

8 LAND USE PLAN

1. Introduction

The Land Use Plan consists of the following elements:

1. Introduction
2. Goals.
3. Objectives.
4. Policies and Recommendations.
5. Land Use Categories.
6. Land Use Districts.

Land use categories are the same or similar land uses located in different parts of the Town. For example, the “agricultural preservation” and “conservation residential” categories are located throughout the Town.

Each category has an overall purpose statement and policies that define what is allowable within the category.

Land Use Categories

1. Agricultural Preservation
2. Conservancy
3. Conservation Residential
4. Conservation Mixed Use
5. Urban Mixed Use
6. Residential

Unique geographic planning districts in the Town have also been identified. Each district contains policies and standards that are intended to implement the overall land use goals in specific areas depending on existing land use patterns, the transportation system, environmental and archeological features, public input, and the ability to provide cost effective public infrastructure and services. While some descriptions and goals have been incorporated and repeated, the content and goals of the previous seven chapters should also be considered with the Land Use Plan in order to fully implement the Town’s Comprehensive Plan.

Planning Districts

1. Brice Prairie District
2. Great River Road District

3. Halfway Creek District
4. Sand Lake Creek District

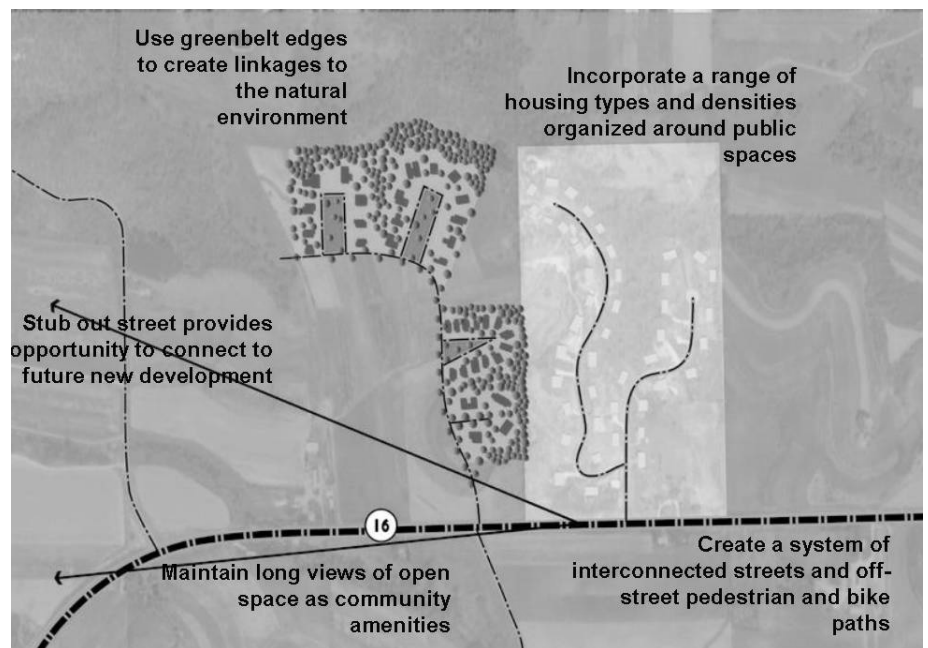
2. Land Use Goals

1. Ensure future growth reflects a sensitivity to the natural environment. Environmentally and archeologically sensitive areas, environmental corridors, and identified natural resource features shall be protected from development.
2. 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, and does not overburden existing Town residents and businesses.
3. Guide new development in the Town to planned growth areas, particularly in the Great River Road District.
4. Ensure all Town development and preservation regulations, standards, and programs implement this Plan.
5. Protect private property rights while at the same time promoting the public health, safety and general welfare.
6. Protect the most productive agricultural lands in the Town by discouraging the introduction of non-compatible uses.
7. Encourage intergovernmental cooperation with the City of Onalaska, Village of Holmen, surrounding Towns and La Crosse County with respect to land use and preservation issues.
8. 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.
9. Allow a limited amount of planned, high-quality non-farm commercial, light industrial, business, and mixed-use development provided that such development is located in the designated pre-mapped areas.
10. Ensure high quality and sufficient quantity of water in the Town; protect groundwater, aquifers and surface waters.

3. Land Use Objectives

1. By making land use decisions based on the Future Land Use Plan and Map.

2. By working with La Crosse County staff and officials to update zoning classifications and standards that will specifically address unique needs and recommendations in the plan.
3. By comprehensively reviewing and updating this Plan and Map at least every five years to ensure it continues to reflect current community values.
4. By ensuring consistency between the Plan and implementing mechanisms.
5. By creating incentives and programs to compensate private property owners for the protection of agricultural and environmentally sensitive areas.
6. By promoting infill and redevelopment in the Great River Road District and in the Midway town center.
7. By encouraging higher density developments to be located in and immediately adjacent to urban areas.
8. By involving the public in Town planning efforts.
9. By creating intergovernmental agreements to implement the Future Land Use Plan and Map.
10. By creating and enhancing Town Centers such as in the Midway area, to provide a variety of complementary land uses in close proximity to one another, efficiently utilize infrastructure and services, and near available and expanded transportation options.
11. By participating in regional planning efforts to achieve a well planned regional land use pattern.
12. By implementing the Coulee Visions Plan.



This *Coulee Visions* illustration demonstrates several conservation design principles, discussed below, which should be followed for future developments in the Halfway Creek and Sand Lake Creek Districts. Source: La Crosse Area Planning Commission.

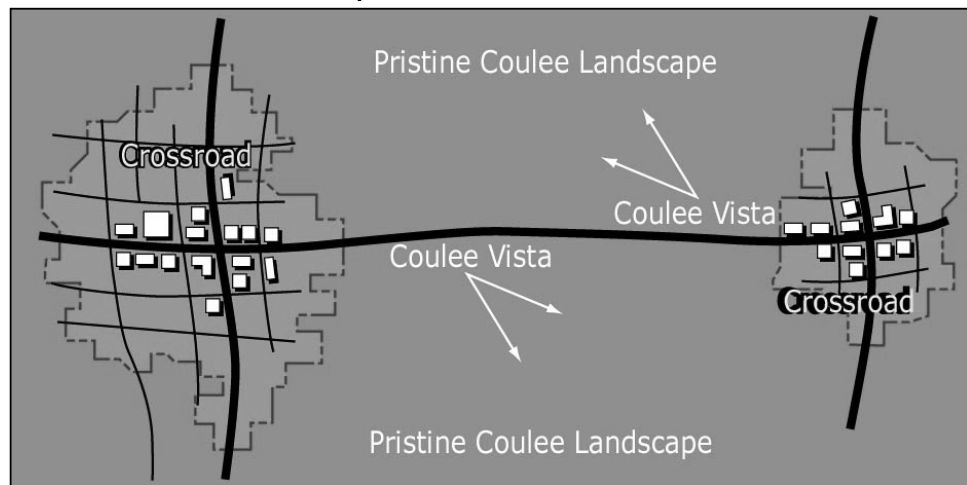
4. Land Use Policies & Recommendations

1. Create a Purchase of Development Rights Program, and conduct a referendum.
2. Participate in local, regional, state and federal land protection programs.
3. Work with La Crosse County to update its zoning ordinance for the Town of Onalaska either as a set of new zoning classifications or as a temporary measure between the time this Plan is adopted and the completion of the updated La Crosse County Comprehensive Plan.
4. Create a conservation subdivision ordinance to implement the Conservation Residential category and the Conservation Mixed-Use Category.
5. Update development review procedures, as described below.
6. Update land division ordinance to implement this plan.
7. Prohibit development on slopes greater than 20 percent.
8. Consider hiring full or part-time land use/planning staff, or contracting with a public, private, or non-profit entity to provide current planning services to the Town, to apply for grants, to coordinate with other municipalities on a daily basis, etc.
9. Create intergovernmental agreements with the Village of Holmen, City of Onalaska, and La Crosse County.
10. Consider the financial impacts of new developments during the review process. Consider impact fees on new developments.
11. Implement Storm Water Management Plans.
12. Create a Storm Water Utility District.
13. Require new development to retain a 100-year flood event on-site.
14. Implement the following conservation design principles to the **greatest extent possible** in the Brice Prairie, Halfway Creek and Sand Lake Creek Districts:
 - a. Cluster developments in a manner to preserve water quality, working farms, unfragmented wildlife corridors, and woodlands.
 - b. Attempt to “hide” development from main roads to the extent possible through natural topography, vegetation (e.g. tree lines, wooded edges, and setbacks.) Minimize placement of lots in open fields.

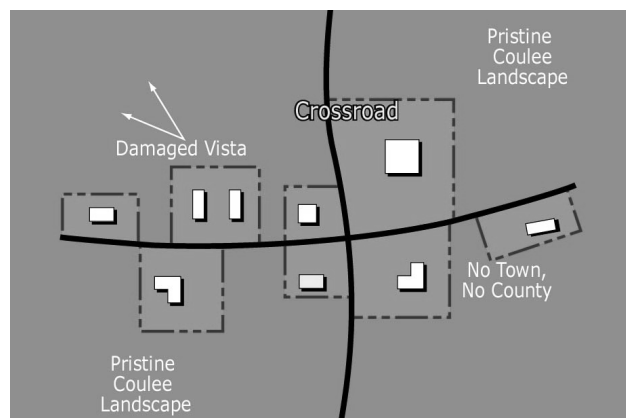
- c. Preserve mature trees, stone rows, fence lines, tree lines, and agricultural structures such as farmsteads, barns, and silos wherever possible.
- d. Arrange lots so houses are not placed on exposed hill tops or ridge lines.
- e. Include an interconnected network of streets. Lots shall be configured to minimize the amount of road length required to serve the development.
- f. Design streets and lot layouts to blend with natural land contours.
- g. Back lots onto county and state highways, designing deeper lots and landscape buffer yards into these areas.
- h. Discourage creation of cul-de-sacs except in limited situations, such as where topography, environmentally sensitive areas or the pre-existing development pattern in the area necessitates their use.
- i. Integrate natural resources into the subdivision design as aesthetic and conservation landscape elements. Minimize exotic landscaping, the size of building footprints, and the amount of impervious surface devoted to roadways. Allow the natural landscape to dominate.
- j. Restore the quality and continuity of degraded environmental areas within the subdivisions, such as streams and wetlands.
- k. Encourage stormwater management treatment systems that focus on Best Management Practices (BMPs) rather than conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.
- l. Provide wide areas for public access to parks and common open spaces.
- m. Maximize preservation of common open space in the neighborhood through public dedication and/or private management of open space through a homeowner's association with conservation easements.
- n. Create pedestrian trails through open space areas, allowing for future connections to other areas.
- o. Land use patterns and site designs shall preserve the bluffs, scenic vistas, woodlands, wildlife habitat and associated rare features found only in the Driftless Area.

- p. Nestle structures below ridgelines and within the folds of the bluffs.
- q. Prohibit ridgetop “sky lining” that alters the natural land profiles with built structures or siting structures on ridgelines.
- r. Construct fences that are wildlife-friendly.
- s. Limit privacy fencing to areas immediately adjacent to the home.
- t. Place all utilities underground.
- u. Restrict or shield lighting so as to restrict horizontal and vertical light spillover, thereby preserving the dark night sky.
- v. Establish setback minimums to provide buffer space between common open space areas and buildings on private lots.
- w. Provide vegetative buffers between building sites and wetlands and streams.

Recommended Rural Development Pattern



Discouraged Rural Development Pattern



The *Coulee Visions* illustrations demonstrate this Plan’s recommended and discouraged types of rural development, called conservation development. This development pattern clusters new buildings together in areas that avoid or minimize impact on productive agricultural lands and natural resources, and preserve important vistas. Source: La Crosse Area Planning Commission.

5. Land Use Categories

This section outlines all of the planned future land use areas for the Town of Onalaska. Each area contains an overall purpose statement and detailed policies that define what is allowable in each area. Additional policies and standards that are specific to a geographic area in the Town are included in the latter section and are meant to supplement these policies, as directed. Each category may consist of multiple related zoning districts.

5.1 Agricultural Preservation Category

Purpose:

1. Preserve productive agricultural land.
2. Preserve productive farms by preventing land use conflicts between incompatible uses.
3. Maintain a viable agricultural base to support agricultural processing and service industries.
4. Reduce costs for providing services to scattered non-farm uses.
5. Create solutions to maintain the agricultural base, and limit rezonings from agricultural zoning districts to non-agricultural districts.

Policies:

1. Lands to be included in this category are those areas with productive farm operations including lands historically exhibiting good crop yields or capable of such yields; lands which have been demonstrated to be productive for dairying, livestock raising and grazing; other lands which are integral parts of farm operations; land uses for the production of specialty crops such as mint, sod, fruits and vegetables; and lands which are capable of productive use through economically feasible improvements such as irrigations.
2. Non-farm related commercial and industrial uses shall not be permitted in this planning category.
3. Purchase of developments rights or conservation easements should be a priority in this category.
4. Support conservation efforts and best management practices to protect air and water quality on and adjacent to agricultural lands.

5. Rezoning Criteria: The Town Plan Commission and Board should consider each of the following criteria in reviewing rezoning applications from an agricultural zoning district to a non-agricultural zoning district:
- a. Rezone is consistent with the adopted land use plan map and related policies outlined in the Plan.
 - b. Land proposed for rezoning does not have a history of productive farming activities or is not viable for long-term agricultural use.
 - c. The activity allowed by the proposed rezone will not limit the surrounding land's potential for agricultural use.
 - d. Land is too small to be economically used for agricultural purposes or is inaccessible to the farm machinery needed to produce and harvest agricultural products.
 - e. The land is located such that there would be minimum conflicts with surrounding agricultural uses.
 - f. The land does not include important natural features such as wetlands, floodplains, steep slopes, significant woodlands which would be adversely affected by non-farm development.
 - g. The lay of the land will allow for construction of a road or driveway that is suitable for emergency vehicle travel. Safe access from the road or driveway onto existing roadways shall be required.
 - h. There is a demonstrated need for additional non-farm development in the Town.
 - i. Only land that is comprised of soils that are suitable for on-site septic systems shall be considered for rezoning.
 - j. Provision of public facilities to accommodate the proposed development will not place an unreasonable burden on the ability of the Town of Onalaska to provide those facilities. The petitioner must demonstrate to the Town that the current levels of services in the Town (including but not limited to school capacity, transportation system capacity, emergency services, parks and open space availability) are adequate to serve the proposed use.
 - k. The land proposed for rezoning is suitable for development and will not result in undue water or air pollution, cause unreasonable soil erosion or have an unreasonably adverse effect on rare or irreplaceable natural areas (such as floodplains, wetlands, bluffs, steep slopes, and woodlands).

5.2 Conservancy Category

Purpose:

1. 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.

Policies:

1. Recognize that the 100 year floodplain, wetlands, wet soils, and steep slopes are sensitive environmental features that are extremely important in preserving groundwater quality.
2. New development in these areas shall be limited and these areas should not otherwise be altered unless such alteration would result in an enhancement of the natural resources being restored.
3. Recognize that these environmentally sensitive areas have soils with a limited capability of supporting development.
4. Minor additions (up to 10 percent increase in gross floor area in width) and tear down/rebuilds of existing structures are permitted.
5. Purchase of developments rights or conservation easements should be a priority in this category.

5.3 Conservation Residential Category

The conservation residential category identifies areas in which new residential development can occur near or adjacent to naturally or archeologically important areas.

Purpose:

1. To provide opportunities for conservation developments 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, archeological preservation and/or recreation in these areas. A conservation development is defined by both its design and process by which it is created.

Policies:

1. Evaluate new conservation residential developments based on the conservation design principles described in Section 4, Land Use Policies and Recommendation 13. Provide the list of conservation design principles to prospective developers and property owners considering a conservation residential development so they are incorporated into the design at the start of the process to the greatest extent possible.
2. It is anticipated that new developments should generally maintain a minimum of 60% of the gross acreage as open space. No more than 50% of the required open space may consist of water bodies, ponds, floodplain, wetlands, or archeological sites.
3. Ensure that the level and/or type of development does not require major expansion of roads or provision of services.
4. Conservation Development Creation Process: The conservation development ordinance shall generally include the following steps that are necessary to create a conservation development.
 - a. Initial Conference: Before submitting an application for a conservation development, the applicant shall meet with Town staff or representatives of the plan commission to discuss the process and requirements for a conservation subdivision. This will allow the Town a more proactive role in discussing any developments and reduce the costs of development.
 - b. Initial Application: The applicant shall prepare a site analysis showing sensitive natural features, prime farmland, hydrologic characteristics, existing land cover, current land use, known critical habitat areas, site views and viewsheds, geological resources, cultural resources.
 - c. Determine Amount of Development Allowed: The applicant shall then submit information showing the maximum number of dwelling units that would be permitted under the current zoning ordinance, consistent with all standards.

- d. Site Analysis and Concept Plan: Using the number of lots allowed as identified in the previous step, the applicant will then submit a concept plan (or “sketch plan”) identifying open space and natural areas to preserve and those that will be disturbed, general street and lot layout, number and type of housing units, preliminary development envelopes showing areas for lots, and a general location map for all of these features. In this example, the applicant could place 8 lots in various clusters, depending on site conditions.
 - e. Review Initial Application: Town plan commission will provide comment on the submitted concept plan.
 - f. Preliminary Plan Review: Following review and comment of the Plan Commission on the concept plan, the applicant shall file a preliminary plat for review, as currently required.
 - g. Final Plan Review and Approval: Based on approval of the preliminary plat, the Town will then review and approve the final plat, as with other subdivision developments.
5. Lot Requirements: Lots should generally meet the following minimum standards of the zoning district and Town ordinance. More restrictive standards may be necessary depending upon detailed review of soil conditions.



This *Coulee Visions* illustration shows how conservation residential development protects existing agricultural operations and woodlands. The same concepts should be applied both in the coulees (the Halfway Creek and Sand Lake Creek Districts) as well as on Brice Prairie. Source: La Crosse Area Planning Commission.

5.4 Conservation Mixed-Use Category

The conservation mixed use district identifies areas in which conservation-based mixed-use developments can locate.

Purpose:

1. To provide a compatible mix of uses in a development(s) that preserves and enhances the Town's rural character and resources while also providing places to live, work, recreate, and more.
2. To create attractive, vibrant mixed-use areas in the community based on community values and traditional town planning principles. These principles:
 - a. Encourage compact development (buildings closer together than in rural parts of the Town) designed to encourage walking and biking.
 - b. Create distinct transitions from urban to rural areas.
 - c. Establish well-defined town centers which serve as both community gathering places and commercial centers, and also include other compatible uses described below.
 - d. Facilitate transportation/street systems based on the concept of providing alternative routes and modes for getting from place to place.
 - e. Integrating appropriately scaled commercial areas, parks, open space, and public and recreational facilities within close proximity to town centers.
3. To enhance the Midway Town Center.
4. To provide an alternative development option for the existing industrial zoned properties on Brice Prairie.

Policies:

1. New developments should generally maintain a minimum of 60% of the gross acreage as open space. No more than 50% of the required open space may consist of water bodies, ponds, floodplain, wetlands, or archeological sites.
2. The mix of compatible uses and development standards should be established in a new Conservation Subdivision Ordinance. In general, the uses should be compatible internally within the Town Center or development, and externally with existing and surrounding uses. In general, appropriate uses include:
 - a. Public and non-profit
 - b. Office
 - c. Commercial
 - d. Recreation
 - e. Residential
 - f. Open space

- g. Education
 - h. Agriculture
2. The physical design of any development in this district should primarily be based on the principles described for Conservation Residential development.
 3. The process by which any conservation mixed use development is created and reviewed should be the same as the Conservation Residential category.
 4. Ensure that the level and/or type of development does not require major expansion of roads or provision of services.

5.5 Urban Mixed Use Category

The urban mixed use category is primarily the same as the Great River Road District described below in **Section 6.2. Great River Road District**. This category identifies lands near or immediately adjacent to the Village of Holmen and City of Onalaska, primarily on the west side of the Village and City boundaries, that will likely be annexed into the municipalities in the future, or are likely to be served with urban infrastructure and services. The District also includes the Midway Town Center.

Purpose:

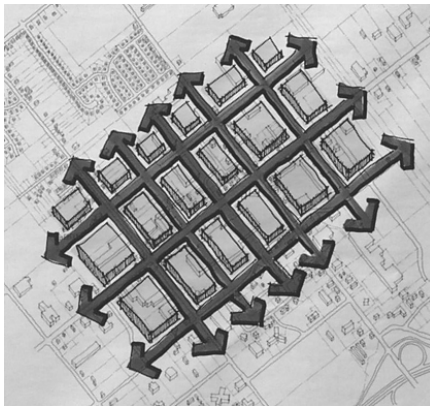
1. To efficiently use land and energy resources by promoting compact building forms and infill development.
2. To fully utilize urban infrastructure and services.
3. To create attractive, vibrant mixed-use areas, including a variety of housing choices, employment areas, civic uses, small-scale retail options, and recreation and open space amenities.
4. To provide different transportation options, including the automobile, transit, pedestrians, and bicyclists.

Policies:

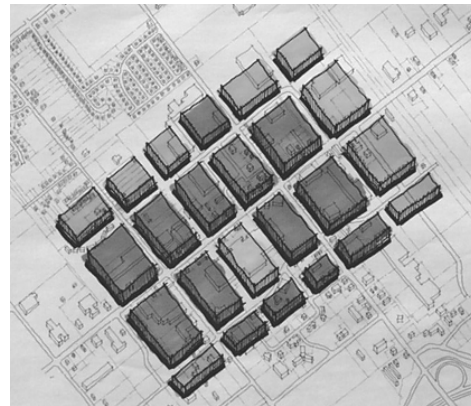
1. Areas within this category are intended to accommodate the following general mix of uses:
 - a. Public and non-profit
 - b. Office
 - c. Commercial
 - d. Light industrial/manufacturing
 - e. Recreation
 - f. Residential
 - g. Open space
 - h. Education
 - i. Agriculture
2. Support infill and redevelopment, particularly along the Great River Road, and consider providing incentives to encourage redevelopment of key properties.
3. Encourage higher densities and intensities of land use and development in appropriate locations – depending on issues such as topography, transportation access, and availability of urban services and infrastructure.
4. Work with the County to create appropriate mixed-use zoning district for this land use category, which allows a variety of compatible land uses and design standards.

5. Implement the following general Coulee Visions Design Principles for the Urban Mixed Use Category. These principles, which are illustrated below, include the following:
- a. Develop a network of streets.
 - b. Plan for an integrated mix of complementary land uses.
 - c. Design streets as public amenities.
 - d. Orient buildings to the street.

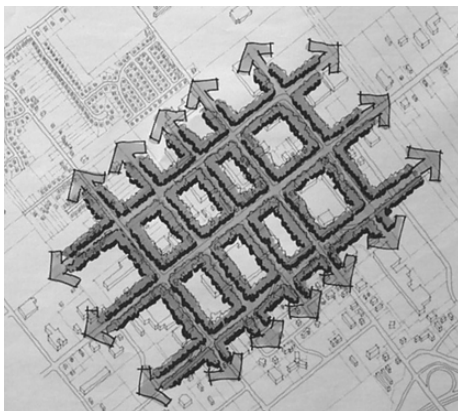
**Design Principles:
Develop a Network of Streets**



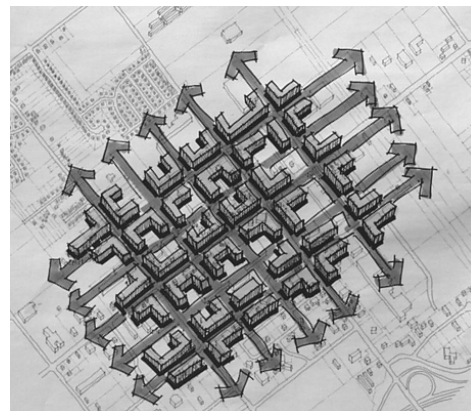
**Site Design Principles:
Plan for an Integrated Mix Of
Land Uses**



**Site Design Principles:
Design Streets as Public
Amenities**



**Site Design Principles:
Orient Buildings to the Street**



5.6 Residential Category

The residential category identifies areas in which existing and new neighborhoods should be located. This category recognizes existing residential development within the Town and designates some potential traditional residential development adjacent to the urban service areas of the Village of Homen and the City of Onalaska. All other potential residential subdivisions within the Town shall be designated and developed as Conservation Residential.

Purpose:

1. To protect existing neighborhoods and create new neighborhoods as high quality places to live.

Policies:

1. Ensure that new, non-agricultural uses do not adversely impact residential areas.
2. Build quality neighborhoods, not just subdivisions. Neighborhoods are engaging places where people want to live because they can enjoy convenient access to open spaces and recreational amenities. Enhance existing neighborhoods by expanding access to open spaces and recreational amenities.
3. New neighborhoods should be located on lands immediately adjacent to existing developments with priority given to infill development or redevelopment.
4. New neighborhoods should include public spaces such as parks.
5. The street network shall form a generally connected pattern and be integrated into the Town-wide road system when possible.
6. Neighborhood street patterns should incorporate pedestrian and bicycle facilities throughout the neighborhood and provide connections to existing trails, bicycle routes and trail systems.
7. Street patterns should be designed to respect and follow existing terrain as much as possible, to minimize earthmoving and disruption of existing topography.
8. Neighborhood layout and street patterns should preserve existing significant natural features.
9. Prohibit incompatible uses near existing or planned neighborhoods.
10. Encourage the creation of buffer areas between neighborhoods and existing incompatible uses.
11. Provide and incorporate common areas within clusters of homes.

6. Planning Districts

6.1 Brice Prairie District

Goals & Objectives:

1. Promote conservation, agriculture, and limited conservation-based development as preferred land uses.
2. Explore policies, programs, and compensation mechanisms that will allow for alternatives to industrial uses for undeveloped properties with that zoning definition.
3. Prohibit the rezoning of Exclusive Agricultural Zoning Districts.
4. Ensure that zoning is brought into consistency with the Town's Land Use Plan designations.
5. Protect and enhance Brice Prairie's status as a recreational gateway to the Great River State Recreational Trail, Lake Onalaska, the Black River Bottoms and other areas within the Upper Mississippi National Wildlife and Fish Refuge.
6. Encourage redevelopment opportunities to focus land use on conservation design principles.
7. Complete a detailed site plan that results in a master plan for Brice Prairie to ensure that proposed future land uses can be supported before any new development-related re-zoning is permitted.

Policies:

1. Planned Land Uses: As illustrated on the future land use plan map, the following new uses are planned for the Brice Prairie planning area in the locations specified:
 - Agriculture Preservation
 - Conservancy
 - Conservation Residential
 - Conservation Mixed Use
 - Residential

All densities, intensities, design standards, and processes described in each of these districts shall apply unless otherwise noted as specific policy for Brice Prairie.

2. Existing Land Uses to Continue: As illustrated on the future land use map, existing residential and business uses have been designated either as Residential or Conservation Mixed Use land uses. Existing residential and business uses shall continue based on their current zoning and other applicable standards:
 - Single Family Residential
 - Businesses (Commercial and Industrial) in existence as indicated in the County's land use inventory as of the date of the adoption of this Plan.
3. Detailed Site Plan: Any detailed site plan prepared, as recommended in previous Town Plans, shall be based on the general land use pattern illustrated on the future land use map, a document that has been created with public input for this area.
4. Existing Industrial Zoned Lands: The Town, County, public and property owners should collectively work toward an agreeable development/conservation plan for this property south of the rail road tracks. This Plan designates the area as Conservation Mixed Use. The Plan for these properties should include a mix of complimentary uses such as public, recreation, commercial, housing, and open space designed in a way that protects environmental and archeological resources (if such resources exist), is cost-effective for the Town to provide services to, and is in an appropriate scale for the area. In addition, some of the development rights or land may be purchased.
5. Agricultural Transition Zoning District: The existing zoning ordinance states that properties currently zoned "Agricultural Transition" shall be reviewed as to whether or not the lands shall be transferred to another zoning district at a minimum of every 5 years. The adopted land use plan shall be considered a significant determining factor regarding the transition of those lands. Lands currently zoned Agricultural Transition and identified as a non-agriculture planned land use in the adopted Comprehensive Plan shall be considered for transition to a corresponding zoning district, (provided all applicable standards in the plan and supporting ordinances are met) after a detailed site plan and/or master plan is completed for Brice Prairie.

Lands currently identified to remain in "Agricultural Preservation" in the Plan shall not be considered appropriate for transition, until such a time that the Comprehensive Plan is amended to allow for such use. Such an amendment will be considered a major plan amendment and shall require for full public review and comment on the proposed zoning change before any formal plan amendment takes place. The plan amendment shall be necessary before changes to zoning occur except for rezoning to Exclusive Ag or conservancy.
6. Protect the ability of Brice Prairie to function within its current infrastructure by ensuring that development does not trigger a requirement to provide expanded roads, sewer and water, and other services.

Actions:

1. The Town, County, property owners, and the public should create a detailed plan for all or portions of Brice Prairie. The City of Onalaska should also be involved in the plan development. The Plan shall consider the following additional standards:
 - a. Appropriate development density thresholds and locations for residential and mixed use development. Existing businesses and residences shall be considered.
 - b. Storm water runoff standards that are consistent with protecting public safety and handling storm water in an environmentally sound and natural manner.
 - c. Water and sewer service concepts that are consistent with any established or proposed development thresholds as determined and which analyze the costs and benefits of private systems versus public service.
 - d. Traffic circulation and road standards are consistent with development thresholds as determined as well as other developments or recreational uses that impact transportation.
 - e. Park and recreation standards are consistent with development thresholds and growth trends.
2. The Town should create and use a PDR Program to buy development rights for properties in environmentally and archaeologically sensitive areas and agricultural preservation areas on Brice Prairie.
3. Create a new multi-use trail, parallel to the Great River Trail, from the intersection of CTH Z/ZN to the Black River, with connections to the Great River Trail and CTH Z.
4. Develop a second bike trail through Brice Prairie running along major subdivision and connect to Great River bike trail.
5. Black River Environmentally Sensitive Area: The lands at the far western end of Brice Prairie should be protected, and should be considered a priority area for the Purchase of Development Rights Program and/or create a 10-20 acre park and/or natural area conservancy or open space recreational area compatible with the nearby and adjacent refuge land and potentially contiguous with Town owned lands (old land fill).
6. Work with the U.S. Fish and Wildlife Service to locate on Brice Prairie.
7. Prohibit new development between the rail road tracks and CTH XX.
8. Avoid non-native vegetation.
9. Work to preserve parking areas south of County Road Z across from Metallica to continue to serve Mosey Land users and/or identify and acquire alternate parking.
10. Work to increase and enhance public access to Lake Onalaska and Black River.

6.2 Great River Road District

The Great River Road District is the Town's identified "Smart Growth Area".

Goals & Objectives:

1. Maintain a connection between the two sides of the Town, preserving it as one community in identity even if/when the lands within this district are annexed into the City and/or Village.
2. Establish the Great River Road corridor as a showcase area in the region with high quality visual character and outstanding gateways into to the Town. The corridor should contain a mix of vibrant land uses, dramatic views, and attractive and safe streetscape features.
3. Enhance the visual character (such as burying overhead utility lines) and identity of this corridor.
4. Encourage urban levels of development with higher densities and more intensive levels of development (size, use, impact) along the U.S. Highway 53 and STH 35 corridors.
5. Encourage infill and redevelopment in areas served by or in close proximity to existing urban infrastructure and services.
6. Provide jobs and housing close to transportation corridors.
7. Enhance the Midway area as a mixed-use hamlet and gateway to Brice Prairie.

Policies:

1. Planned Land Uses: As illustrated on the future land use plan map, the following new uses are planned for the Great River Road District:
 - Conservation Mixed Use
 - Urban Mixed Use
 - Residential
2. Prior to any rezoning or substantial construction activity, Town should coordinate the development review process with the appropriate adjacent municipality – the Village of Holmen and/or the City of Onalaska – to address issues such as the following:
 - a. Require and review a detailed site design plan, which should also be referred to the County, Village and/or City, for comments. This site design plan would address location of buildings; open spaces; landscape design; sidewalks – trails or walkways; signage; access; internal traffic circulation; water and sewer service; lighting; and parking areas.
 - b. Compliance with the Village or City's comprehensive plan and the Town's plan.

- c. Compliance with the Town's Stormwater Management Ordinance.
 - d. Provision of public infrastructure and services, and development standards.
 - e. The mix and location of land uses, intensities and densities.
 - f. Transportation and open space connections to existing systems in both communities.
 - g. Areas of new construction are located to preserve natural resources, cultural features and scenic vistas. Modification of existing topography should be minimized to the greatest extent possible.
3. New or redevelopments between CTH XX and U.S. Highway 53 should achieve the following principles:
- a. Preserve the natural topography and significant vegetation to the greatest extent possible.
 - b. "Hides" development along the bluff to the greatest extent possible through appropriate building height, color (natural tones), outdoor lighting (downcast), and landscaping.
 - c. Preserves or provides scenic vistas of Brice Prairie and the Mississippi River Valley.
 - d. Does not adversely impact environmentally sensitive areas in the Town between CTH XX and the railroad.
 - e. Does not encourage significant volumes of automobile or truck traffic on CTH XX; traffic should be directed to the Village of Holmen and major transportation facilities such as the Great River Road and/or U.S. Highway 53 rather than cut-through traffic to Midway.
 - f. Complies with or exceeds the standards contained in the Town's Stormwater Management Ordinance.
4. The land area bordered by STH 35 on the east, CTH OT on the south, Filler Court on the west, and US Highway 53 on the north is recommended for mixed use commercial (e.g., commercial, office, service, restaurant, retail, hospitality).
5. Provide for safe and convenient automobile, pedestrian, bicycle, and transit options (transit may not be available in all areas of the district).
6. Conventional strip commercial development (isolated, low scale, minimal landscaping and architecture features, parking dominated property frontage) is prohibited.
7. Support infill and redevelopment throughout this District.
8. Consider creating a general plan to enhance Midway as an important town center. This plan may include locations for new buildings, general design guidelines, and desired uses.
9. Rezone areas within the "urban mixed use" category with a flexible, mixed-use zoning district.
10. Encourage physical connections that connect both sides of the Town across this District. For example, banners, streetscape features, etc. could be provided along CTH OT to connect the Town as this area redevelops.

11. Encourage the development of a bike trail from Holmen that would generally follow Halfway Creek to Midway where it would connect with the Great River Trail.
12. Enhance Midway as a Town Center and the Gateway to Brice Prairie:
 - a. Direct a limited amount of development and infill development, but not larger-scale expansion. Limited infill housing or commercial development that is consistent with the prevailing character of Midway. Basic site and building design guidelines may be desirable for infill development.
 - b. Midway is identified as a "Conservation Mixed Use Area". Desired uses include small scale commercial, residential, and eco-tourism based businesses. New businesses should be of the same size and scale of what exists at the adoption of this plan.

Actions:

1. Work with the City of Onalaska and Village of Holmen to create a corridor plan for the Great River Road (State Highway 35). The purpose of this plan would be to facilitate land use types, design, and transportation improvements reflective of a "Great River Road" and a key gateway into and through the Town.
2. Where feasible, consolidate private access drives into shared drives that serve multiple commercial and industrial properties.
3. Improve internal circulation within and between commercial and industrial properties through use of shared parking areas and access drives where appropriate.
4. Consider the use of rear access drives to facilitate internal circulation in commercial areas and between commercial areas and adjacent residential or employment centers.
5. Create high quality gateways into the Town at the following intersections:
 - a. CTH OT.
 - b. CTH Z.
 - c. CTH D.
 - d. CTH S.
6. Require landscaping or decorative fencing to screen parking areas where they abut the corridor streets.
7. Parking areas shall incorporate lighting, landscaping and pedestrian walkways.
8. Remove, relocate, bury or screen overhead power lines wherever possible, in conjunction with street reconstruction or redevelopment.

9. Promote the removal of billboards and other large signs.
10. Encourage the development of the Halfway Creek recreational trail between the Holmen Village Park to Midway where it would connect with the Great River Trail.
11. Create an attractive entrance to the Midway Town Center.
12. Work with the City of Onalaska and Village of Holmen to determine the most cost effective method of providing services to Town islands within the City, or areas of the Town that are inefficient to provide services to in the City and Village.

6.3 Halfway Creek District

Goals & Objectives:

1. Maintain the existing character by allowing only conservation residential and agricultural uses in this district.
2. Establish a common, long-term vision and plan for this district with the Village of Holmen (this should occur as part of creating an intergovernmental agreement between the two communities).
3. New multiple lot developments should be created in an orderly fashion in/from the Village of Holmen to the east where a full range of public services can more economically be provided.
4. Protect farmland and environmentally sensitive areas; and create policies, programs, and compensation mechanisms to preserve agricultural lands and operations, and environmentally sensitive areas.
5. Limit the rezoning of Exclusive Agriculture lands, and ensure that any such rezonings of Exclusive Agriculture lands meets the criteria described in the "Agricultural Preservation" category above. Rezoning in the Town should be limited to "Conservation Residential" development unless the Plan is amended to reflect other land uses in this district.

Policies:

1. Planned Land Uses: As illustrated on the future land use plan map, the following uses are planned for the Halfway Creek District in the locations specified on the map:
 - Agriculture Preservation
 - Conservancy
 - Conservation Residential
 - Residential
2. Coordinate development review processes with the Village of Holmen for properties within the Village's extraterritorial jurisdiction.
3. Implement the conservation design principles described above.
4. Support only new developments that are contiguous to the Village of Holmen or existing neighborhoods. Do not approve "leap-frog" development – new development which is separated from existing development by substantial vacant land. This scattered development pattern costs more to serve with existing and new public infrastructure and services than compact or contiguous development patterns.

5. Consider requiring transportation impact studies for new developments with more than 5 dwelling units because of the limited access to this district, impacts on adjacent communities, and costs of providing services (e.g., snow plowing, emergency).

Actions:

1. Development proposals within the Village of Holmen's extraterritorial jurisdiction (1.5 miles beyond Village limits): Town and Village staff/officials should discuss the consistency of the proposal with each community's comprehensive plan and respective desired future land use(s) for the property. The Town should refer the development application to the Village for review prior to the Town's consideration of the application. The Town should only approve development applications in this boundary if the Village approves/does not object to the proposal.
2. Consider creating a system of connected open spaces and trails within this district and connected to surrounding towns, the City and Village, and regional open space and trail systems.
3. Create and implement a PDR Program in this district to buy development rights for farms, and environmentally and archaeologically sensitive areas.
4. Take measures to protect Halfway Creek and its tributaries from development by utilizing vegetative buffers for protection and monitoring erosion control plans for new developments.

6.4 Sand Lake Creek District

Goals & Objectives:

1. Maintain the existing character by allowing only conservation residential and agricultural uses in this coulee district, except the existing light industrial use that will likely be annexed into the City of Onalaska.
2. New multiple lot conservation developments should be created in an orderly fashion in/from the City of Onalaska to the north/east and/or extensions of existing neighborhoods.
3. Protect viable farmland, and wooded areas and steep slopes to the greatest extent possible.
4. Limit the rezoning of Exclusive Agriculture lands.

Policies:

1. Planned Land Uses: As illustrated on the future land use plan map, the following uses are planned for the Sand Lake Creek District in the locations specified on the map:
 - Agriculture Preservation
 - Conservancy
 - Conservation Residential
 - Residential
2. Coordinate development review processes with the City of Onalaska for properties within the City's extraterritorial jurisdictions.
3. Implement the conservation design principles described above.
4. Consider creating a system of connected open spaces and trails within this district and connected to surrounding towns, the City and Village, and regional open space and trail systems.

Actions:

1. Refer development applications to the City of Onalaska for review and comment prior to the Town's consideration of the application.
2. Create and implement a PDR Program in this district to buy development rights for farms and wooded areas.

3. Monitor the viability of farming in this district, which is likely to become challenging and constrained with the combination of additional development and environmentally sensitive areas (e.g., steep slopes and significant woodlands). If the viability of farming decreases, the Town should consider purchasing development rights or amending the Plan to provide conservation residential development.
4. Implement the Storm Water Management Ordinance to protect Green Coulee Creek and Sand Lake Creek from becoming a major storm water drainage channel by utilizing vegetative protection and monitoring erosion control plans for new developments.

7. Definitions

To provide a common ground of understanding for the words used in this Plan, the terms below have been defined according to *A Glossary of Zoning, Development, and Planning Terms* (*The Glossary*) (Planning Advisory Service Report 491/492), edited by Michael Davidson and Fay Dolnick. Some of the definitions have been altered to meet the Town's needs. These definitions are only intended to be general descriptions of the **uses** above.

Agriculture. The employment of land for the primary purpose of obtaining a profit in money by raising, harvesting, and selling crops, or feeding (including grazing), breeding, managing, selling, or producing livestock, poultry, fur-bearing animals or honeybees, or by dairying and the sale of dairy products, by any other horticultural, floricultural or viticultural use, by animal husbandry, or by any combination thereof. It also includes the current employment of land for the primary purpose of obtaining a profit by stabling or training equines including, but not limited to, providing riding lessons, training clinics and schooling shows.

Commercial. The purchase, sale, or transaction involving the disposition of any article, substance, commodity, or service; the maintenance or conduct of offices, professions, or recreational or amusement enterprises conducted for profit and also including renting of rooms, business offices, and sales display rooms and premises.

Education. Use of land or a building or buildings as or for an institution not for profit but for the establishment and maintenance of a public or private educational institution for the academic instruction.

Light industrial/manufacturing. Research and development activities, the manufacturing, compounding, processing, packaging, storage, assembly, and/or treatment of finished or semifinished products from previously prepared materials, which activities are conducted wholly within an enclosed building. Finished or semifinished products may be temporarily stored outdoors pending shipment.

Non-profit. Any person(s), partnership, association, corporation, or other group whose activities are conducted for unselfish, civic, or humanitarian motives, or for the benefit of others, and not for the gain of any private individual or group and may include, but shall not

be limited to, patriotic, philanthropic, social service, welfare, benevolent, educational, civic, fraternal, cultural, charitable, scientific, historical, athletic, or medical activities. It is also an organization exempt from taxation under Section 501 (c) of the Internal Revenue code of 1986 organized or incorporated in this state or another state or having a principal place of business in this state or in another state.

Office. A room, suite of rooms, or building in which a person transacts the affairs of a business, profession, service, industry, or government.

Open space. Land and water areas retained for use as active or passive recreation areas or for resource protection in an essentially undeveloped state.

Public. Anything owned or operated by the federal government, state government, local government, school district, or other public agency or entity. This includes land, buildings, facilities, and areas.

Purchase of development rights (PDR). A public program to pay landowners the fair market value of their development rights in exchange for a permanent conservation easement that restricts development of the property. PDR programs are strictly voluntary and are usually funded by the sale of bonds or property tax revenues.

Recreation. The refreshment of body and mind through forms of play, amusement, or relaxation. The recreational experience may be active, such as boating, fishing, and swimming, or may be passive, such as enjoying the natural beauty of the shoreline or its wildlife.

Residential. Activities within land areas used predominantly for housing.