high and the human hardship beyond this is immeasurable. It is for this reason that the federal, state, and local governments encourage hazard mitigation planning that discourages floodplain development. Counties, cities, and villages are responsible for administering floodplain zoning in accordance with regulatory standards of Chapter NR 116 of the Wisconsin Administrative Code and the standards of the National Flood Insurance Program.

Woodlands

As of 2020, there were 9,301 acres of woodlands within the Town of Holland. The Town and County are located in a region of the country known as the Prairie-Forest Border, which forms the transition zone between the plains to the south and west and the forests to the north and east. Before European settlement and the resulting fire suppression, the vegetation in this region consisted of

oak savanna and southern oak forest. The remaining forest cover is generally broad-leaved deciduous forest. Oak is the predominant hardwood with maple replacing some of the oak stands following logging. Extensive stands of bottomland hardwoods such as elm and cottonwood are found in the vicinity of the Black and Mississippi Rivers. The State's Managed Forest Law (MFL) program is available to landowners with 20 or more contiguous acres of forestland. Participating landowners must agree to a forest management plan that includes harvesting at least 80 percent of their forest area. In exchange, their land is taxed at a rate below the state average. There are 1,527.94 private acres within Holland that are included within the program.

Topography

The Slope Map, Map 5.5, illustrates the topography based on average slope in the Town. The Town of Holland has significant slopes throughout the eastern half of the Town. Average slopes range from 4-37%.

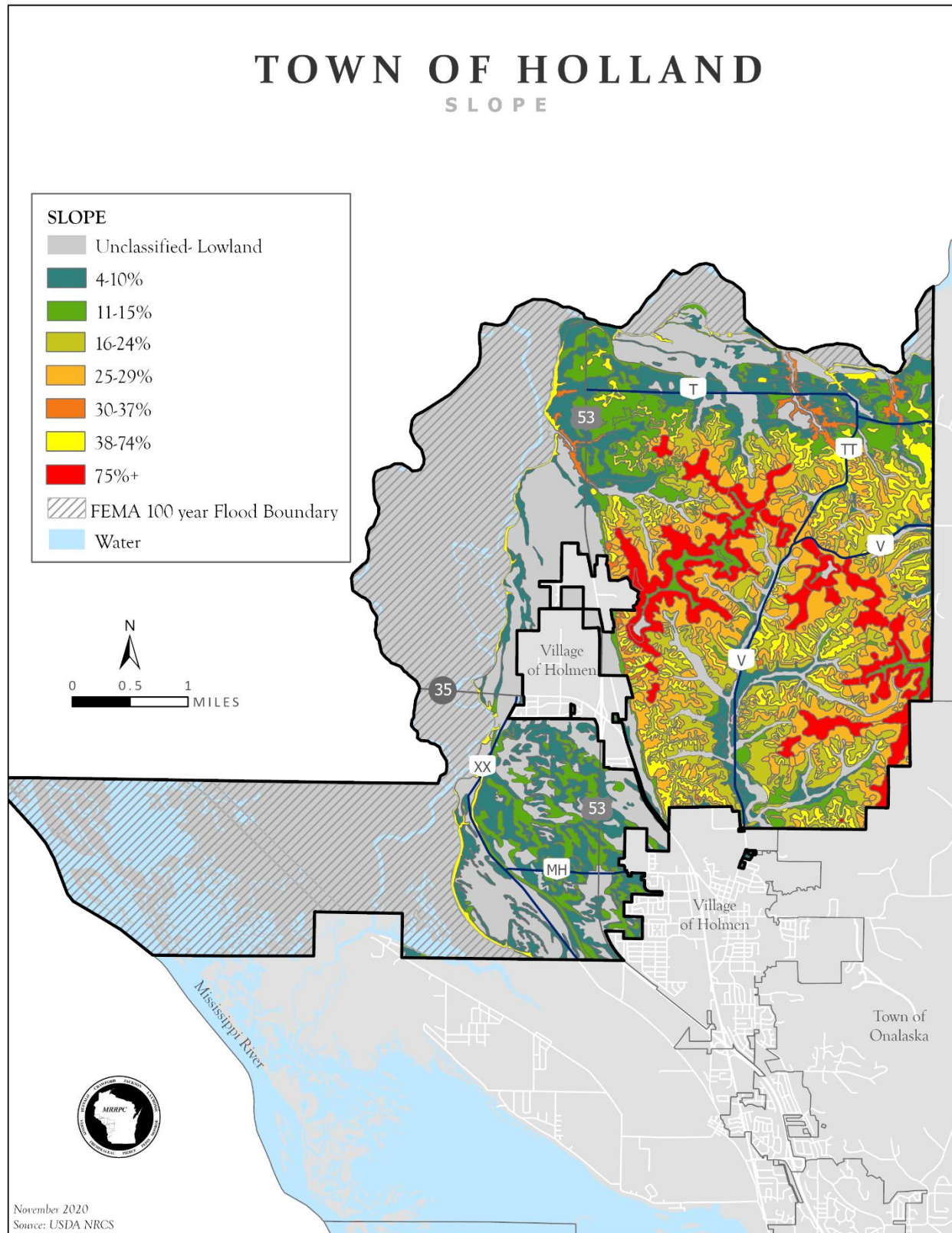
The Town and County lie in the heart of the driftless area, which covers southwestern Wisconsin, southeastern Minnesota, and northeast Iowa. This area was missed by the most recent glacial advance but was highly dissected by the glacial melt water created 11,000 years ago by the retreating glacier. The scenic ridges and valleys created by this melt water were named coulees by early French settlers resulting in this area becoming known as the "Coulee Region." Many of the ridges have bluffs of exposed limestone outcroppings. Kings Bluff and associated hills are in the center of the Town and overlook the Amsterdam prairie.

The Town of Holland has significant slopes throughout the eastern half of the Town with some exceeding 75%. Steep slopes are environmentally sensitive from a water quality perspective because increased erosion and stormwater runoff occurs when these slopes are developed. The detrimental effect of stormwater runoff from impervious surfaces such as rooftops and driveways increase greatly when such surfaces are constructed on steep slopes. La Crosse County has many creeks, some of which support trout fisheries. All of these creeks, as well as the larger rivers and lakes, are or could be recipients of runoff from development on steep slopes. The water quality of these rivers and creeks provides biologic, recreational, and aesthetic benefits. The creeks classified as trout streams, in particular, make handling of runoff from development on steep slopes especially critical if these sensitive aquatic environments are to be maintained or enhanced.

To protect the area's rivers, lakes, and streams from excessive stormwater runoff, the County Land Conservation Department and Committee enforce a construction site erosion control ordinance that calls for approval of an erosion control plan prior to construction activity taking place. This ordinance also prohibits construction activity from occurring on slopes of 30 percent or greater. Increased erosion control measures are called for in this ordinance when slopes of 20 percent or greater are to be disturbed. The Town of Holland restricts building on 20 percent or greater slopes. In addition, the nearby Village of Holmen has stricter standards than the County and prohibits construction on slopes of 12 percent or greater.

In addition to erosion, sedimentation, and water quality problems, development on steep slopes can impair the natural beauty and viewsheds in the area. When development occurs on steep slopes, or on top of these steep slopes at higher elevations, it greatly impacts the visual character of the area as the development can dominate the viewshed.

Slope Map 5.5



Wildlife, Rare, Threatened, and Endangered

There are 6 species in La Crosse County that are currently endangered or threatened. These species include mammals, birds, reptiles, mussels, and insects. Over the last few decades, the communities within the County have experienced changes in the composition of their animal and plant life. Historically most changes occurred through human encroachment and consequent disturbance to the wildlife and its habitat. Land uses that have drastically altered the natural environment such as the cutting of forests, wetland drainage, agriculture, and increased urbanization have resulted in the reduction of the quantity and quality of habitat for many species. This reduction in habitat has also resulted in the near extirpation of some species.

The U.S. government, to protect biological resources, enacted the Endangered Species Act (ESA) of 1973. The Act essentially prohibits the taking of a threatened or endangered species or its habitat. Wisconsin, in accordance with the ESA, has developed the Wisconsin Natural Heritage Working Lists. The Wisconsin Natural Heritage Working Lists contains species known or suspected to be rare in the state. The list and a map depicting the general location of these rare species can be viewed on the DNR website.

Table 5.4 Threatened and Endangered Species – La Crosse County

Scientific Name	Common Name	Status
Mammals		
<i>Myotis septentrionalis</i>	Northern long-eared bat	Threatened
Birds		
<i>Grus americanus</i>	Whooping crane	Experimental population
Reptile		
<i>Sistrurus catenatus</i>	Eastern massasauga	Threatened
Mussels		
<i>Lampsilis higginsii</i>	Higgins eye pearlymussel	Endangered
<i>Plethobasus cyphus</i>	Sheepnose	Endangered
Insects		
<i>Bombus affinis</i>	Rusty patched bumble bee	Endangered

Source: US Fish and Wildlife Service 2019

Open Spaces, Environmental Corridors, and Environmentally Significant Areas

Environmental corridors are continuous systems of open space that include environmentally sensitive lands, floodplains, wetlands, and natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Important environmental corridors that are suitable for preservation include the river and stream corridors, the bluffs, the coulees, and the important wildlife habitats located throughout the Town.

There is one State Natural Area within the Town of Holland. State Natural Areas are formally designated sites devoted to scientific research, the teaching of conservation biology, and the

preservation of natural values and genetic diversity for future generations. The Great River Trail is located along the Black River in the southwest corner of the Town.

The Town of Holland, in conjunction with the DNR and the Mississippi Valley Conservancy, worked to preserve the natural prairie that was once part of a vast series of sand prairies on terraces of the Upper Mississippi River and is one of the last large sand prairie remnants to its kind remaining. The 60-acre parcel, known as the Holland Sand Prairie, is located just east of the Town Hall and is home to roughly 150 species of plants, some of which are State threatened species or species of special concern.

In addition, Mississippi Valley Conservancy designated a 310-acre conservation area called New Amsterdam Grasslands. Northern Engraving Company saved the grasslands from the bulldozers a decade ago and later donated more than a million dollars of land value to make this protection effort possible, along with a nearly million-dollar grant from Wisconsin's Knowles-Nelson Stewardship Fund. The land provides critical nesting habitat for rare grassland birds, like the state threatened Henslow's Sparrow and Bell's Vireo. 35 acres is open to the public year-round; the remaining acres are not open to the public during April, May, June, and July to allow the birds to nest undisturbed.

Van Loon Wildlife Area, a DNR Public Wildlife Recreation Land, is located within the Town and is approximately 4,000 acres and is located northwest of Holmen.

Another significant open space and environmental corridor in the region is the Upper Mississippi River National Wildlife and Fish Refuge. The Refuge is the western border of the Town of Holland. The refuge was established in 1924 and is one of the country's largest and most visited refuges with 3.5 million visitors annually. Lake Onalaska is part of this refuge, which hosts more than 265 species of birds, 57 species of mammals, 35 species of reptiles and amphibians, and more than 100 species of fish. The entire refuge encompasses nearly 200,000 acres and is over 260 miles long.

Mining and Non-Metallic Mineral Resources

There are 18 registered non-metallic mine sites within La Crosse County, there is one active site located within the Town of Holland—Kings Bluff Quarry. The quarry is part of the Milestone Materials/Mathy Construction site. There is also one inactive quarry site located off Flaten Road and CTH V.

Historical Structures and Places

There are numerous historic properties and sites in the Town of Holland. In fact, one of the oldest assessor's plats in La Crosse County, recorded on May 9, 1956, is located in Holland and is home to the New Amsterdam Presbyterian Church, constructed in 1873. As of 2020, there were 7 sites listed on the National Register of Historic Places in the Town of Holland and 6 sites designated on the State Register of Historic Places. In addition to these sites, there are 26 sites in the Town that are listed as local historic resources in the Wisconsin Historical Society's Architecture and History Inventory (AHI) database.

Table 5.5 Summary of Registered Historic Places

Feature	Location
Agricultural Complexes (4)	Various
Farm Outbuilding-Utilitarian Buildings	CTH TT South of Thompson Road
Holland Cemetery	CTH HD and Old 53

Homes-Various Styles	Various
Small School House	CTH V
Van Loon Wildlife Area Truss Bridges (6)	Van Loon Wildlife Area

Source: Wisconsin Historical Society's Architecture and History Inventory (AHI) database

Archeological Resources

Native Americans inhabited the La Crosse County area for twelve thousand years prior to the arrival of the first white settlers. Survey and excavations have documented the presence of Paleoindian and Archaic camps, Woodland villages and mounds, and extensive Oneota agricultural villages. The latter includes cemeteries, long houses, and an elaborate ridge field system. Many of the archaeological sites have been documented by the Mississippi Valley Archaeology Center (MVAC), which has displays open to the public at the University of Wisconsin-La Crosse. As of 2020, over 1,000 archaeological sites have been recorded in La Crosse County, and 24 are listed on the National Register of Historic Places. Under Wisconsin law, Stat. 157.70 all burial sites, including Native American mounds, and both marked and unmarked burials, are protected from encroachment by any type of development.

Cultural Agencies and Programs

Wisconsin Historical Society

The Society serves as the archives of the State of Wisconsin. It collects books, periodicals, maps, manuscripts, relics, newspapers, and audio and graphic materials as they relate to Wisconsin. It maintains a museum, library, and research facility in Madison, as well as a statewide system of historic sites, school services and area research centers. It administers a broad program of historic preservation and publishes a wide variety of historical materials, both scholarly and popular. The historical society can also aid with various state and federal programs.

National Park Service

The National Park Service administers the National Register of Historic Places. In addition to honorific recognition, listing in the National Register provides:

- Consideration in planning for Federal, federally licensed, and federally assisted projects
- Eligibility for certain tax provisions
- Qualification for Federal grants for historic preservation, when funds are available

National Trust for Historic Preservation

The National Trust for Historic Preservation is a nonprofit organization with more than 200,000 members. The Trust provides leadership, education, and advocacy training to support efforts to save America's historic places.

Wisconsin Trust for Historic Preservation (WTHP)

The WTHP, established in 1986, is a private non-profit organization dedicated to the preservation of the historical, architectural, and archaeological heritage of Wisconsin. The Trust advocates for legislation and policies designed to encourage statewide historic preservation. Examples of some of the programs they initiate are:

Wisconsin Main Street Program

A comprehensive program designed to revitalize designated downtowns and give new life to historic business districts.

Heritage Tourism Initiative

The Heritage Tourism Initiative has helped develop grassroots heritage tourism organizations by encouraging Wisconsin communities to use their unique features to tap into the mushrooming heritage tourism market -- and protect that heritage at the same time.

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. Survey respondents indicated 71% of Town residents are employed outside of the Town. The Town Survey identified a desire for increased economic development in the Town. Preferred types of development include:

- *Retail stores (coffee shops, salons, boutiques, etc.)*
- *Gas station*

GOAL 1

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 country 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.

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.

Education of Labor Force

Table 6.1 outlines the highest education attained by adults over age 25 in the Town. Just over 90 percent of all Town residents have completed high school. Over 31 percent of Holland adults over the age of 25 have a bachelor's or graduate/professional degree, which is similar to the state of Wisconsin average of 35 percent.

Table 6.1 Education Levels, 2010

	Less than 9 th grade (%)	9 th to 12 th grade, no diploma (%)	High School graduate – includes equivalency (%)	Some college, no degree (%)	Associate degree (%)	Bachelor's degree (%)	Graduate or professional degree (%)
Town of Holland	2.6	3.3	26.3	20.1	14.6	20.1	11.4
Village of Holmen	1.8	2.3	22.5	21.8	15.8	23.1	9.3
La Crosse County	1.8	3.5	22.7	21.0	13.8	21.6	13.4

Source: US Census Bureau, 2010 and Esri forecasts 2020

Participation in Labor Force

Nearly 70 percent of the population over 16 years old is involved in the work force. Of those that are active in the labor force, 9.8 percent are currently without a job. The Town's unemployment rate is lower than surrounding areas and the County's as a whole.

Table 6.2 Workforce Participation, 2020

	Population 16 years and over	Labor Force Participation Rate	Employed	Unemployment Rate
Town of Holland	3,351	69.4%	2,326	9.8%
Village of Holmen	7,630	70.2%	4,718	12%
La Crosse County	99,446	65.8%	57,588	12.1%

Source: US Census, 2010 and Esri forecasts 2020

Employment Statistics

Holland's labor force is largely employed through private companies. Statistics for the Town are very similar to that of the County and Village of Holmen as found in Table 6.3.

Table 6.3 Employment by Employer Type, 2010

	Private Company	Government	Self- Employed	Unpaid Family Worker
Town of Holland	67.4%	10.8%	3.5%	0.8%
Village of Holmen	68.6%	13%	2.7%	0.3%
La Crosse County	67.4%	12.8%	3.6%	0.2%

Source: US Census Bureau, 2014-2018 American Community Survey

The industries with the largest increase in number of jobs from 2015 to 2020 in La Crosse County include Utilities (20%), Arts, Entertainment, and Recreation (15%), and Professional, Scientific, and

Technical Services (12%). The highest earning industry in the County is Utilities with an average of \$130,670 per worker as depicted in Table 6.4.

Over 20 percent of employees are participating in health care/social assistance occupations, which is also the most common occupation type within La Crosse County as found in Table 6.5. Retail trade is the second most frequent occupation, with just over 13 percent of Town residents participating in related occupations. Over 12 percent of the Town is in manufacturing which is like the Village of Holmen and La Crosse County.

Town of Holland residents have the highest average household income (\$101,671) compared to the Village of Holmen (\$90,010) and La Crosse County (\$80,850) in Table 6.6. The per capita income in the Town (\$38,706) is also higher than the respective two municipalities.

Table 6.4 La Crosse County Industries and Earnings

Industry	2015 Jobs	2020 Jobs	Change in Jobs	% Change in Jobs	2020 Earnings Per Worker
Utilities	368	442	74	20%	\$130,670
Management of Companies and Enterprises	1,699	1,387	-312	-18%	\$82,175
Information	928	878	-50	-5%	\$81,098
Professional, Scientific, and Technical Services	1,915	2,136	221	12%	\$79,945
Finance and Insurance	3,178	3,543	365	11%	\$78,408
Health Care and Social Assistance	14,306	15,098	792	6%	\$72,241
Wholesale Trade	3,511	3,451	-60	-2%	\$70,930
Transportation and Warehousing	2,570	2,861	291	11%	\$70,446
Construction	3,035	3,159	124	4%	\$67,024
Government	9,864	9,353	-511	-5%	\$64,479
Manufacturing	7,784	8,107	323	4%	\$63,711
Real Estate and Rental and Leasing	813	799	-14	-2%	\$49,040
Administrative and Support and Waste Management and Remediation Services	2,724	2,419	-305	-11%	\$41,483
Agriculture, Forestry, Fishing and Hunting	144	115	-29	-20%	\$36,894
Educational Services	1,757	1,825	68	4%	\$33,303
Retail Trade	8,366	8,069	-297	-4%	\$32,218

Other Services (except Public Administration)	3,677	4,131	454	12%	\$29,432
Arts, Entertainment, and Recreation	1,033	1,185	152	15%	\$23,136
Accommodation and Food Services	6,814	6,728	-86	-1%	\$18,065

Source: Bureau of Labor Statistics' Quarterly Census of Employment and Wages (QCEW) 2020

Table 6.5 Employment by Occupation

	Town of Holland (%)	Village of Holmen (%)	La Crosse County (%)
Agriculture/Forestry/Fishing	0.9	0.8	0.9
Mining/Quarrying/Oil & Gas	0.0	0.3	0.2
Construction	8.2	5.2	5.5
Manufacturing	12.2	11.5	13.0
Wholesale Trade	3.9	5.6	2.8
Retail Trade	13.2	12.8	12.0
Transportation/Warehousing	4.4	6.4	3.5
Utilities	0.9	0.5	0.8
Information	2.6	1.4	2.2
Finance/Insurance	3.6	4.9	4.0
Real Estate/Rental/Leasing	0.7	2.0	1.4
Professional/Scientific/Tech	4.1	4.2	3.7
Management of Companies	0.0	0.0	0.1
Admin/Support/Waste Management	1.2	2.9	2.7
Educational Services	8.4	8.8	10.3
Health Care/Social Assistance	23.9	20.3	23.0
Arts/Entertainment/Recreation	1.0	2.0	1.3
Accommodation/Food Services	2.8	2.9	5.1
Other Services (Excluding Public)	5.7	4.5	3.9
Public Administration	2.4	2.9	3.6

Source: US Census Bureau 2010, Emsi forecast 2020

Table 6.6 Households by Income

	Town of Holland (%)	Village of Holmen (%)	La Crosse County (%)
<\$15,000	2.7	4.6	8.0
\$15,000-\$24,999	1.9	5.9	8.0
\$25,000-\$34,999	5.9	8.6	11.3
\$35,000-\$49,999	12.9	11.6	14.3

\$50,000-\$74,999	20.1	14.5	17.9
\$75,000-\$99,999	18.5	18.0	13.2
\$100,000-\$149,999	23.7	26.5	17.1
\$150,000-\$199,999	6.7	6.1	5.0
\$200,000+	7.6	4.3	5.2
Median Household Income	\$82,008	\$80,243	\$59,409
Average Household Income	\$101,671	\$90,010	\$80,850
Per Capita Income	\$38,706	\$33,233	\$32,762

Source: US Census Bureau 2010, Emsi forecast 2020

Economic Base

When considering economic base, it is important to look at regional economic drivers. Table 6.7 lists the top fifteen employers for La Crosse County in 2021.

Table 6.7 Top Employers in La Crosse County

Company	Number of Workers
Kwik Trip Inc.	1,000+
Gundersen Health System	1,000+
Mayo Clinic Health System	1,000+
Trane Inc.	1,000+
Reinhart Food Service	1,000+
Rottinghaus Company	1,000+
University of Wisconsin-La Crosse	1,000+
Dairyland Power Cooperative	500-999
Bethany St. Joseph	500-999
Logistics Health, Inc.	500-999
City Brewery	500-999
School District of La Crosse	500-999
Western Technical College	500-999
Walmart	500-999
JF Brennan Company Inc.	500-999

Source: Data Axle Reference Solution 2021, Emsi 2021

Commercial and Industrial Building Trends

Table 6.7 outlines where the industrial and business parks are located in La Crosse County. The table also provides the size of the parks and land availability as of 2020. There are currently no industrial parks located in the Town of Holland. The nearby Village of Holmen has 113 acres of land available for commercial and light industrial use.

Table 6.8 La Crosse County Industrial Parks 2020

County	Community	Name of Site	Date	# of Acres	Acres Sold	Acres for Sale	Zoning	Utilities to Site	Year Utilities Installed	Absorp. Rate acres/yr.
La Crosse	V Bangor	Bangor Indus. Park	2003	80	15	65	Industrial	No		<5
La Crosse	V Holmen	Holmen Indus. Park	1975	50	50	0	Industrial	Yes	1975	< 5
La Crosse	V Holmen	N Star Bus. Park	1997	21.5	21.5	0	Commercial	Yes	1997	< 5
La Crosse	V Holmen	Holmen Bus. Park	2000	7	7	0	Commercial	Yes	2000	< 5
La Crosse	V Holmen	Cedar Crossing Ind. Park	1991	25	20	5	Commercial	Yes	1991	< 5
La Crosse	V Holmen	McGillvray Park	2017	30	5	25	Commercial	Yes	2017	<5
La Crosse	V Holmen	Kings Bluff Business Park Phase 1	2018	25	10	15	Light Industrial	Yes	2018	>5
La Crosse	V Holmen	Bluffview Business Park Phase 1	2019	40	12	28	Light Industrial	Yes	2019	>5
La Crosse	V Holmen	Bluffview Business Park Phase 2	2020	15	10	5	Commercial	Yes	2020	>5
La Crosse	V Holmen	Hawkeye Business Park	2020	40	5	35	Commercial	Yes	2020	>5
La Crosse	C La Crosse	Airport Indus. Park	1988	98	98	0	Industrial	Yes	1988	< 5
La Crosse	C La Crosse	Airport Interstate Park	1984	32	32	0	Industrial	Yes	1984	< 5
La Crosse	C La Crosse	Interstate Indus. Park	1970	92	92	0	Industrial	Yes	1970-83	<5
La Crosse	C La Crosse	Int'l Business Park	1998	77.8	41.67	36.13	Industrial	Yes	1998-99	5-10
La Crosse	C Onalaska	Valley Vue Bus. Park	1985	0.69	0	.69	Reg. Business	Yes	1985	<5
La Crosse	C Onalaska	Elmwood Bus. Ctr.	1992	15.86	0.69	15.17	Reg. Business	Yes	1992	<5
La Crosse	V West Salem	W. Salem Indus. Park	1972	60	60	0	Lt Indus.	Yes	1972	< 5
La Crosse	V West Salem	Lakeview Indus. Park	1997	160	75	85	Industrial	Planned	2000-01	< 5

Source: Mississippi River Regional Planning Commission 2020

Environmentally Contaminated Sites

The Comprehensive Planning Law requires communities to evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The Wisconsin Department of Natural Resources (DNR) Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields. The DNR identifies brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.”

As of January 2020, seven sites in the Town were listed on the Bureau for Remediation and Redevelopment Trading System (BRRTS). One site listed on the BRRTS, located at N8723 Hanson Road was listed with a No Action Required status, which means that there was, or may have been, a discharge to the environment. Based on the known information, the DNR has determined the responsible party does not need to undertake an investigation or cleanup in response to that discharge. Five sites are closed spill sites, one was located at USH 53, and four at N7814 Bluffview Court. One additional site is a closed case of a leaking underground storage tank (LUST) at W7110 Wolfe Rd. A LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation).

Employment Projections

The State of Wisconsin’s Department of Workforce Development’s “La Crosse County Workforce Profile” provides insight into the regional employment forecast for the County. This section illustrates employment forecasts for the La Crosse County area. Table 6.9 lists the top 10 occupations experiencing the fastest growth rates and the most job openings in La Crosse County. Many of the fastest growing occupations fall into either the Architecture and Engineering, Computer and Mathematical, and Personal Care Service categories, followed by Business and Financial Operations.

Table 6.9 Growing Occupations La Crosse County

Occupation	Change in Jobs 2015-2020	% Change in Jobs 2015-2020
Production	767	14%
Educational Instruction and Library	473	11%
Business and Financial Operations	366	14%
Personal Care and Service	298	15%
Healthcare Support	295	8%
Computer and Mathematical	251	19%
Management	181	6%
Architecture and Engineering	180	21%
Construction and Extraction	137	5%
Healthcare Practitioners and Technical	76	1%

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, Emsi Report 2020

Coronavirus Impact Planning

In addition to its impact on public health, coronavirus disease 2019 (COVID-19) has caused a major economic shock. The nation has experienced the highest rates of unemployment since the Great Depression. La Crosse County had its highest unemployment rate in April 2020 at 12.3% while the State was at 13.6%.

The Town of Holland is home to 56 businesses employing 321 individuals (*2014-2018 American Community Survey*). In the midst of the pandemic, 93% of residents have access to internet at home allowing the option for virtual work and online education. In the Town of Holland, 63% of individuals are ages 18 to 64.

Potential individuals in the at-risk category for health and economic impacts of COVID-19 (*based on Esri 2020 forecasts key indicators*) include:

- 615 individuals based on age (65+)
- 3.1% of individuals without health insurance
- 14 household within the community are without a registered vehicle
- 197 households have an individual with a disability
- 23 households are below the poverty line

Various organizations have created grants and programs for Coronavirus Aid, Relief, and Economic Security (CARES Act Funding). These organizations include but are not limited to:

- Coulee Cap
- Hmong Wisconsin Chamber of Commerce
- U.S. Department of Agriculture – Rural Development
- U.S. Economic Development Organization
- U.S. Small Business Administration
- Wisconsin Economic Development Organization
- Wisconsin Small Business Development Center
- Wisconsin Women's Business Initiative Corporation

Strengths and Weaknesses for Fostering Economic Growth

Fostering economic development is always challenging to rural towns due to lack of public sewer and water facilities and minimal institutional economic development resources. The Town of Holland has these same deficiencies but is at an advantage as the Town is located near the regional business center (La Crosse).

It is important to view economic development in a larger or more regional context. The 2008 La Crosse County Comprehensive Plan identified the following strengths and weaknesses of the La Crosse economy:

Strengths

- Regional center
- Access to multiple transportation modes
- Low unemployment rate
- Great natural amenities
- Available land and building space
- High quality of life

- Educated and diverse workforce
- Topography and geography of the area
- Higher education opportunities
- Healthcare and medical facilities options
- Strong, diverse manufacturing base
- Diversity
- Regional economic base separate from larger population centers (Twin Cities, Milwaukee, Madison)

Weaknesses

- Lack of cooperation between communities
- Infrastructure limitations
- Isolation from larger population centers (Twin Cities, Milwaukee, Madison)
- Topography and geography of the area
- Per capita income below the State average
- Property tax system encourages sprawl

County, Regional, and State Economic Development Programs

Numerous county, regional, and state economic development programs apply to the Town of Holland. The following is a list of selected programs that could be beneficial to economic development in the Town of Holland.

County Programs

- La Crosse Business Fund

Regional Programs

- Western Wisconsin Technology Zone
- Federal Economic Development Administration (EDA) programs administered through Mississippi River Regional Planning Commission (ex. Public Works and Economic Development Programs, Economic Adjustment Program, etc.)

State Programs

- Coronavirus Aid, Relief, and Economic Security Act (CARES) Funding
- Wisconsin Department of Transportation Local Transportation Enhancements Program (TE)
- Wisconsin Department of Transportation Local Transportation Economic Assistance Program (TEA)
- Value Added Dairy Initiative (Grow Wisconsin)
- Wisconsin Department of Commerce Enterprise Development Zone Program
- Wisconsin Department of Commerce Rural Economic Development Program
- Wisconsin Department of Commerce Entrepreneurial training Grant
- Wisconsin Economic Development Corporation (WEDC) Programs (Business Attraction, Export, Entrepreneur, etc.)

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 resides in this section.

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 nonaggressive/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 Participate in planning with the local metropolitan planning organization (LAPC).

- Action 2-2a: Extend Holland's presence within the region with membership in the La Crosse Area Planning Committee (LAPC) and determine role the Town has on this committee.
- Action 2-2b: Attend LAPC meetings to learn about future planning work and determine the level of involvement the Town would like to contribute to the effort.

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.

La Crosse County

La Crosse County encompasses 481 square miles and is located in western Wisconsin along the Mississippi River. The County's 2019 population was estimated at 118,016. La Crosse County is approximately 150 miles southeast of Minneapolis/St. Paul, MN, 175 miles from Waterloo, Iowa, and 145 miles from Madison, WI. The County is comprised of 18 local units of government: 12 towns, 4 villages, and 2 cities. Interstate 90 and the La Crosse River bisect the County from east to west. Trempealeau and Jackson County border La Crosse County to the north, Monroe County lies to the East, Vernon County lies to the south, and the Mississippi River and Minnesota lie to the west. The County is currently working on an updated Comprehensive Plan, which is an update to the

County's existing plan, the La Crosse County Development Plan 2020. In addition, the County has adopted numerous other plans, studies, and ordinances that provide policy and direction to local communities, such as Holland, including:

- La Crosse County, Wisconsin Farmland Preservation Plan, 1980 –Amended in 2014
- La Crosse County Comprehensive Outdoor Recreation Plan, 1998 – Amended in 2020
- La Crosse County Land & Water Resource Management Plan, 1999 – Amended in 2020
- Zoning Ordinance – Comprehensive Revision in 2012
- Land Division Ordinance

La Crosse County is also party to general cooperative agreements for fire, police, rescue, road maintenance, solid waste, recycling, and other services with several towns, villages, and cities in the County.

Surrounding Municipalities

Village of Holmen

The Town of Holland surrounds much of the Village of Holmen to the north and the majority of the Town is currently served by the Holmen School District. The Town of Holland and the Village of Holmen also operate a joint fire department with the Town of Onalaska. In 2017, the Town and Village of Holmen entered a boundary agreement for the purpose of establishing long-term boundaries between the Village and Town. The boundary agreement reduces annexation and developmental disputes and minimizes fragmentation and irregular boundaries.

Town of Onalaska

The Town of Onalaska borders the southeastern portion of the Town of Holland. The towns of Onalaska and Holland operate a joint fire department with the Village of Holmen.

Town of Farmington

The Town of Farmington borders the eastern edge of the Town of Holland. The two towns have an agreement for road plowing and some road maintenance on bordering roads.

Regional Planning Jurisdiction

The Town of Holland is located within the Mississippi River Regional Planning Commission's (MRRPC) jurisdiction. The MRRPC prepares and adopts regional or county-wide plans and represents Buffalo, Crawford, Jackson, La Crosse, Monroe, Pierce, Pepin, Trempealeau, and Vernon Counties. The RPC was established to:

- Carry out comprehensive and intergovernmental planning;
- Have jurisdiction throughout the seven-county area, including incorporated and unincorporated areas;
- Meet area-wide requirements so local jurisdictions could receive federal grants;
- Provide an organization to receive federal grants.

Holland is also located within the Western Wisconsin Technology Zone which allows up to \$5M in state income tax credits and is administered by the MRRPC. The MRRPC also administers the La Crosse County Business Fund.

Important State and Federal Agency Jurisdiction

There are many state and federal agencies that affect planning in La Crosse County. The Wisconsin Department of Transportation (DOT) District 5 plays a critical role in many aspects of the County's transportation system, from highway design and development to bicycle and pedestrian facilities and networks. The Wisconsin Department of Natural Resources (DNR) also has a prominent role in the County because of the many DNR-owned land and facilities that are located here. The University of Wisconsin Extension office is in the City of La Crosse and serves as an educational resource for County residents. The U.S. Fish and Wildlife Service maintains a presence in the County because of the Upper Mississippi River National Wildlife and Fish Refuge. The U.S Army Corps of Engineers also maintains a presence in the County because of their ownership and management of locks and dams along the Mississippi River, which borders the western edge of the County. The County and its local units of government recognize the importance of working with these state and federal agencies and are committed to continuing an ongoing dialogue with these agencies, both during and after the development of this Comprehensive Plan.

School Districts

The Town of Holland is included within the boundaries of the Holmen School District. There are no apparent existing or potential conflicts between the Town and Holmen School District.

Existing or Potential Conflicts and Processes to Resolve Conflicts

The loss of tax base is the primary source of conflict for Holland.

8. LAND USE

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. The Town Survey revealed many important elements for consideration. These include:

- *A desire for the Town to purchase green space for preservation*
- *For the Town to promote large lot zoning*
- *For development to occur in and near developed areas*

GOAL 1

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

Objective 1-1: Direct development to designated areas or to lands that have a substantial combination of the following characteristics:

- Are too steep to farm, but don't intrude substantially on bluffs;*
- Are on or close to local roads that are regularly maintained;*
- Have appropriate soils for septic systems, or are on lands adjacent to sewer systems;*
- Have poor agricultural soils;*
- Are not participating in a Farmland Preservation program.*

Objective 1-2: Consider development on lands only if absolutely necessary that:

- Are on roads that are not regularly maintained;*
- Are not easily accessible via roads and where substantial construction of access roads across prairies would be required;*
- Are on transportation arterials; State and some County highways;*
- Are on lands with Farmland Preservation agreements;*
- Are regarded as important cultural, religious, or historical lands;*
- Are within legal hunting distances to public hunting lands;*
- Are on lands of extreme topography and locational importance, such as bluffs and prairies.*

Objective 1-3: Discourage development on lands that:

- Are wet; wetlands;*
- Are prone to flooding, floodplains;*
- Offer poor structural support for buildings;*
- Are good agricultural land; Classes 1, 2, 3 on Map 5.4: Soils Classification, fertile, flat, accessible and of sufficient size and shape to be worked conveniently;*
- Are on lands of archeological importance.*

Objective 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*

Objective 1-5: Cooperate with the Village of Holmen in planning for future growth.

Objective 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.

Objective 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.

Objective 1-8: Create intergovernmental agreements to implement the Future Land Use Plan and Map.

Objective 1-9: Participate in regional planning efforts to achieve a well-planned regional land use pattern.

Objective 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.

Objective 2-1: Limit or forbid dense new development in areas difficult to serve with public sewer or water systems.

Objective 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.

Objective 2-3: Discourage scattered development.

Objective 2-4: Direct development to areas that have a minimal potential for soil erosion or excessive stormwater runoff.

Objective 2-5: Encourage the practice of conservation design of subdivisions.

Objective 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).

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.

Action-1: Direct new development to areas that will not prevent active agriculture or limit viewshed potential of the site.

Action-2: Familiarize Plan Commissioners and other decision-makers, including the Town Board and La Crosse County, with applicable planning documents this Plan references. Moreover, this Plan should be used as the basis for land use decision making. The Plan shall be updated periodically to maintain concurrency.

Action-3: 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.

Action-4: 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.

Action-5: 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.

Action-6: Observe proposed density standards as identified in this plan. Densities described by land use are further described in 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 8.3.

Action-7: 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).

Action-8: Plan Commissioners should read and become familiar with the Land Use Category Descriptions in this chapter which explain the 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.

Land Assessment

There are just over 27,000 acres of land within the Town of Holland’s boundaries. Over one third (34%) of the land is currently woodlands, 24.1% is agriculture and 27.9% is wetland or swampland. Residential uses in the Town account for nearly 5% of the total land. Commercial uses less than 1% of the total land within the Town. The Existing Land Use Map 8.1 depicts this data.

Table 8.1 Land Use Town of Holland 2020

Existing Land Use	Total Acres	Percent of Town Land (%)
Single Family	1,032	3.8
Multi-Family	<1	<0.1
Mobile Home	18	<0.1
Farmstead	214	0.7
Commercial	50	0.2
Institutional	7	<0.1
Transportation	780	0.3
Recreation	330	1.2
Woodlands	9,301	34.2

Wetlands	7,594	27.9
Agriculture	6,560	24.1
Pasture, Grazing	1,313	4.8
Water	1,984	-

Source: Mississippi River Regional Planning Commission 2020, La Crosse County Land Use Data

Development Density

The Town of Holland has an average density of 98.7 people per square mile. Within the Town there are 38.2 housing units per square mile. Holland's density is about a third of La Crosse County which has an average of 266.6 people in 113.5 housing units per square mile.

Table 8.2 Population and Household Density 2020

			Area in Square Miles			Density (sq. miles of land area)	
	Population	Housing Units	Total Area	Water Area	Land Area	Population	Housing Units
Town of Holland	4,196	1,625	45.6	3.1	42.5	98.7	38.2
Village of Holmen	10,123	3,696	7.26	0	7.26	1,394.4	509.1
La Crosse County	120,515	51,291	480	28	452	266.6	113.5

Source: US Census Bureau 2010, Esri forecasts 2020, Town of Holland 2020

Intensity of Commercial and Light Industrial Districts

Intensity refers to height, bulk, and use associated with non-residential development. In Holland, this is regulated through the County Zoning ordinance. Previously the County Zoning ordinance excluded residential use in Commercial and Industrial Districts. Current zoning offers additional options of authorized Residential Districts within Commercial and Industrial Districts. The following Commercial and Light Industrial Zoning Districts are located throughout the Town and are illustrated in the Town of Holland Existing Zoning Map 8.2.

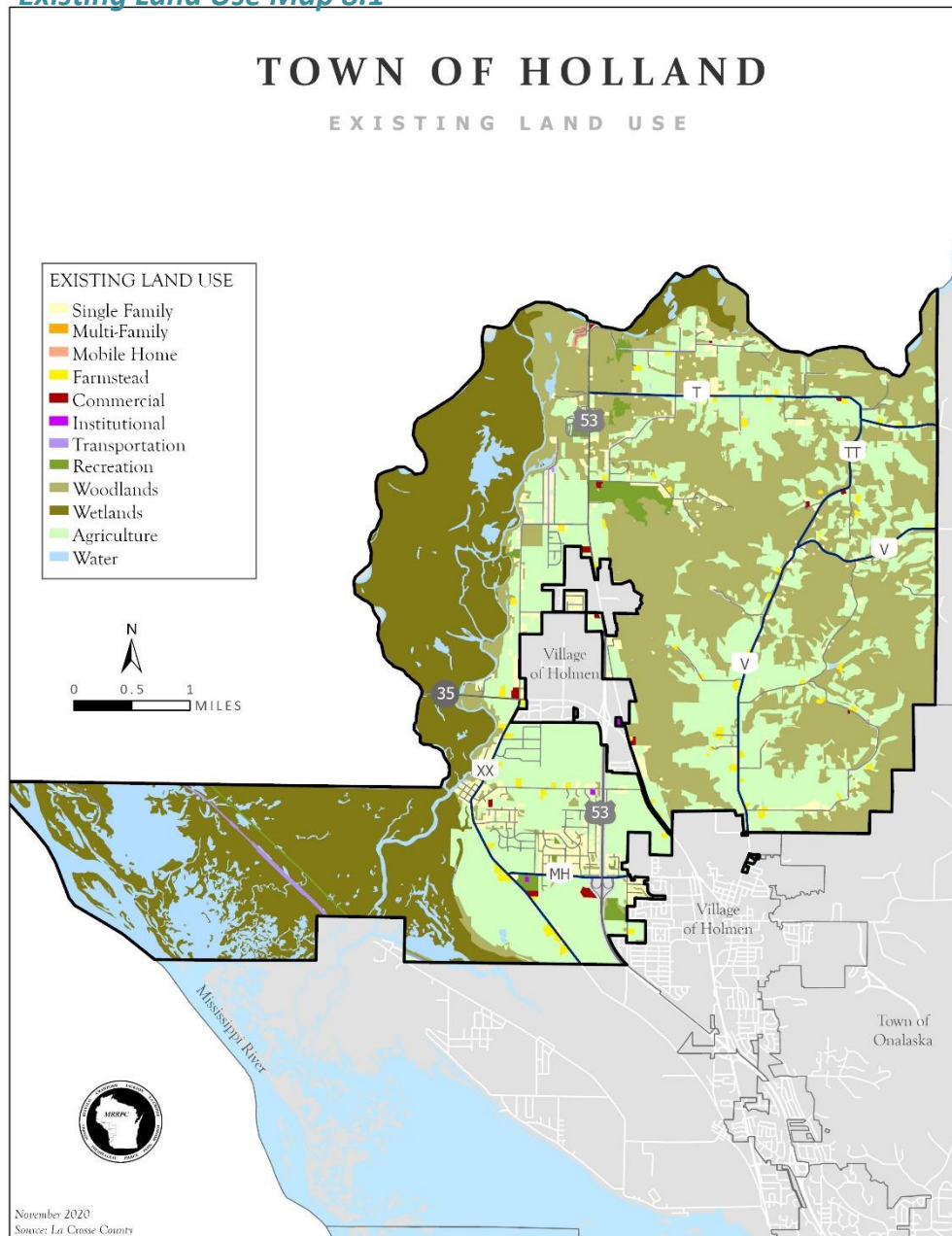
The Commercial District authorizes Residential District "C" and commercial use. Commercial use includes retail, wholesale, offices, and service industry businesses. It also includes warehouses under 100,000 square feet (not to exceed 2), commercial animal establishments, bed and breakfast, and transient residential uses. Non-residential structures shall be a maximum height of 45 feet.

Authorized uses in the Light Industrial areas include any use authorized in the Commercial District: light manufacturing and assembly, distribution businesses, warehouses, and truck terminals and freight houses.

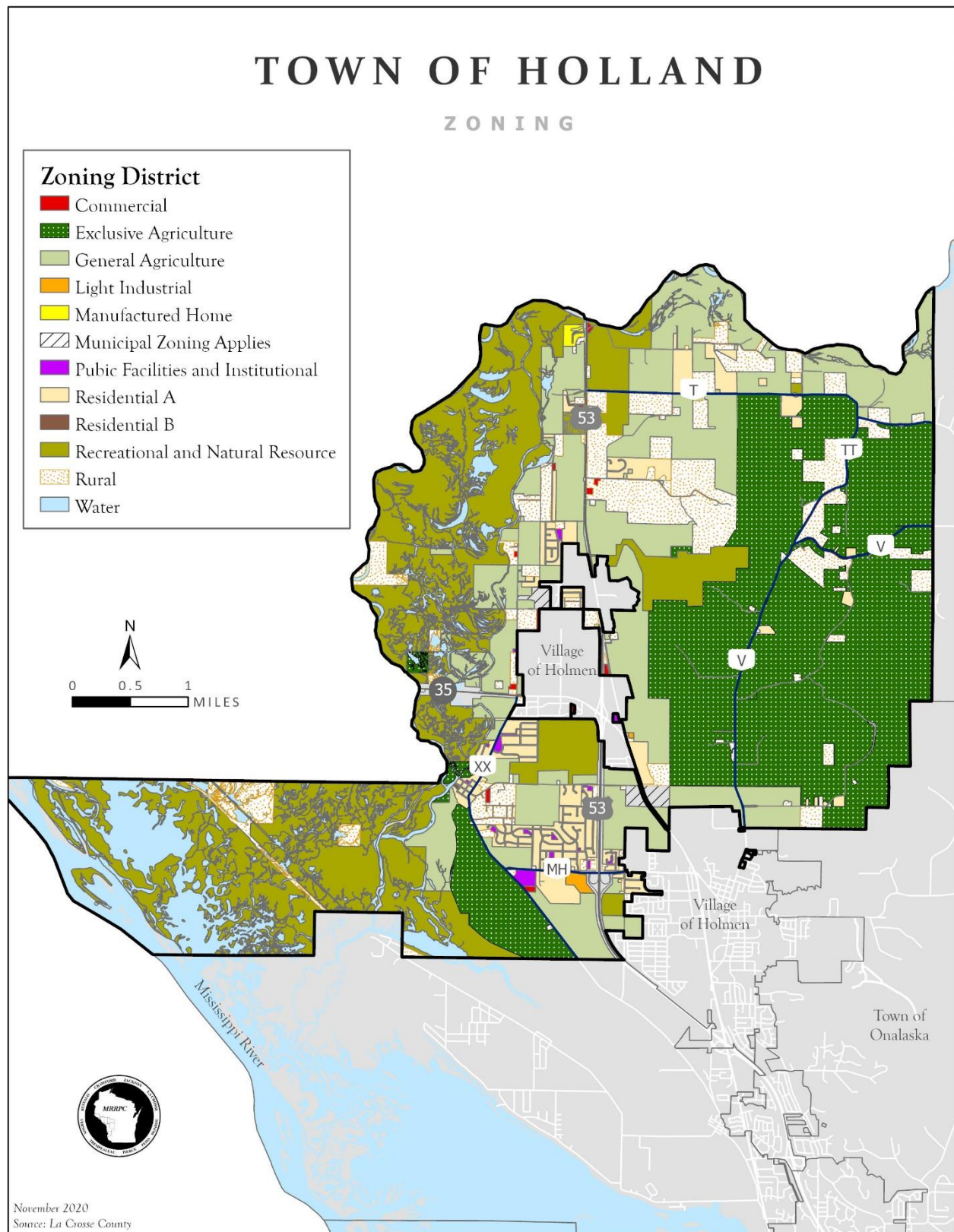
Land Use Supply

The Town's land supply is based on several factors including physical suitability, local and county regulations, and community goals. Intergovernmental agreements and annexations are also considerations when looking at the available land supply at the community level. Based on physical suitability, there is a supply of land that could be used to support development in the Town. Local policy will more closely determine how this supply is defined and how it is used.

Existing Land Use Map 8.1



Existing Zoning Map 8.2



Land Use Demand

As development pressures increase, the demand for developable land also rises. An analysis of building trends in the 2000s indicates that approximately 2.5% of the Town's farmland was converted out of an agricultural use between 2000 and 2020. Not surprisingly, this conversion factor was lower as previous existing transitional agricultural area was located within the boundary agreement between the Village of Holmen and the Town of Holland.

The demand for residential land in the Town and region continues to grow. According to local records, the Town saw the construction of 503 new housing units from 2000 to 2020. Similar growth trends were seen in the period from 1999-2005 when 219 housing units were constructed.

In an effort to preserve and protect active agricultural lands and facilities the Town of Holland has developed a series of questions that new residential developments (1 or more homes) will be evaluated on when proposed to be located in or adjacent to areas designated as "Active Agriculture" or "Large Lot Development" on the Town of Holland Future Land Use Map. Areas designated as "Active Agriculture" or "Large Lot Development" are primarily located in two areas in the town. One of the areas designated is located south of County MH and west of U.S. Highway 53 to the southern town boundary. The second larger area of "Active Agriculture" and "Large Lot Development" encompasses most land located a mile east of U.S. Highway 53 to the town's southern, eastern and northern boundaries. Residential development (single or multiple homes) in or adjacent to these areas shall address the developed questions in their development proposals. The list of questions is provided in Appendix B-2. The Town of Holland Plan Commission will review and evaluate proposed development(s) based on responses.

Land Prices

One method to analyze comparative land prices is to look at the cost of farmland for Towns in the area. Table 8.4 shows average farmland sales for the Towns of Holland and Onalaska and the average of all towns in La Crosse County from 2014 to 2018. The Town of Holland averaged the highest agricultural land value per acre compared to the Town of Onalaska and to the average of La Crosse County townships. Nine parcels of farmland were sold from 2014 to 2018 in the Town of Holland with a change in land value increasing 27.3%. This was a greater increase in sales price compared to the average of all La Crosse County townships (26.2%) and less than the increase the Town of Onalaska experience at 49.3%. According to Wisconsin Agricultural Land Sales, La Crosse County sold 19 parcels, 966 acres, with an average cost of \$6,946 in 2019. UW Extension estimated farmland values to be at \$5,253 per acre in 2019 compared to the Town of Onalaska at \$5,491 per acre.

Table 8.4 Average Farmland Sales for Selected Towns in La Crosse County, 2014-2018

	Number of Parcels Sold	Total Acres	2014 Average Land Value per Acre (\$)	2018 Average Land Value per Acre (\$)	Change in Land Value per Acre 2014-2018 (%)
Town of Holland	9	272	5,025	6,397	27.3
Town of Onalaska	13	669	3,500	5,225	49.3
All La Crosse County Towns	121	3,696	3,845	4,852	26.2

Source: DOR 2014-2018

Future Land Use Projections

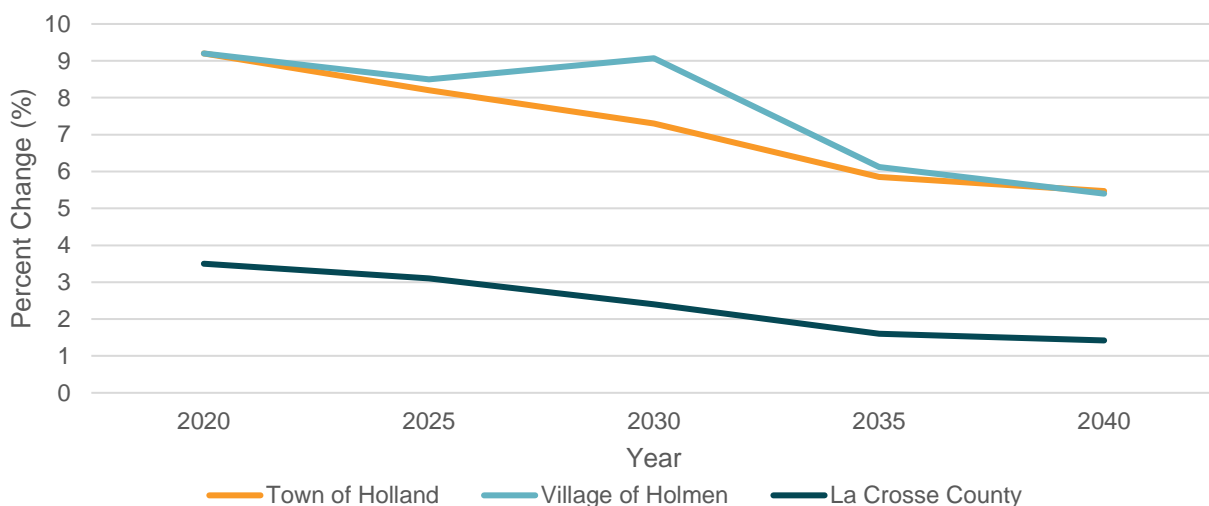
From 2000 to 2020, the Town of Holland has, on average, increased housing units by 4.7% per year (US Census, Table 8.5). As discussed in the Housing Section, the Town of Holland is projected to need approximately 600 housing units between 2015 and 2040. This will increase the current supply 42% between 2015 and 2040. To compare, the Village of Holmen will see a 42% increase in households, while La Crosse County will see an increase of 13%. Based on data from Table 8.5, 5-year projections were determined for growth depicted in Figure 8.1. From 2020 to 2025, housing is predicted to increase by 8.5% and from 2025 to 2030, 7.3% in the Town of Holland.

Table 8.5 Projected Housing Units 2015 to 2040

	2015	2020	2025	2030	2035	2040
Town of Holland	1,441	1,574	1,703	1,828	1,935	2,041
Village of Holmen	3,750	4,095	4,444	4,768	5,060	5,334
La Crosse County	48,658	50,388	51,968	53,262	54,159	54,929

Source: DOA 2013, US Census Bureau 2010

Figure 8.1 Housing Unit Trends 2020-2040



Source: DOA 2013, US Census Bureau 2010

Single Family, Multi-Family, and Mobile Home Residential land use accounts for 1,051 acres of land in the Town in 2020. In 2020, there were approximately 1,577 homes in the Town. On average, a residential unit is on 0.66 acres based on this data. The majority of land in the Town of Holland is classified as Woodlands (34.2%), Wetlands (27.9%), and Agriculture (24.1%) (Table 8.1). As the Town is projected to need more residential area, approximately 170 acres is needed from 2020 to 2030 to account for the projected housing increase while maintaining an average of 0.66 acres per housing unit.

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.

As indicated in the survey, residents prefer housing units be in and near developed areas. Subdivisions have emerged in and around rural areas in the Town. These areas offer ample space for development of housing units to retain the rural character of the Town.

Existing or Potential Land Use Conflicts

The previous 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 provides the Town of Holland with workable parameters from which to perform long-term fiscal calculations. It also allows for better decision making to occur for land use planning and utility provision.

Future Land Use Considerations

The Wisconsin Department of Transportation limits access to U.S. Highway 53 by existing and proposed on/off ramps that impact how the area can be developed. It is critical that development within the corridor is well planned to ensure all parcels retain access to the local roads and U.S. Highway 53. In the future, direct access to U.S. Highway 53 will be limited to designated intersections (New Amsterdam Prairie Rd./U.S. Highway 53 and County Rd. T/U.S. Highway 53) within the corridor. To manage future development of the commercial corridor, the Town of Holland Plan Commission has prioritized development locations and developed site development criteria for proposed uses. The recommendations, criteria, and requirements were established in 2014 and can be found in Appendix B-3.

Land designated on the Town of Holland Comprehensive Plan Land Use Map as Active Agriculture and subsequently zoned Exclusive Agriculture on the La Crosse County Zoning Map for the Town of Holland are eligible for “Wisconsin Working Lands Initiative” tax credits provided the land owner meets eligibility requirements and the regulating zoning ordinance has been certified by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). If a landowner’s property is located in an Exclusive Agriculture designated area, the Wisconsin Working Lands Initiative program requires certain findings must be made in order to remove a property from the Exclusive Agricultural designation. Standards to be considered for a land use change request for rezoning areas within the Exclusive Agriculture District (Farmland Preservation District) can be found in Appendix B-4.

The Town of Holland Comprehensive Plan addresses the management of future residential growth in the Town. The plan is sensitive to protecting existing agricultural areas from scattered residential

development. The plan places an emphasis on future residential development first utilizing existing platted lands (vacant parcels) versus “leapfrogging” to un-platted agricultural areas. The Town of Holland “Future Land Use Map” has areas of the Town designated for future large lot and small lot residential development. As residential developments are requested for these areas and other agricultural areas throughout the Town, the Town Board will require the applicant to demonstrate to the Town of Holland why additional lands should be platted versus future development utilizing existing platted lands. As part of the justification review process the applicant shall address the items found in Appendix B-5.

In a desire to protect valuable environmental resources in the community and evaluate the community’s capacity for additional development, in 2013 the Town of Holland created an environmental impact assessment checklist. An environmental impact assessment checklist assists in providing a systematic process for identifying and evaluating potential environmental impacts of a proposed development. It is intended that when a development is proposed that the applicant provide information to the Town of Holland in order for the Town to determine the extent of the environmental impact. Costs for studies, reports or professional evaluations deemed necessary by the Town of Holland to evaluate the environmental impact shall be the responsibility of the applicant. The complete environmental impact assessment checklist can be found in Appendix B-6.

The Town of Holland Comprehensive Plan addresses the need for proposed developments to be sustainable long-term to ensure the Town’s ability to provide cost effective services. To achieve this and to properly plan for the future, the Town of Holland requires that a development plan be prepared for areas when certain development thresholds are proposed. Requirements for neighborhood plans prior to large tracts being developed must refer to thresholds provided in Appendix B-7.

Land Use Categories

This section outlines all 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.

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.

2. Mid-Lot Residential

The “Mid-lot Residential” land use category identifies areas for rural lots of over 1 acre but less than 10 acres in size. This district has been developed based on the Town recognizing the need for a residential land use district with the flexibility to permit development between the existing Small-Lot Residential and Large-Lot Residential Districts.

3. 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.

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 homeowner's 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.

4. 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.

5. 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. Conservancy (Environmental)

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.

7. 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 4, 5, 6, 7, 8) would be rezoned before “prime” farm soils (Classes 1, 2, 3). An additional condition for development in this district is the provision of a drainage plan that retains stormwater onsite.

8. 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.

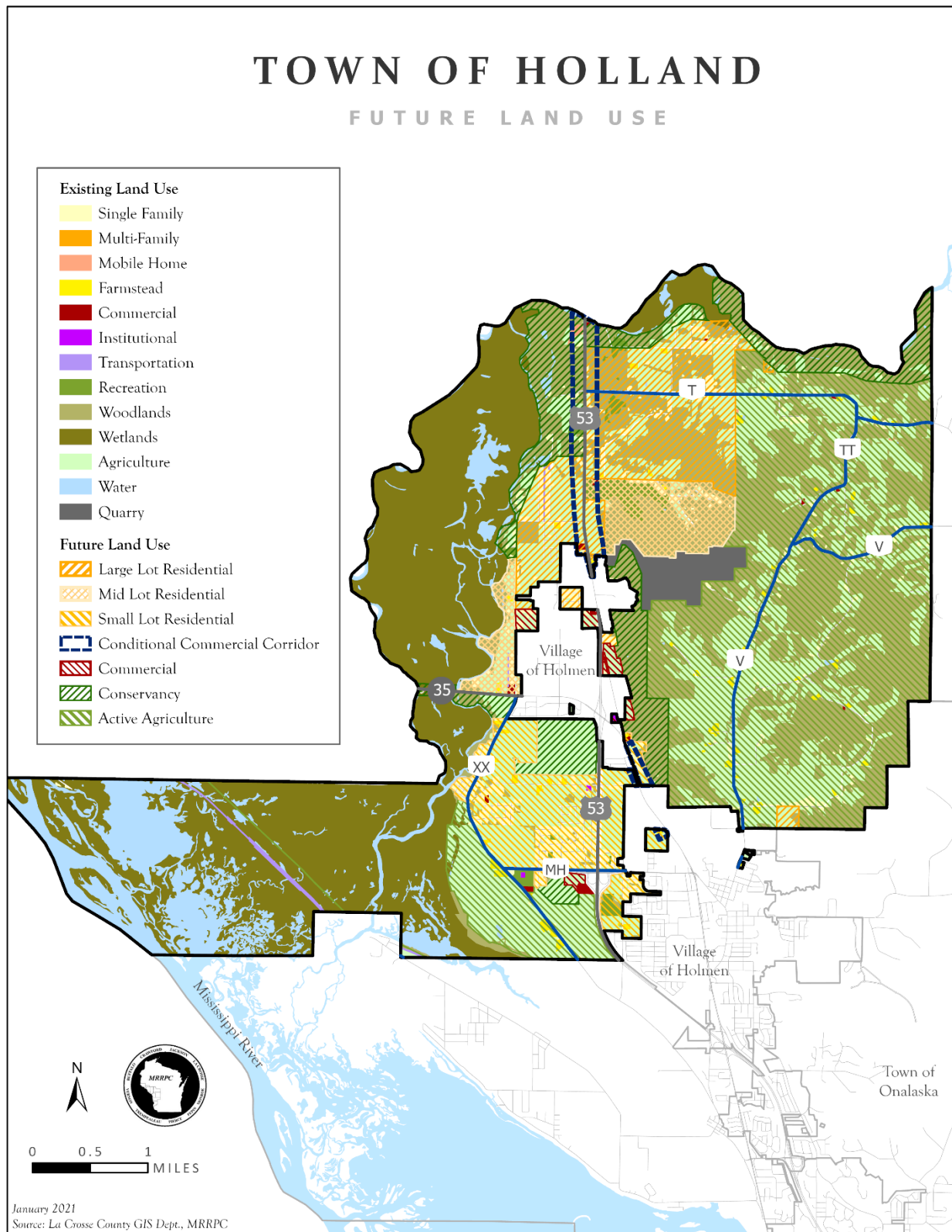
9. Environmental Access Easement

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.

Future Land Use

Map 8.3 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.

Map 8.3 Future Land Use



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 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 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 Plan 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 adopted a sign/billboard control ordinance in #4-2007 (amended in 2012). This ordinance builds on the efforts from La Crosse County zoning to add additional protection not regulated by the County.

The County Zoning Ordinance includes provisions to regulate for type, bulk and setback. The development of local regulations is in place because the County regulations lack the specificity Holland requires. This is especially true for subdivision signage.

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 pre-empt 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. Continue to work with La Crosse Urban Stormwater Group to educate the community on stormwater management.

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 reservation 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 (#1-2008, amended 2015). They include standards for applicant submission and review by the Plan 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 #8.3) includes a “Conditional Commercial Corridor” that provides some direction for Plan 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 #8.3 should be used as an advisory tool to help the Plan 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 building code (#1-2016) 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.

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 Plan Commission.

The Town of Holland has a subdivision ordinance (#1-2008, amended 2015). The ordinance includes application requirements, design standards, and required improvements. The first Outdoor Lighting Ordinance was adopted in Wisconsin in the Town of Holland in 2010 (#1-2010). The purpose of this ordinance is intended to regulate outdoor lighting to reduce and prevent light pollution within the Town of Holland, promoting the public health, safety, prosperity, aesthetics and general welfare of the community.

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 Plan 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, Plan 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 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 Plan 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 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 Plan 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 Plan Commission through a public process.

Table 9.5: 5 Year Action Plan	
Action by Planning Element	Who is Responsible?
<i>Housing</i>	
Work with La Crosse County Human Services Department to provide additional programming, housing options, and assistance for senior citizen populations.	Town Board
Provide open space in new residential developments to transition between developed and rural areas.	Plan Commission
<i>Transportation</i>	
Establish periodic (3-5 year) development and update of a Capital Improvement Plan (CIP) to forecast future spending based on infrastructural needs.	Town Board, Plan Commission
Create and adopt a comprehensive outdoor recreation plan.	Park Committee, Town Board, Plan Commission
Explore establishing an ad hoc committee to determine preferred routes for bicycle travel on existing roadways to connect neighborhoods and schools. 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.	Park Committee, Ad Hoc Committee
<i>Utilities and Community Facilities</i>	
Work with the DNR to monitor water quality and provide regular reports.	Town Board
<i>Agricultural, Natural, and Cultural Resources</i>	
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
<i>Economic Development</i>	
Support the economic health of productive agriculture in Holland through development siting protections.	Plan Commission
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.	Plan Commission

Intergovernmental Cooperation

Assist in the development of La Crosse County's Comprehensive Plan Update.	Plan Commission
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Provide a copy of this Comprehensive Plan and any proposed updates or amendments to all governmental units adjacent to Town of Holland.	Town Clerk
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Land Use

Make this Comprehensive Plan available to Plan Commissioners and other decision-makers, including the Town Board and La Crosse County.	Town Clerk
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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.	Plan Commission
--	-----------------

Implementation

Increase onsite stormwater retention planning as part of the development application and review process.	Plan Commission
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Review and evaluate this Plan on an annual or biennial basis, making necessary changes through the amendment process	Plan Commission
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APPENDIX A: PUBLIC PARTICIPATION PLAN

PUBLIC PARTICIPATION PLAN

for the Update of the Town of Holland Comprehensive Plan 2020

1. Introduction

Section 66.1001(4)(a) of Wisconsin Statutes requires the governing body of the local government unit to adopt written procedures designed to foster public participation, including open discussions, communication programs, information services, and public meetings for which advance notice is provided, in every stage in the preparation of the updated comprehensive plan. These written procedures contained within this Public Participation Plan have been developed to meet this requirement. This Plan will guide public participation throughout the Town's Comprehensive Planning Update Process.

This Public Participation Program offers all citizens, businesses, other units of government, and other parties a range of opportunities to participate through the planning process in a meaningful way to shape the future of the Town. Effective public input is critical for the success of this planning process because it is the citizens, businesses, and other organizations that will experience the results of the objectives, policies, goals and programs of the Comprehensive Plan in the future.

The participation program is designed to be inclusive. It encourages people to participate in the process and to maximize the effectiveness of their contributions. The opportunities are open to everyone.

Our public participation process will:

- Ensure all planning decisions are open to public comment;
- Produce better planning decisions;
- Support and add credibility to all Town decision-making processes
- Provide opportunities to disseminate information about the Plan and process to all segments of the Town;
- Strengthen the relationship between our decision makers, residents, and stakeholders.

2. Public Participation Methods and Opportunities

The Town of Holland has established the following list of public participation methods and opportunities.

a. Open Plan Commission Meetings

Plan Commission meetings scheduled during the Town of Holland Comprehensive Plan update process will have an agenda item providing the opportunity for any public comment on or regarding the Town of Holland Comprehensive Plan.

b. Review and Distribution of the Planning Documents

During the Comprehensive Plan update process the public may review and obtain copies of proposed, alternative, or amended elements of the Town's Comprehensive Plan from the Town upon request. This information may also be distributed through the Town's website.

c. Website

The Town will post on its website information related to the Town Comprehensive Plan update planning process. This information may include agendas, minutes, draft plan elements, amendments, reports, maps, and photographs.

d. Written Comments

The Town will always welcome and consider written comments and will respond either in writing or by public comment during public meetings and/or through the media.

e. Meeting Notices

The Town will post meeting notices for each meeting and event in a timely manner at accessible locations, and the notices will meet the requirements for proper notification regarding purpose of meeting, date, time and location.

f. Public Hearing

The Comprehensive Planning Law requires local units of government to hold at least one (1) formal public hearing with a Class 2 public notice prior to adoption of a revised Comprehensive Plan' resolution or ordinance. Prior to adoption of the revised Comprehensive Plan, the Town will conduct this required public hearing.

g. Plan Recommendation Resolution

The Plan Commission or other body of the Town that is authorized to amend the Town Comprehensive Plan may recommend the adoption or amendment of the Comprehensive Plan only by adopting a resolution by a majority vote of the entire commission or other body. The vote shall be recorded in the official minutes of the committee or other body. The resolution shall refer to maps and other descriptive material that relate to one or more elements of a comprehensive plan. Upon adoption of the plan amendment, the Plan and its resolution shall be distributed by the Town to recipients listed in Section 66.1001(4)(b) of the Wisconsin Statutes.

i. Plan Adoption by Ordinance

No comprehensive plan that is recommended for adoption or amendment under. above may take effect until the Town Board enacts an ordinance that adopts the comprehensive plan or amendment. Upon adoption of this ordinance it shall be filed with at least all of the entities specified in Section 66.1001(4)(b) of the Statutes.

j. Other

Planning is a continuous process that does not end with the adoption of a Comprehensive Plan. Since new issues and unforeseen circumstances will always arise the Town may amend its Comprehensive Plan with proper public input and in accordance with Town policies and State Statutes at any time.

3. Adoption

Town of Holland adopted this Public Participation Plan on this 14th day of October, 2020.



Steve Michaels, Town of Holland Board Chair



Marilyn Pedretti, Town of Holland Town Clerk

APPENDIX B: LAND USE CONSIDERATIONS AND PLANS

B-1: Stormwater Runoff and Landscaping Guidelines

Stormwater Runoff Guidelines

New or expanding developments are to utilize “Bioretention Landscape Elements” when applicable.

1. Bioswales

Bioswales are long landscaped shallow depressions designed to remove silt and pollution from surface runoff water and are characterized by having gentle slopes on either side of the central drainage course. Bioswales convey stormwater from surface parking lots and the surface runoff is filtered and cleaned through native wetland plantings. Bioswales are designed to maximize the amount of time runoff water spends in the swale slowly moving along its gently inclined flow path. Bioswales improve water quality by cooling runoff, slowing down runoff and cleaning runoff. The vegetation should be flood tolerant plants which will remain healthy when used in bioswales.

2. Rain gardens/designed wetlands

Rain gardens are depressed areas that absorb excess water and slow down the water’s flow with native vegetation to release stormwater gradually. Rain gardens and designed wetlands are the final bioretention elements. Water is directed towards these bioretention areas and they act as the focal points that receive the excess runoff that bioswales cannot contain and infiltrate.

Landscaping Guidelines

All open off-street parking areas for four or more vehicles will require landscaping. The standards herein are designated to provide flexibility in meeting the landscape requirement. Applicants can establish a landscape design which most effectively achieves the desired aesthetic result and is consistent with the need of providing readily accessible and visible parking.

1. Landscaping objectives

- a. The objectives of the landscape standards are to recognize both the functional importance of parking areas and the public benefits associated with well-designed landscaped areas which enhance the visual environment, promote public safety, moderate the microclimate and reduce nuisances, such as noise and glare.
- b. The overall intent of the landscape standards is to soften the visual and other sensory impacts. This can be achieved through the use of large canopy trees and well-designed clustered plantings as opposed to the requirement of screening the entire perimeter with a hedge or fence.

2. Minimum canopy tree and parking space requirements

- a. All off-street vehicular parking areas with more than six vehicles shall provide and maintain one canopy-type tree for each 12 parking spaces, or fraction thereof, over the initial six spaces. Canopy trees shall be located in tree islands or within 10 feet of the periphery of the parking area surface. The preservation of desirable existing trees is encouraged. Existing mature trees which are a minimum of two inches to 2 1/2 inches in caliper and are within the distance requirements may be applied

toward the canopy standard. All newly planted canopy trees must also have a minimum caliper of two inches to 2 1/2 inches.

- b. 2. Parking spaces must be broken by a tree island at the rate of one tree island for each linear row of 12 parking spaces, for single-row configurations, or for each 24 parking spaces in double-row configurations.

Schedule for Canopy Tree Standards

Number of Stalls	Trees Required
1 to 6	0
7 to 18	1
19 to 30	2
31 to 42	3
43 to 54	4
55 to 66	5
67 to 78	6
79 to 90	7
91 to 102	8
103 to 114	9
Over 114	9 plus 1 for each 12 spaces or fraction thereof

3. Screening standards for parking areas adjacent to residentially zoned parcels
 - a. In the following situations there shall be a screening barrier for the purpose of obstructing light beams and muffling noise:
 - i. Where an off-street parking area for four or more vehicles abuts within 25 feet of an adjoining lot line in any residential zoning district.
 - ii. Where an off-street parking area for four or more vehicles is located in a manner where nearby residentially zoned properties would be affected by headlight glare (i.e., directly across a public right-of-way).
 - b. The effective height of the barrier shall be a minimum of three feet above the surface of the parking area. Such a barrier may consist of wood or masonry fencing, walls, berms, or the use of plant material. Where plant materials are used for screening, they shall be of suitable size and density to accomplish the screening objective within three years from the time of planting.
4. Minimum landscape element standards. In addition to the requirements for canopy trees and residential screening, all parking areas shall be required to accumulate a minimum number of points. The number of points required is based on the number of parking spaces. Parking areas for four or more vehicles are required to accumulate 15 points for each space. To qualify for points, the landscape elements must be located in a manner which primarily meets the objectives of landscaping parking areas. The criteria used to determine which landscape elements qualify are perimeters adjacent to public rights-of-way, interior areas and immediate perimeters to the parking area, and perimeter of lots adjacent to other property. Landscaping which primarily serves the aesthetic enhancement of the building and related open areas will not qualify for the accumulation of points. Points are tabulated in the following manner:

Point Schedule for Landscape Elements

Landscape Element	Minimum Planted Size	Points
Canopy trees	2 to 2 ½ inches or 1 ½ to 2 inches for multi-stem tree	50
Canopy trees	1 ½ to 2 inches or 8 to 10 feet	30
Evergreen trees	4 feet	30
Low ornamental trees	5 feet and BB stock	20
Tall shrubs	2 ½ feet to 4 feet	9
Medium shrubs	17 to 36 inches	6
Low shrubs	15 to 24 inches	3
Walls, decorative fences, earth berms, ground covers, and shrubs with a mature height of less than 2 feet		No fixed points

Notes:

- a) *Trees used to meet the canopy standard and landscape materials used to meet the screening of abutting and residentially zoned property may not be applied toward the minimum landscape element standards.*
 - b) *To qualify for the points indicated, trees and shrubs shall be of good nursery stock and not less than the minimum required planting size.*
 - c) *The following publication will be used to determine which plants are low ornamental trees and all/medium/low shrubs: A Guide to Selecting Landscape Plants for Wisconsin, E.R. Haselkus, UWExtension Publication A2865.*
 - d) *The planting plan list shall include the size of the material to be planted. All landscape plants shall be delineated on the landscape plan and include the crown width the plant will achieve five years after plan implementation.*
 - e) *The application may request points for decorative fences, earth berms, ground covers, existing vegetation and shrubs of the mature height of not less than two feet. It must be demonstrated by the applicant that these landscape elements will contribute to the overall landscape objectives. The number of points credited will be negotiated with the Town Plan Commission.*
5. Minimum dimensions for tree islands and planted areas
- a. All tree islands and landscaped areas with trees shall have a minimum width of four feet measured from inside the curb or frame.
 - b. All landscaped areas without trees but planted with shrubs shall have a minimum width of three feet measured from inside the curb or frame.
 - c. Unsuitable species. Several shrubs and trees, which are not native to Wisconsin, have an established history of spreading to nearby parks and conservancy areas. These non-native plants tend to become overly abundant and ultimately eliminate many desirable native species. The control and eradication of these unsuitable plants create a costly management problem. The following species of plant material are unsuitable for use as landscape plants:
 - i. Honeysuckle: *Lonicera x-bella*, *Lonicera marrawi*, *Lonicera tartaric*.
 - ii. Buckthorn (common): *Rhamnus cathartica*, *Rhamnus frangula* (tall hedge).
 - iii. Norway Maple: *Acer negcindo*.

B-2: Evaluation Questions for New Residential Developments When Proposed to be Located in or Near Areas Designated “Active Agriculture” or “Large Lot Development.”

- If a subdivision with multiple homes is proposed, are conservation subdivision principles utilized (Section 8 of the Town of Holland Subdivision Ordinance) in an effort to reduce conflicts with agricultural operations/facilities? Development plans with residential lots clustered allowing for a common open space buffer between residential lots and agricultural operations/facilities are recommended.
- Are landscape or open space buffers being utilized to reduce conflicts with agricultural operations/facilities?
 - If landscape buffers are utilized will existing or proposed vegetation (large trees) shade agricultural fields?
- Are building (home) footprint(s) proposed to be located to create a larger rear/side lot setback from farm fields or operations? (to be considered if a residential lot directly abuts agricultural land) *The Town of Holland Subdivision Ordinance gives the Town Board the authority to require increased building setback distances. The Town Board at their discretion may utilize this authority to minimize residential development impacts on agricultural operations.
- Is road access (public or private) to proposed subdivisions or homes directed away from farming areas?
- Is runoff from proposed residential areas contained?
- If a subdivision park or land dedication is proposed, is the park/land dedication located as not to encourage trespass, harassment of farm animals, noise and chemical spray drift?
- Is the land owner of home sites distributing promotional information about living in an agricultural area when marketing the building sites?
- In cases where a conservation subdivision is not applicable, are larger lot sizes proposed adjacent to agricultural areas to reduce the number of conflicts (homes) and provide buffer areas?
- Do future road dedications serving additional land negatively impact existing agricultural operations or inadvertently promote the development (conversion) of agricultural land?

B-3: Town of Holland U.S Highway 53 Commercial Corridor Recommendations, Criteria, and Requirements

1. The Plan Commission recommends that new commercial development(s) originate from U.S. Highway 53 access (intersection) nodes. Once the properties adjacent to the access nodes are developed, and adequate public road access is established additional properties (upon request) will be considered for commercial development. This recommendation will help maintain the rural character of the town, minimize scattered commercial development, and address U.S. Highway 53 access concerns.
2. Due to access limitations to U.S. Highway 53 by the Wisconsin Department of Transportation, new commercial developments proposed for the commercial corridor will be required (if applicable) to provide access to their site via a frontage road (public street). The frontage road (or dedicated frontage road right-of-way) will have to extend to adjoining properties to allow frontage road access for future development. At a minimum, the frontage road will be required to be constructed to Town of Holland Town Road Standards at the developer’s expense.
3. New developments proposed for U.S. Highway 53 access nodes will be evaluated based on their consistency with development recommendations included in the “Coulee Vision’s – Multi-Modal

Planning Workbook.” Specifically, proposed development should adhere to recommendations on pages 28-33 included in the “Town and Country Character” section of the workbook.

B-4: Standards for Rezoning “Exclusive Agricultural” Lands

To ensure consistency (eligibility for tax credits) in the future, land use change requests and zoning petitions for rezoning areas within the Exclusive Agricultural District (Farmland Preservation District) shall be based on findings that consider the following:

1. The land is better suited for a use not allowed in the farmland preservation zoning district (Exclusive Agricultural District).
(Determined by evaluating findings in 4-10 below)
2. The rezoning is consistent with any applicable comprehensive plan.
(Review Town of Holland Comprehensive Plan, La Crosse County Comprehensive Plan)
3. The rezoning is substantially consistent with the county certified farmland preservation plan.
(Review La Crosse County Farmland Preservation Plan)
4. The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.
(What will the impact be of the proposed use on agricultural activities of adjacent properties?)
5. Adequate public facilities to serve the development are present or will be provided.
(Evaluate existing roads, utilities, services, etc. Will the applicant be extending any roads or utilities?)
6. Provision of these facilities will not be an unreasonable burden to local government.
(Evaluate roads, utilities and services needed versus costs to Town – “Cost of Community Services Study” will be helpful in this evaluation)
7. Development will not cause unreasonable air and water pollution, soil erosion or adverse effects on rare or irreplaceable natural areas.
(Require the applicant to complete the Environmental impact assessment checklist.)
8. The need of the proposed development in an agricultural area.
(Is the development needed at the specific location or could it be located elsewhere?)
9. The availability of alternate locations.
(Are there areas available for the proposed use not in an Exclusive Agriculture zoning district?)
10. The productivity of agricultural land involved.
(How productive is the land versus other agricultural areas? Soil types, slope, etc.?)

A form containing the ten items to be considered will be provided to the applicant so they are able to provide their justifications for requesting a land use change/rezoning. Upon reviewing land use change requests and/or zoning petitions for rezoning areas within the Exclusive Agricultural District (Farmland Preservation District), the Town of Holland will address the ten items (in meeting minutes) in formulating the Towns approval or denial of a request.

B-5: Utilization of Platted Lands Prior to the Development of Unplatted Lands

1. Does the development address a housing need that existing vacant platted lands do not fulfill?

- a. Lot size
 - b. Housing type (single family, duplex, etc.)
 - c. Market category (first time home buyer, elderly/senior housing, etc.)
2. Does the development address issues identified in the Town of Holland Comprehensive Plan relating to “locations that are appropriate for development” and/or “sustainability of new development”?
 - a. Will the development substantially intrude on lands of extreme topography and importance, such as bluffs and prairies?
 - b. Is the development easily accessible via roads where substantial construction of access roads across prairies will not be required?
 - c. Is the development within legal hunting distances to public hunting lands? State Hunting Regulations specify that it is illegal to shoot a firearm within 100 yards of a building devoted to human occupancy while on land you do not own (including public lands and public waters) without permission of the owner or occupant of that building.
 - d. Will the development implement recommendations of the Coulee Visions Plan?
 - e. Is the development limited to areas that have a minimal potential for soil erosion or excessive stormwater runoff?
 - f. Does the development include conservation subdivision design principles?
 - g. Is the development in a location that will not prevent active agriculture or limit view shed potential of the site?
 - h. Is the residential development limited to areas that can best be accommodated by public services?

The Town of Holland Plan Commission will review the applicant’s responses to determine if the proposed development meets development guidelines of the Comprehensive Plan and whether the proposal addresses a housing need not available in existing platted lands. Based on the Plan Commissions review, a recommendation will be forwarded to the Town Board regarding the residential development proposal.

B-6: Environmental Impact Assessment Checklist

The environmental impact checklist and associated assessment will assist the Town of Holland in:

- protecting valuable environmental resources in the community and surrounding area that may be affected by the proposed development;
- evaluating the community’s capacity for additional development based on environmental checklist findings;
- determining what in the community may be directly or indirectly affected by the project or action.

Checklist

Land and Water Resources

1. Does the project propose changes in relief and drainage patterns? Attach a topographic map (at a minimum two (2) foot contour intervals) showing proposed contour changes.
2. Does the project site have a landform or topographic feature of local or regional interest?
3. Does the project site have an area of soil instability — greater than 20% slope?
4. Does the project site have bedrock within 10 ft. of the soil surface?

5. Does the project propose to have lot coverage of more than 50% impermeable surfaces?
6. Does the project site have prime agricultural land?
7. Will the project site impact any bluff lands?
8. Is there any surface water on or in the immediate vicinity of the site (rivers, lakes, ponds, etc.)? If yes, will the project require any work over, in, or adjacent to (within 300 feet) of the described waters?
9. Does the project site have wetlands?
10. Is the project site traversed by a navigable stream or intermittent stream?
11. Does the project lie within a 100-year flood plain?
12. Does the project site have the groundwater table within 10 ft. of the soil surface?
13. Does the project involve the raising of the water table by altering drainage patterns?
14. Are there any irrigation or drainage ditches on or near the site?
15. Will the proposed project require surface water withdrawals or water diversions?
16. Does the project involve any discharges of wastewater to surface waters or to the ground?
17. Will there be the use of septic tank-soil absorption fields for on-site waste disposal?
18. Could any waste materials enter ground or surface waters associated with the site?
19. What designated or informal recreational opportunities are in the immediate vicinity?
Would the project displace any existing recreational uses?

Plants and Animals

20. What kinds of vegetation are found on the site?
21. What kinds of vegetation will be removed from the site?
22. Will there be removal of over 25% of the present trees?
23. Does the project site have endangered, unusual or rare species of:
 - a. Land animals?
 - b. Birds?
 - c. Plants?
24. Was the Wisconsin Natural Heritage Inventory Program contacted as to possible sightings or habitats on the site that may contain state and federal endangered species?
25. Is the site part of a migration route?

Air

26. What types of emissions to the air would result from the proposal (e.g., industry source, dust, automobile, odors, smoke) during construction and when the project is completed? If any emissions, describe and give approximate quantities.
27. What types and levels of noise would be created by or associated with the project on a short-term or long-term basis? (e.g., traffic, construction, operations)
28. What type of light or glare will the proposed project produce?

Historical and Archeological

29. Are there any places or objects listed on, or proposed for national, state, or local preservation registers known to be on or next to the site?
30. Did the State Historical Preservation Officer (SHPO) identify any historic buildings or archaeological sites which would be affected by the project?

Solid/Hazardous Waste

31. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill or hazardous waste that could occur as a result of this project?

32. Does or will this project/site process solid or hazardous waste?
33. Does or will the proposed use transport solid or hazardous materials?
34. Does or will this site have storage tanks, underground or above ground? If so, what will be stored in the tanks?

Socio-Economic Benefits

Please provide a statement addressing the socio-economic benefits the proposed development will have on the Town of Holland and local residents.

*To assist applicants in completing the environmental checklist, the following is a list of state and federal agencies that may provide information to address specific questions:

STATE RESOURCES:

Wisconsin Department of Natural Resources (DNR): www.dnr.state.wi.us/

Wisconsin Geological and Natural History Survey: www.uwex.edu/wgnhs/

State Historical Society: Conducts and provides access to research on the State's natural history and maintains land records. Website: www.shsw.wisc.edu

FEDERAL RESOURCES:

U.S. Geological Survey: www.usgs.gov/

The Wisconsin USGS office website address is: <http://wi.water.usgs.gov/index.html>

Natural Resources Conservation Service: Website: www.nssc.nrcs.usda

U.S. Fish and Wildlife Service: This agency is a source of information on the federal status of threatened and endangered species. Website: www.fws.gov

U.S. Army Corps of Engineers: The Corps is the federal agency in charge of approving projects that impact waterways and wetlands. Website: www.usace.army.mil/

U.S. Environmental Protection Agency: EPA provides information on environmental protection standards and regulations. Website: www.epa.gov

B-7: Requirements for Neighborhood Plans Prior to Large Tracts Being Developed

If an applicant proposes to develop (or requests to rezone) a tract of land 20 acres or larger (or a total of 20 acres or more is developed over a five year period) or proposes 10 or more housing units on a tract of land of any size, a development plan must be prepared for all property to be developed and/or all property under ownership/control of the applicant. The development plan must include site design, access requirements, soil reports, drainage plans, and other plans deemed necessary by the Town of Holland. The plan should clearly address how the proposed development will be compatible with adjoining uses and provide for future development of adjoining properties (extension of streets, utilities, etc.). It is recommended that applicants review the Town of Holland Comprehensive Plan and utilize specific recommendations (Coulee Visions Plan, conservation subdivision design principles, etc.) of the comprehensive plan, when applicable, in their site development planning. At the discretion of the Town of Holland Town Board, a development plan may be required for a smaller development if the Town Board determines the development may have a significant impact on adjoining parcels.

<http://www.lapc.org/content/plans/Plan%20documents/Coulee%20Visions/Coulee%20Visions%20Workbook.pdf> A description of conservation subdivision design principles is located in the La Crosse County Comprehensive Plan.

The Town of Holland Land Use Map has an area designated as “Commercial Corridor District”. This area is significant because of U.S. Highway 53 and the potential for commercial development. Access to U.S. Highway 53 is limited by the on/off ramps, so it is critical that development within the corridor is well planned to ensure all parcels retain access to the local roads and U.S. Highway 53. To address future development and ensure it is well planned, the Town of Holland will develop a “Commercial Corridor District Plan” that will provide specific development parameters for the designated area. It is recommended that no significant commercial developments are approved for the area until such plan is completed.

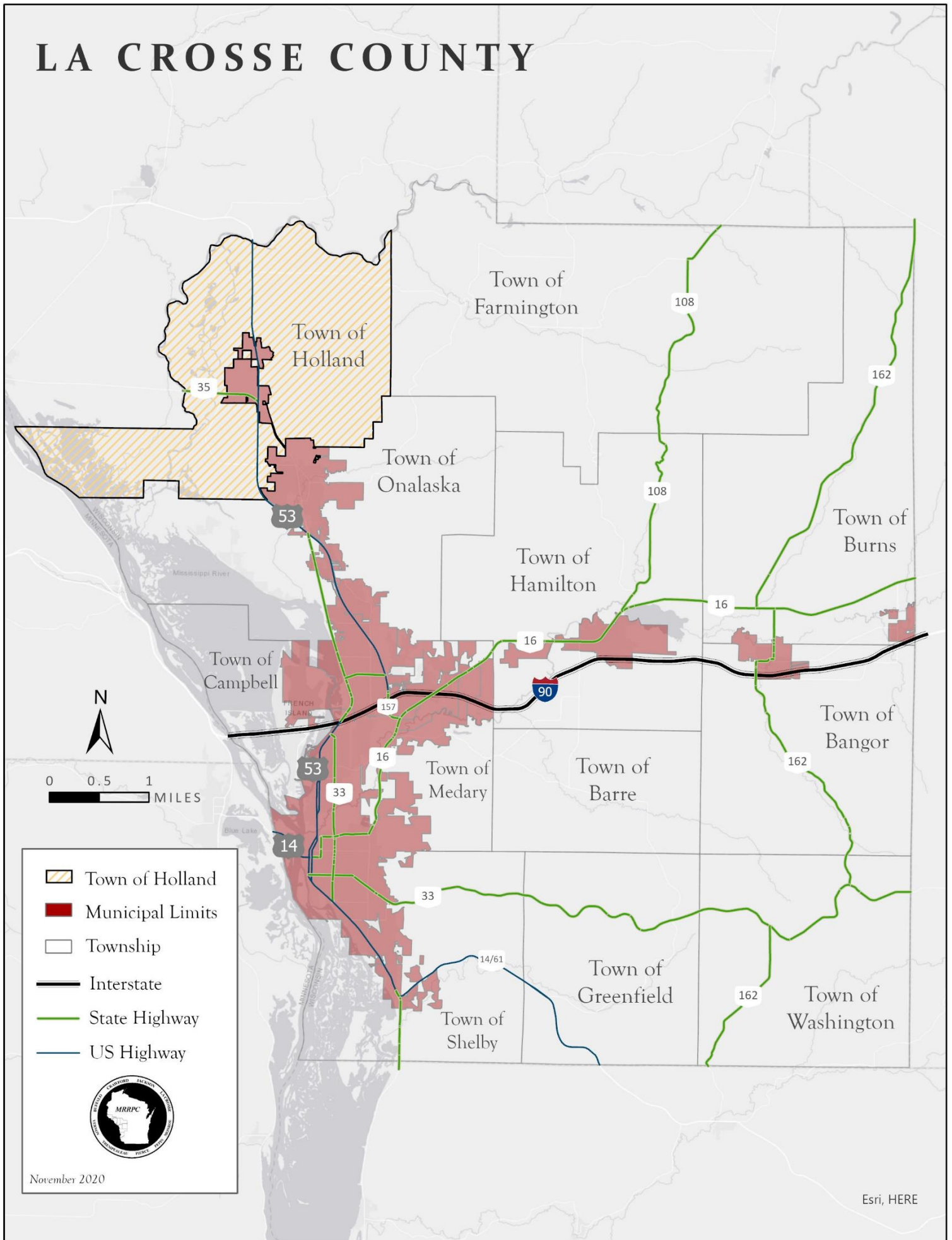
B-8: LAPC Goal Analysis

LAPC - Land Use Goals	Not Applicable, Agree, Disagree (state concerns)*
Housing and neighborhoods in the City of La Crosse will attract new investment and more residents, especially through renovation and enhancement of existing housing stock.	N/A
Senior housing options will continue to expand, and new housing intended for residents who remain mobile and active should be located within a 10-minute walk of retail and services.	N/A
New housing will continue to include a range of housing types and lot sizes, including a priority on single family lots smaller than 1/2-acre.	N/A
The region places a high priority on infill development to enhance the utilization of existing urban infrastructure and enhance the concentration of uses so that more residents are within a 10-minute walk of their daily retail needs.	Does not seem to apply to the Town but remains important in region
New buildings and development areas will often include a mix of uses.	N/A
Towns, villages and cities will pursue and approve boundary agreements that allow some growth in unincorporated areas.	Agree
LAPC – Transportation Goals	
New roads for the primary purpose of facilitating regional commuter traffic will generally be avoided – community preference is for expansion of existing roads and transit enhancements instead.	Agree
Road projects will be designed to improve the safety and mobility of all users, with emphasis placed on maintaining neighborhood connections and cohesiveness.	Agree
The region will have a flexible and fully interconnected grid of streets and highways.	Agree
A Regional Transportation Authority (RTA) will be created to fund and maintain transportation systems.	N/A
Transit use will increase among all age groups.	N/A
Fixed-route regional transit, such as Bus Rapid Transit, should be actively studied and pursued. Routes should be identified and necessary right-of-way protected (or gradually acquired) until implementation becomes feasible.	N/A

Intelligent transportation systems and mass data gathering technologies will be utilized to the extent practicable to improve the safety and mobility of our transportation networks.	N/A
Growth will be accommodated without a significant increase in congestion through the use of many strategies, including road and highway improvements, traffic signal timing improvements, new/enhanced transit services, enhanced and expanded bike and pedestrian facilities, scheduling adjustments by major employers, and other approaches.	Agree
Truck routes in the region will be efficient and clearly identified, especially including those through the City of La Crosse.	Does not seem to apply to the Town but remains important in region
Mississippi River locks and dams will be upgraded to accommodate modern shipping requirements.	N/A
Interstate passenger rail service to Minneapolis and Milwaukee/Chicago will increase in frequency and reliability.	N/A
Public and private landowners will reduce their subsidy of automobile use through a mix of strategies.	N/A
Bike and pedestrian facilities will be present everywhere.	Agree

APPENDIX C: MAPS

LA CROSSE COUNTY

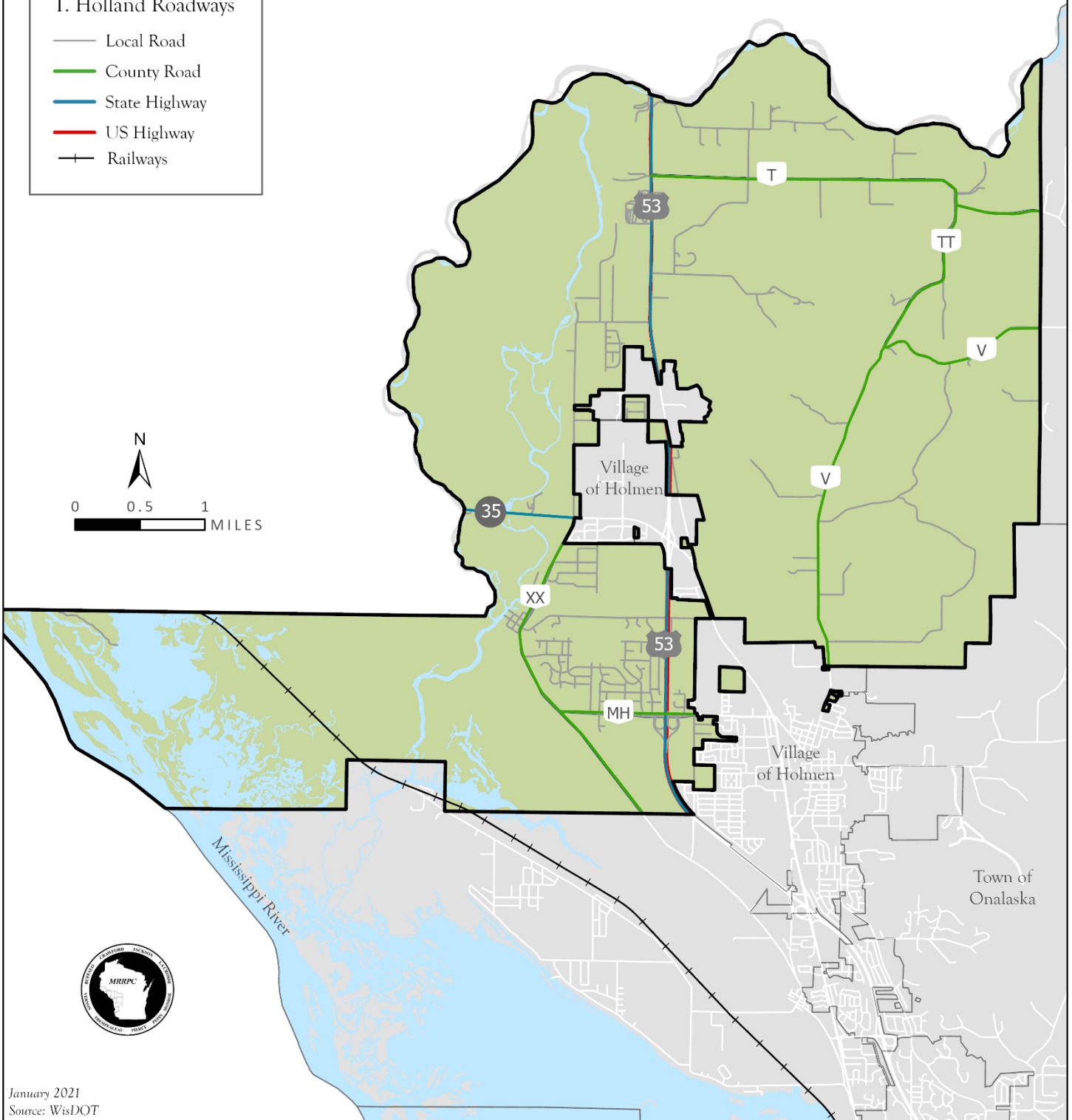
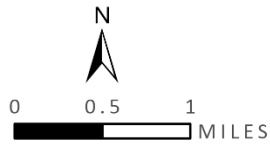


TOWN OF HOLLAND

TRANSPORTATION




T. Holland Roadways

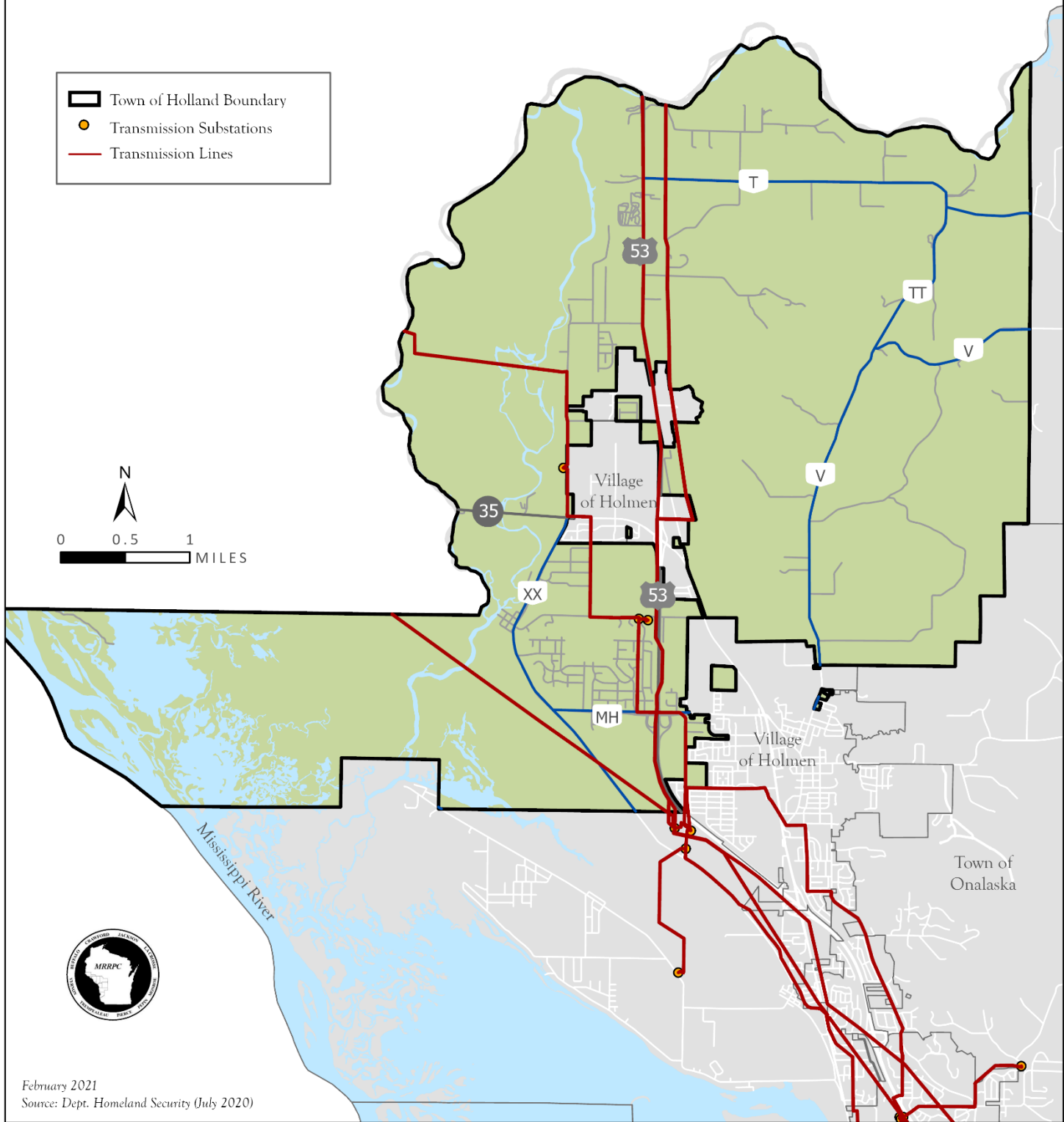
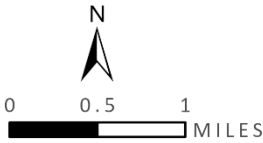
- Local Road
- County Road
- State Highway
- US Highway
- Railways



TOWN OF HOLLAND

UTILITIES

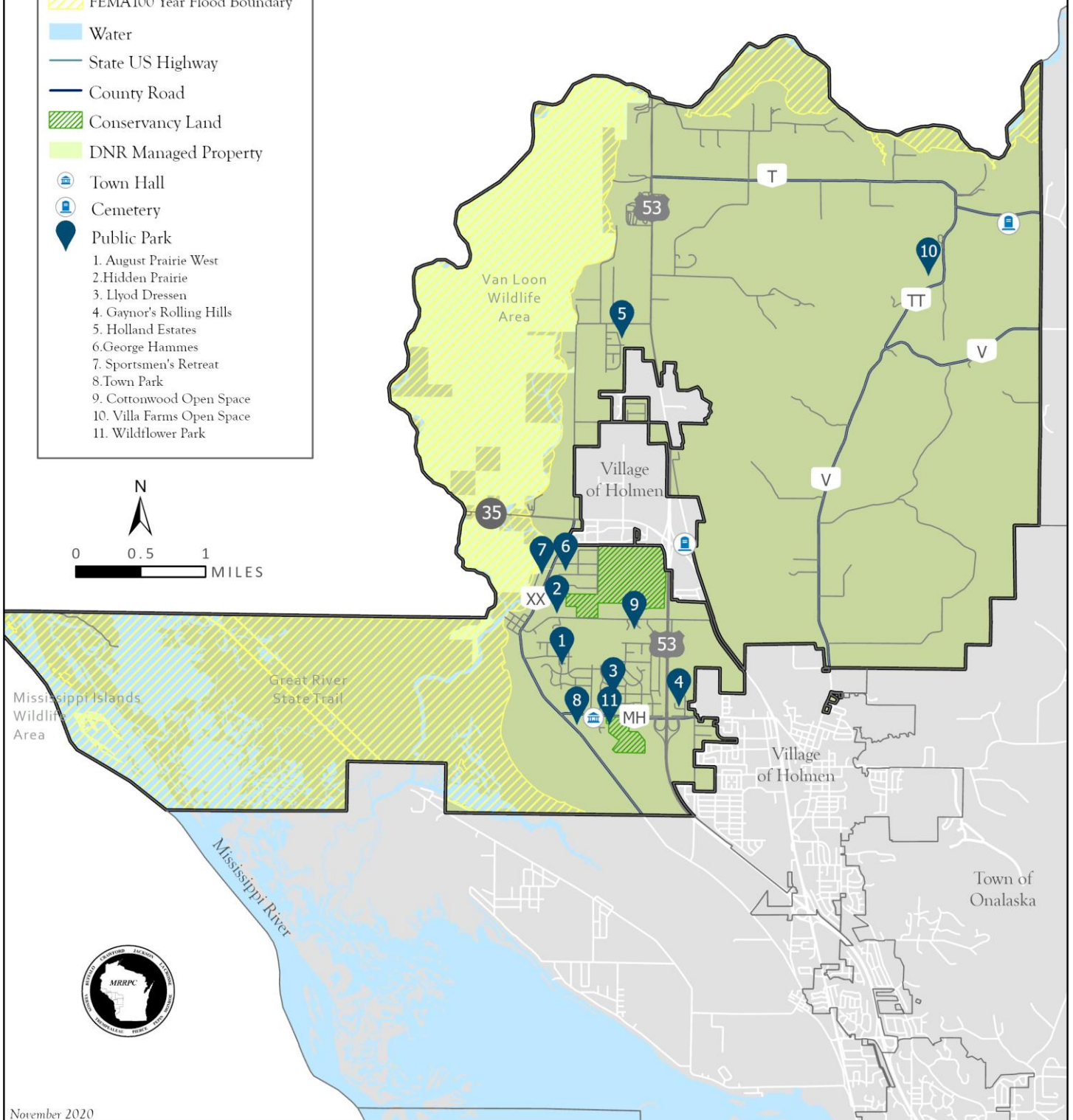
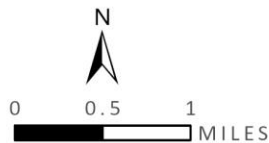
-  Town of Holland Boundary
-  Transmission Substations
-  Transmission Lines



TOWN OF HOLLAND

COMMUNITY FACILITIES

 Town of Holland Boundary
 FEMA100 Year Flood Boundary
 Water
 State US Highway
 County Road
 Conservancy Land
 DNR Managed Property
 Town Hall
 Cemetery
 Public Park
 1. August Prairie West
 2. Hidden Prairie
 3. Lloyd Dressen
 4. Gaynor's Rolling Hills
 5. Holland Estates
 6. George Hammes
 7. Sportsmen's Retreat
 8. Town Park
 9. Cottonwood Open Space
 10. Villa Farms Open Space
 11. Wildflower Park

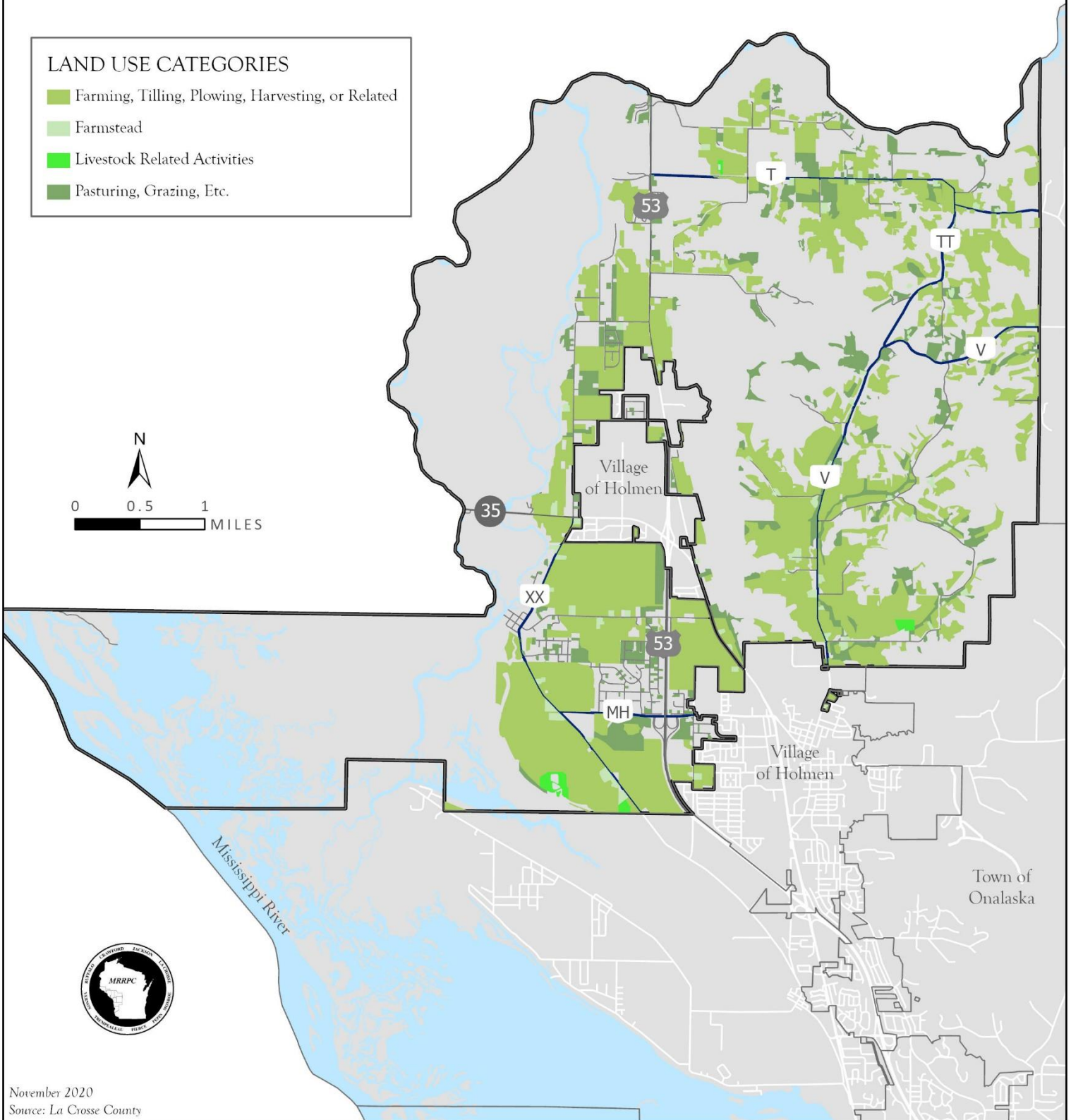
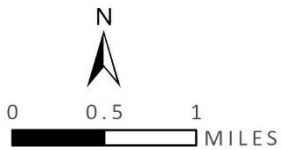


TOWN OF HOLLAND

AGRICULTURAL LAND USE

LAND USE CATEGORIES

- Farming, Tilling, Plowing, Harvesting, or Related
- Farmstead
- Livestock Related Activities
- Pasturing, Grazing, Etc.



TOWN OF HOLLAND

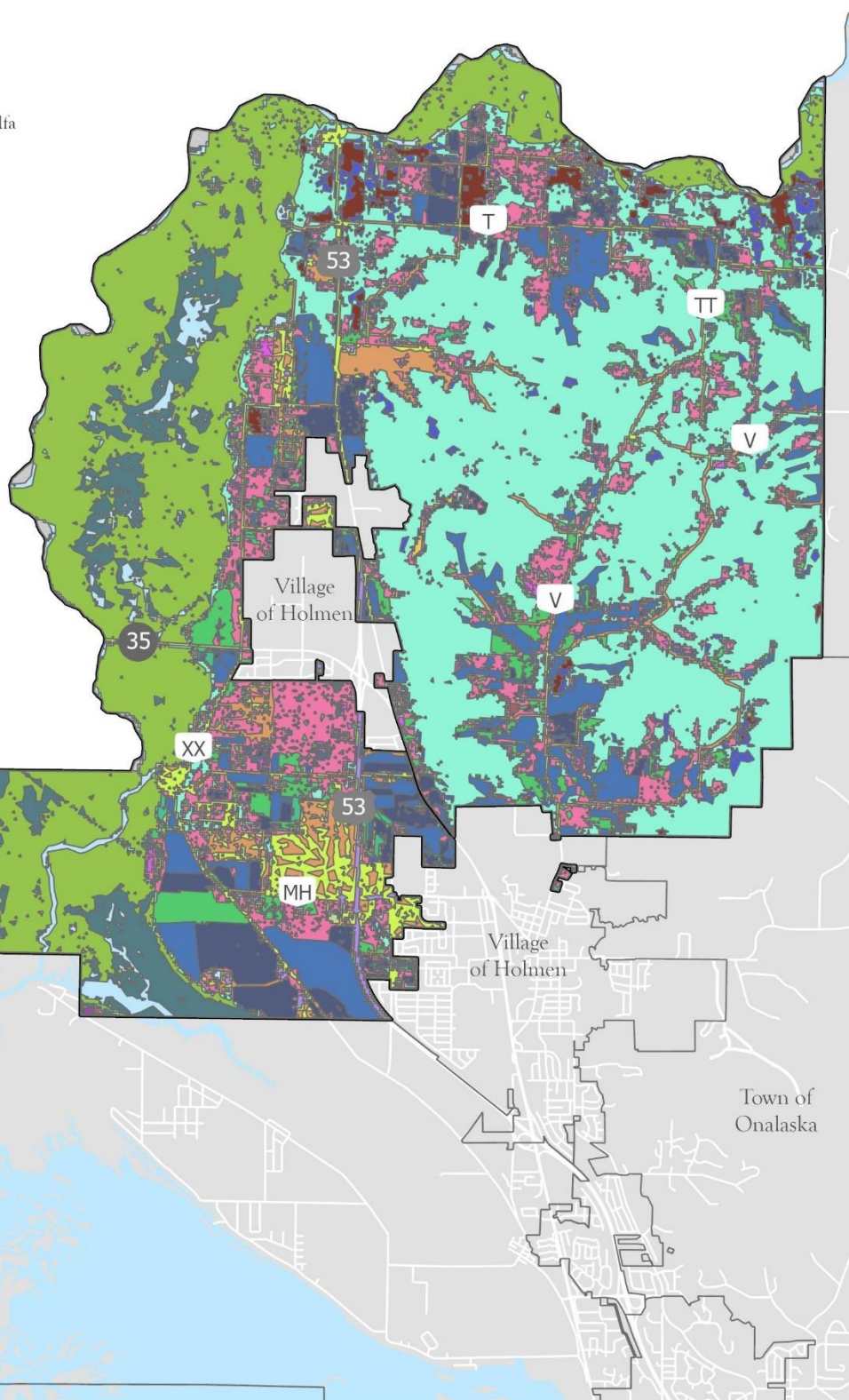
CROPLAND

CROP TYPE

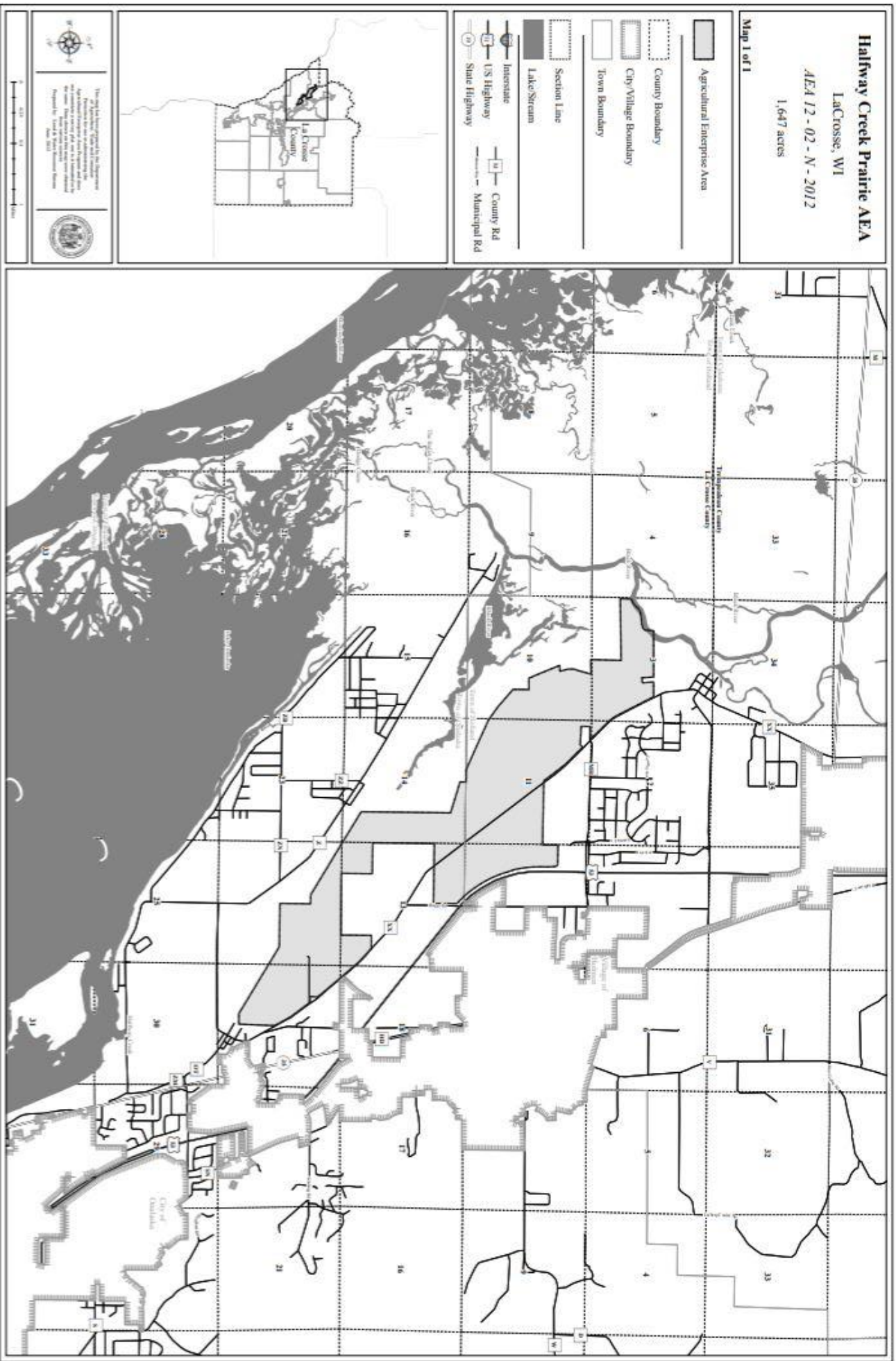
- | | |
|--------------------------|-----------------------|
| Alfalfa | Herbaceous Wetlands |
| Apples | Mixed Forest |
| Barley | Oats |
| Barren | Open Water |
| Blueberries | Other Crops |
| Christmas Trees | Other Hay/Non Alfalfa |
| Clover/Wildflowers | Potatoes |
| Corn | Rye |
| Dbl Crop Triticale/Corn | Shrubland |
| Dbl Crop WinWht/Corn | Sod/Grass Seed |
| Deciduous Forest | Sorghum |
| Developed/High Intensity | Soybeans |
| Developed/Low Intensity | Spring Wheat |
| Developed/Med Intensity | Sunflower |
| Developed/Open Space | Sweet Corn |
| Dry Beans | Triticale |
| Evergreen Forest | Winter Wheat |
| Fallow/Idle Cropland | Woody Wetlands |
| Grapes | All other values |
| Grassland/Pasture | |



0 0.5 1
MILES



Agriculture Enterprise Area Map 5.3



TOWN OF HOLLAND

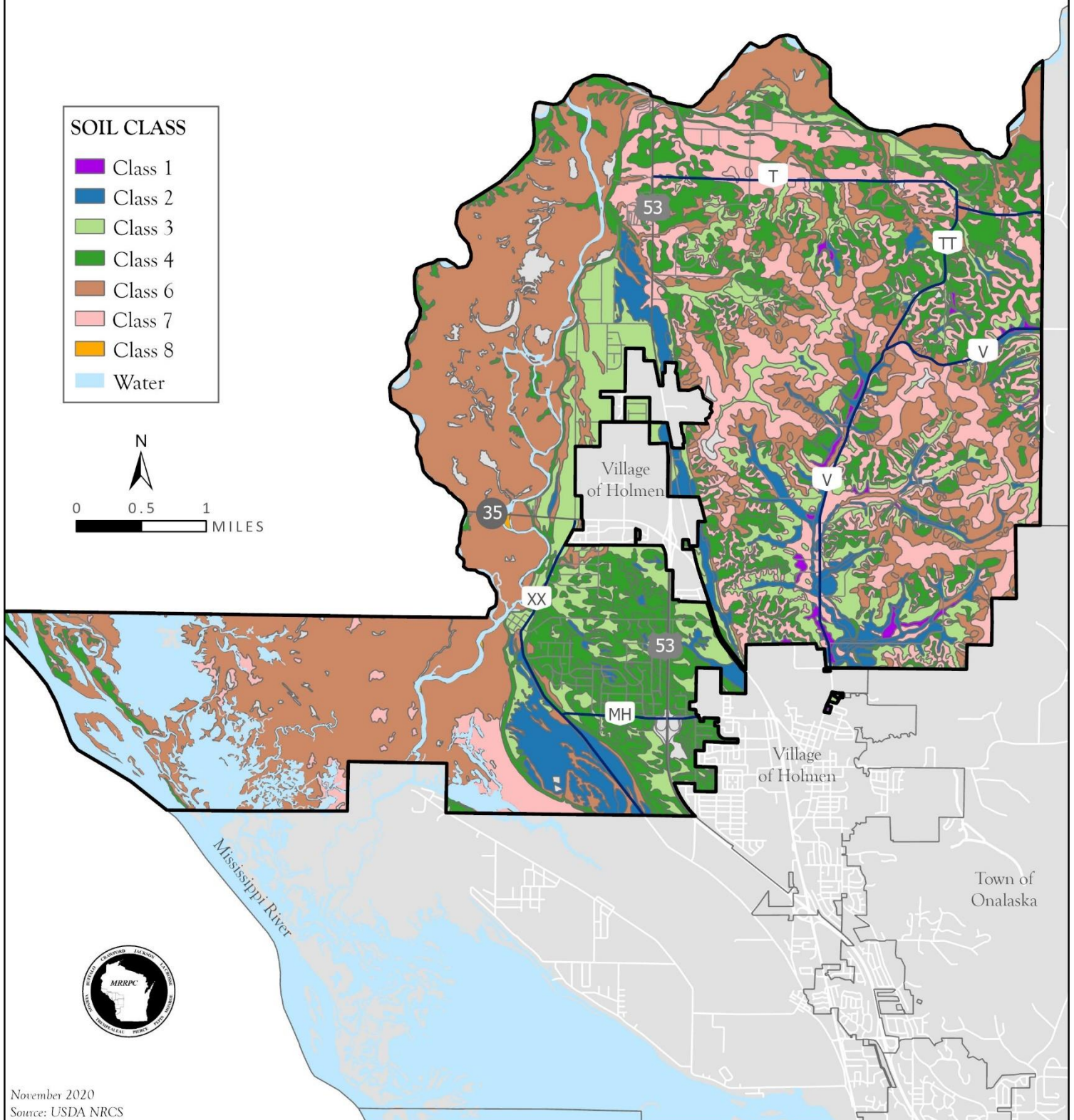
SOIL CLASSIFICATION

SOIL CLASS

- Class 1
- Class 2
- Class 3
- Class 4
- Class 6
- Class 7
- Class 8
- Water



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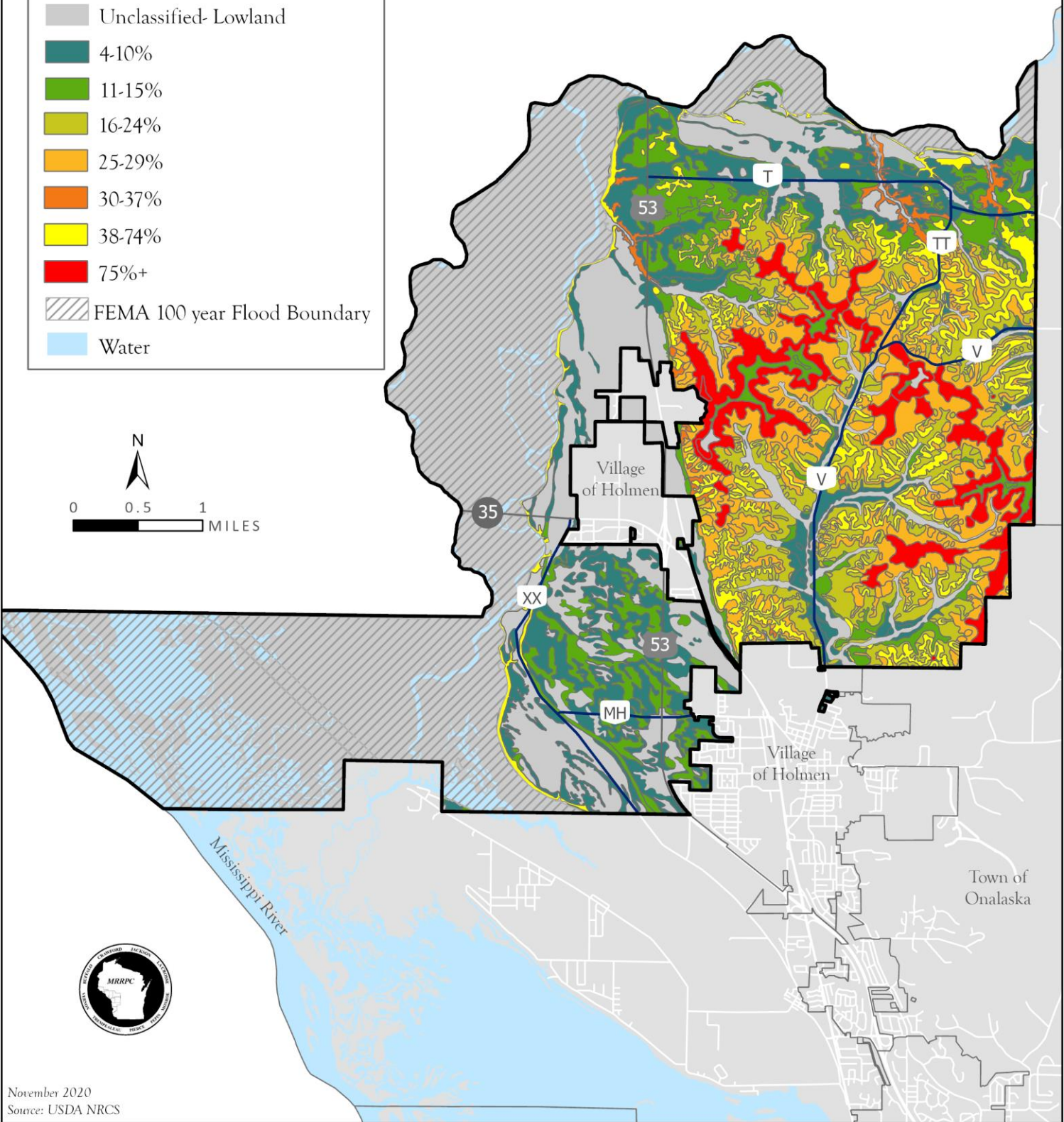
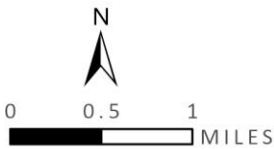


TOWN OF HOLLAND

SLOPE

SLOPE

- Unclassified- Lowland
- 4-10%
- 11-15%
- 16-24%
- 25-29%
- 30-37%
- 38-74%
- 75%+
- FEMA 100 year Flood Boundary
- Water

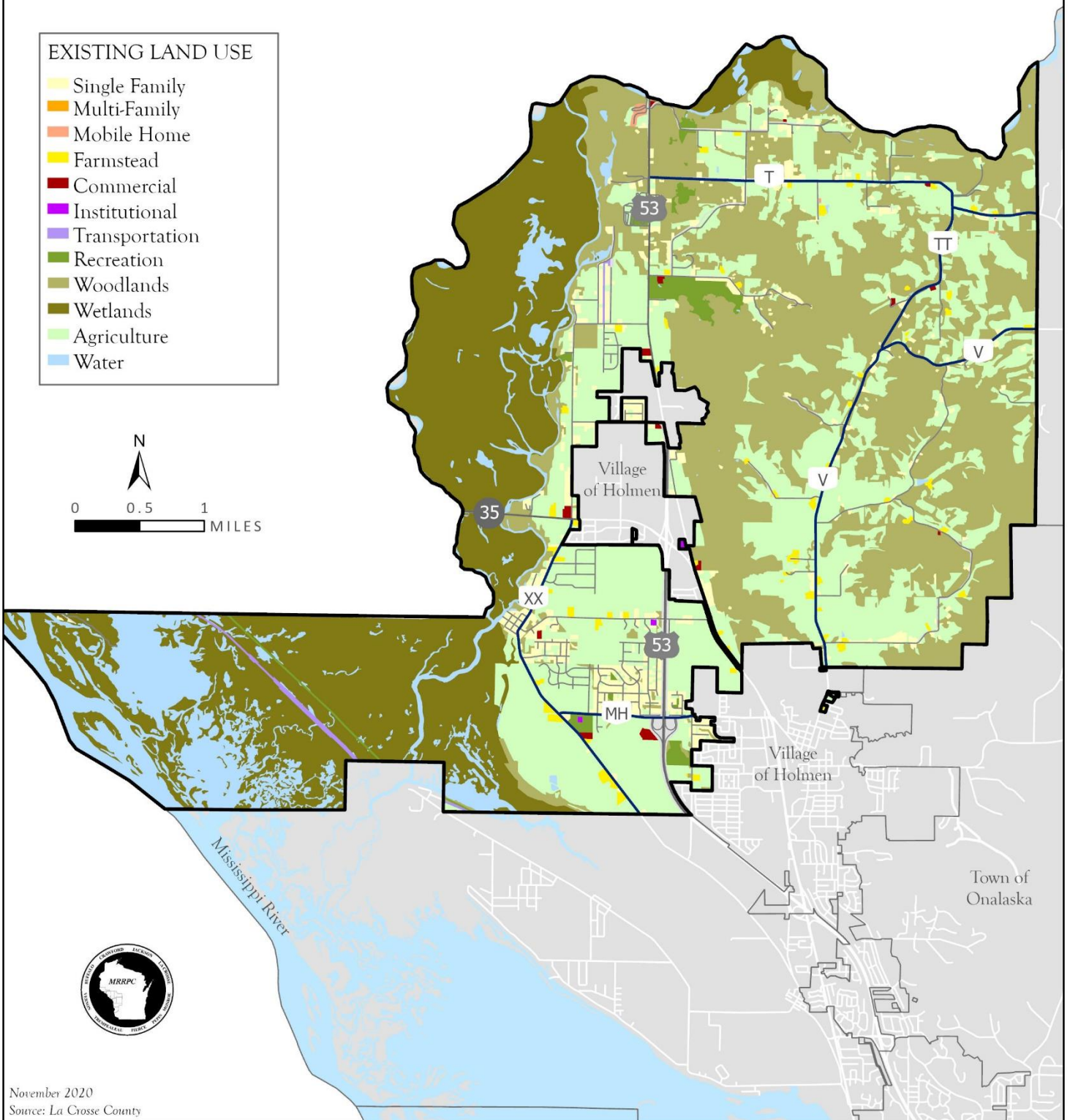
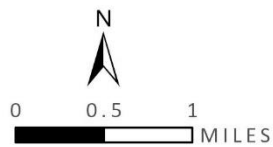


TOWN OF HOLLAND

EXISTING LAND USE

EXISTING LAND USE

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

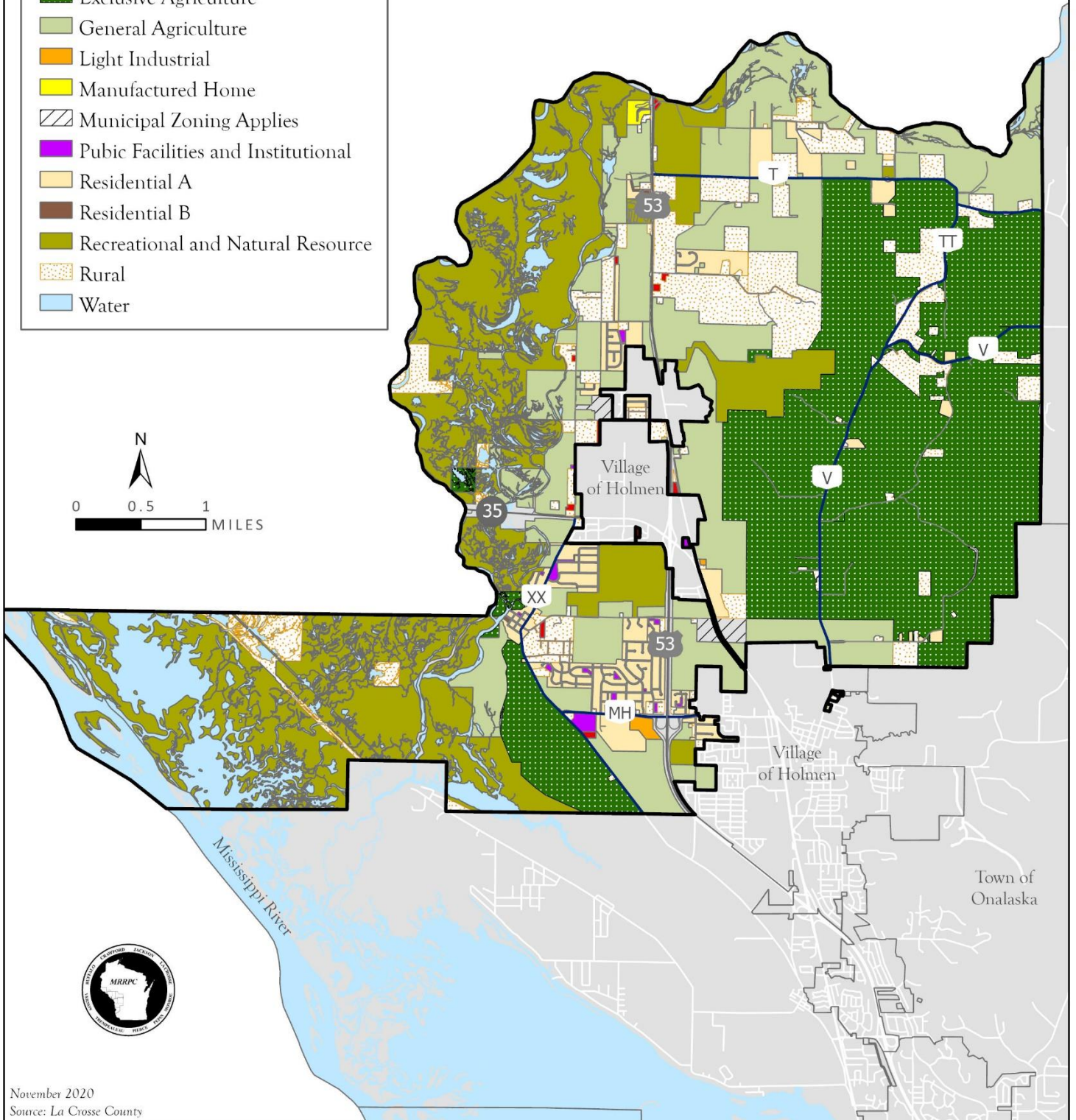
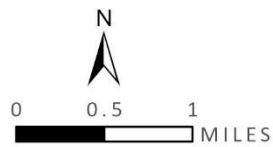


TOWN OF HOLLAND

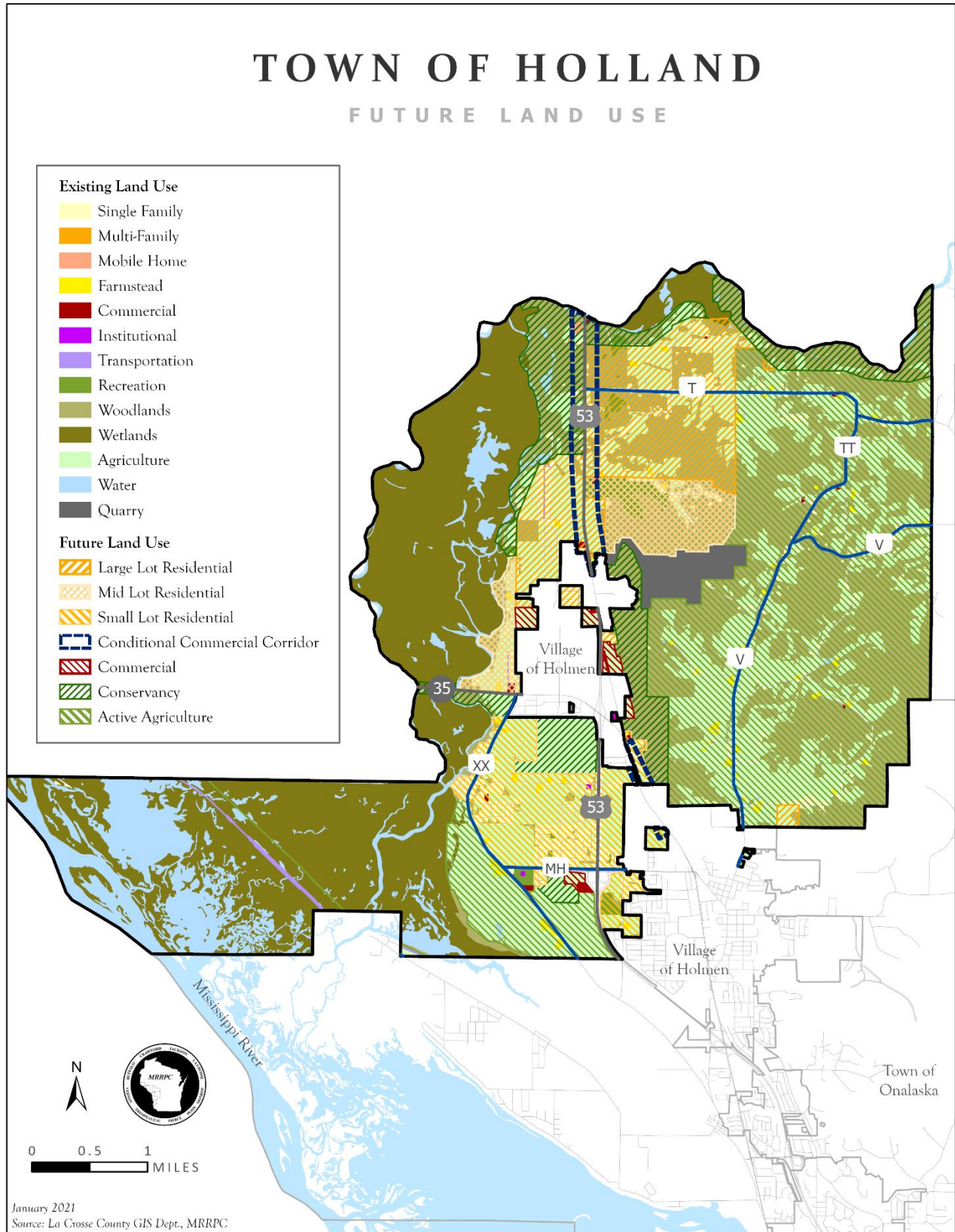
ZONING

Zoning District

- Commercial
- Exclusive Agriculture
- General Agriculture
- Light Industrial
- Manufactured Home
- Municipal Zoning Applies
- Public Facilities and Institutional
- Residential A
- Residential B
- Recreational and Natural Resource
- Rural
- Water



Future Land Use Map 8.3



APPENDIX D

*** Proof of Publication ***

STATE OF WISCONSIN
County of La Crosse } SS.

Paul Baker, being duly sworn, says that he/she is the principal clerk of the LA CROSSE TRIBUNE, a public daily newspaper of general circulation, published in the City of La Crosse, in the county and state aforesaid, and that the notice of which the annexed is printed copy taken from the paper in which the same was published, was inserted and published in the said newspaper on the dates listed below,

being at least once in each week for 2 successive week(s).

Paul Baker
TOWN OF HOLLAND

W7937 COUNTY TRUNK HWY MH
HOLMEN WI 54636

ORDER NUMBER 76453

NOTICE OF PUBLIC HEARING
THE UPDATE OF THE TOWN OF
HOLLAND
COMPREHENSIVE PLAN
2021-2040

NOTICE IS HEREBY GIVEN that a public hearing will be held at the Town of Holland Town Hall, W7937 County Road MH, on Wednesday, May 5, 2021, at 6:30 p.m. on a proposed update to the Town of Holland Comprehensive Plan. The purpose of the public hearing is to accept public comments on the proposed plan update.

The proposed revisions to the Comprehensive Plan include updated text, statistics, projections and maps of the Town of Holland Comprehensive Plan, 2021-2040. The updates to the Comprehensive Plan can be viewed at the Town of Holland, W7937 County Road MH or online at www.townofhollandwi.org. Written comments must be submitted prior to or at the public hearing on May 5, 2021. Any questions, written comments or requests for copies of the revised Comprehensive Plan should be directed to the Town Clerk, 608-626-3354, clerk@townofhollandwi.org. Written comments will be addressed at the public hearing and will be given the same weight as oral testimony.

Dated this 6th day of April, 2021
By: Marilyn Pedretti, Town Clerk
418, 415 LAC76453 WINAXLP

Sworn to and subscribed before me this 21 day of April,
2021

C. J. Baker
Notary Public, La Crosse County, Wisconsin

My Commission as Notary Public will expire on the

18 day of Dec, 2023

Section: Legals

Category: 0001 Wisconsin Legals

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TOWN OF HOLLAND

**RESOLUTION 2021-9
RECOMMEND ADOPTION OF THE
COMPREHENSIVE PLAN 2021-2040 AS PREPARED
BY THE TOWN OF HOLLAND PLAN COMMISSION**

WHEREAS, the Town Board of the Town of Holland established a Plan Commission; and

WHEREAS, it is the Town Plan Commission's responsibility to prepare and recommend for adoption a Town Comprehensive Plan to the Town Board pursuant to Section 62.232(2) and (3) and 66.1001(4) of Wisconsin Statutes; and

WHEREAS, the Town Plan Commission has prepared a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Town Comprehensive Plan 2021-2040 contains the following nine elements: Issues and Opportunities; Land Use; Housing; Transportation; Economic Development; Utilities and Community Facilities; Intergovernmental Cooperation; Agricultural, Cultural and Natural Resources; and Plan Goals and Implementation; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, updating local ordinances, and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Town of Holland; and


WHEREAS, a Public Participation Plan was adopted and the public was involved in local planning and comments were accepted at meetings, open houses and through the Town website; and

WHEREAS, members of the public, adjacent local governmental units and La Crosse County were given a 30-day review and comment period prior to the public hearing; and

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

NOW, THEREFORE, BE IT RESOLVED, that the Town of Holland Plan Commission hereby recommends referring the Comprehensive Plan 2021-2040 to the Town Board and that the Plan Commission recommends said Comprehensive Plan be adopted by ordinance.

Adopted this 5th day of May, 2021.


Katherine Warzynski, Chair
Plan Commission

ATTEST:


Marilyn Pedretti
Town Clerk

**ORDINANCE #2-2021
COMPREHENSIVE PLAN UPDATE**

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN 2021-2040 OF THE
TOWN OF HOLLAND, WISCONSIN.**

The Holland Town Board, Township of Holland, La Crosse County does ordain as follows:

Section 1. Pursuant to section 59.69(2) and (3) of the Wisconsin Statutes, the Town of Holland, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Holland, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Plan Commission of the Town of Holland, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of the document entitled "Town of Holland Comprehensive Plan 2021-2040" containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Town Board of the Town of Holland, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Town of Holland Comprehensive Plan 2021-2040" pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and published as required by law.

Adopted by the Holland Town Board of the Township of Holland, La Crosse County, Wisconsin, this 12th day of May, 2021



Robert Stupi, Town Chair

Attest:



Marilyn Pedretti, Town Clerk

Date Published: 5/16/21