

**Joint Plan Commissions
of the City of Onalaska and the Village of Holmen**

Wednesday, June 24, 2015

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1 The Meeting of the Joint Plan Commissions of the City of Onalaska and the Village of Holmen
2 was called to order at 6:00 p.m. on Wednesday, June 24, 2015. It was noted that the meeting had
3 been announced and a notice posted at City Hall.

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5 Item 2 was addressed first.

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7 **Item 2 – Call to order and roll call**

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9 The following individuals introduced themselves: Village of Holmen Administrator Scott
10 Heinig, Village of Holmen Director of Public Works Dean Olson, Village of Holmen
11 representatives Rodney Stanek, Kevin Evenson, Richard Anderson and Dawn Kulcinski, Village
12 of Holmen President Nancy Proctor, City of Onalaska Mayor Joe Chilsen, City of Onalaska
13 Alderperson Jim Bialecki, City of Onalaska Plan Commissioners Craig Breitsprecher, Paul
14 Gleason, Skip Temte and Jan Brock, City of Onalaska Engineer Jarrod Holter, City of Onalaska
15 Land Use and Development Director Brea Grace, City of Onalaska Attorney Sean O’Flaherty,
16 City of Onalaska Clerk Cari Burmaster, Village of Holmen Attorney Brian Weber

17

18 **Item 1 – Election of Chairperson for the Joint Plan Commission Meeting**

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20 Motion by Nancy Proctor, second by Craig, to nominate and elect City of Onalaska Mayor Joe
21 Chilsen as Chairperson for the Joint Plan Commission Meeting.

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23 On voice vote, motion carried.

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25 **Consideration and possible action on the following items:**

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27 **Item 3 – Presentation by Brea Grace & Scott Heinig with overview of proposed**
28 **Cooperative Plan**

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30 Utilizing a PowerPoint presentation, Brea shared the following benefits of inter-municipal
31 collaboration:

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- 33 • Historically, a competitive approach between municipalities is not beneficial in the long
34 term. Collaboration and partnership is essential for future success.
- 35 • Revenue streams are restricted and are difficult to increase.
- 36 • Collaboration offers savings both with costs and efficiencies.
- 37 • Legal battles would be eliminated.
- 38 • Complexities in political dynamics require policies that are overall beneficial to
39 communities.
- 40 • Building a cooperative working relationship builds better communities.

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42 Brea said, “What we’re trying to do is we’re trying to build the best community we can build for
43 Onalaska and for Holmen and for all our surrounding regions. That’s a big driver for
44 collaboration. We want our communities to be great places to live, and the more that we can
45 partner and avoid legal battles, that’s really what we’re trying to do.”

46

47 Scott noted there currently are partnerships and collaborations between the City of Onalaska and
48 the Village of Holmen in the following areas:

49

- 50 • Joint Municipal Court
- 51 • Shared Ride
- 52 • Mutual Aid with Emergency Services
- 53 • Partnership with Tourism and Events
- 54 • Partnership with Economic Development
- 55 • Corridor Planning and Infrastructure Improvements on County and State Roadways
- 56 • Partnership in Regional Waste Water Treatment

57

58 Brea said the inspiration for a cooperative plan is the desire to partner and create an agreement
59 that addresses inter-municipal growth. Goals include:

60

- 61 • Formalizing previous verbal agreements
- 62 • Reaching a consensus on future annexations
- 63 • Avoiding future legal battles
- 64 • Achieving zoning and development compatibility
- 65 • Increasing efficiencies with municipal operations
- 66 • Sharing in the development and design of sense of place
- 67 • Establishing a united presence in north La Crosse County

68

69 Scott addressed the next section regarding the definition of a cooperative plan. The plan would:

70

- 71 • Establish a policy of strong communication practices between the City of Onalaska and
72 the Village of Holmen, both formally and informally
- 73 • Establish mutual respect for elected officials and staff of each jurisdiction
- 74 • Establish consistent and equitable treatment of all issues raised between the City of
75 Onalaska and the Village of Holmen
- 76 • Establish continued improvement to relations and current cooperation efforts between the
77 City of Onalaska and the Village of Holmen

78

79 Scott said a cooperative plan develops plans and strategies (subject to fiscal and operational
80 resources to):

81

- 82 • Explore new shared service opportunities between the Village of Holmen and the City of

Reviewed 6/29/15 by Brea Grace

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- 83 Onalaska
- 84 • Develop a public participation strategy for intergovernmental projects
- 85 • Coordinate on plans for corridors and roads that connect the City of Onalaska and the
- 86 Village of Holmen
- 87 • Continue to involve and inform affected school districts of intergovernmental initiatives
- 88 • Continue to work with other adjacent municipalities and La Crosse County on land
- 89 development policies
- 90 • Develop preferred neighborhood design solutions for developing areas in jurisdictional
- 91 border areas
- 92 • Work together on land preservation strategies for regional greenway, park or bluffland
- 93 protection planning
- 94

95 Scott said the other major aspect of this agreement is the actual municipal boundary line, or an

96 annexation growth line. Scott referred to a map on display and noted the areas shaded in green

97 are the Village of Holmen, and the areas shaded in pink are the City of Onalaska. Scott noted

98 that the area where the two municipalities will border one another is in the Town of Onalaska,

99 which is the area on the map shaded in gray. Scott referred to a map on the next slide and

100 pointed out the two municipalities touch at the U.S.Highway 53/County Trunk OT interchange.

101 Scott noted this is the first time the municipalities have been connected and said it is very likely

102 there will be annexations and other activities occur in these areas “in a relatively short

103 timeframe.”

104

105 Brea said the cooperative plan would create a cooperative boundary. It would be a mutual

106 growth boundary that clarifies to which municipality future property owner-driven annexations

107 are implemented. The Village of Holmen will have future authority to annex everything north of

108 the boundary line. The City of Onalaska will have future authority to annex everything south of

109 the boundary line.

110

111 Scott noted there has been a verbal understanding between the two municipalities that CTH OT

112 would be the agreed-upon line. However, there is a difference both east and west of the CTH OT

113 corridor. But Scott noted there is natural topography as well as highway lane separations that are

114 logical for connectivity and division as where as the line could go. Scott referred to a slide with

115 a map and pointed out the bluffline. Scott noted that neither municipality could serve this area

116 better than the other with utilities. Following the CTH OT line into the western portion, Scott

117 there had been discussions regarding how this territory would be divided appropriately. Scott

118 said, “We followed what I think really is a very, very sound, fair and equitable decision [based

119 on] county highways and natural features that are in the area, including the lake and lands that

120 are probably best suited for attachment to the Village of Holmen utility system.”

121

122 Scott noted that the agreement’s duration is for a period of 10 years from its execution by the

123 Village of Holmen and the City of Onalaska. Following each 10-year term, the agreement shall

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124 renew for another like 10-year term unless, at least six months prior, either party provides notice
125 to the other of their intention not to renew the agreement. Both the Village of Holmen and the
126 City of Onalaska shall be required to meet and discuss the reasons for nonrenewal, with the
127 intention of seeking mutual consensus. If nonrenewal is still the contention of either party, the
128 party choosing not to renew must pass a resolution through a two-thirds supermajority vote of its
129 elected body, and a certified copy of the resolution shall be sent to the other party's municipal
130 clerk at least 60 days prior to the conclusion of a term. The agreement can be terminated or
131 modified at any time through the mutual action of both the Village of Holmen and the City of
132 Onalaska.

133

134 Brea said what is before both commissions tonight is an agreement that was crafted by staff with
135 the assistance of Mayor Chilsen, Village President Proctor, and both municipalities' attorneys.
136 Brea said, "We feel this is a very fair and reasonable agreement, and it's exciting to get to this
137 point of consensus. Agreements such as this are very rare in Wisconsin. It's the first of its kind
138 in western Wisconsin. And what this agreement is doing is setting the platform for future
139 partnerships and consensus on future projects."

140

141 Brea said the process for the cooperative plan is as follows:

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143 Tonight's public hearing, which is required by State of Wisconsin Statutes, allows this
144 agreement to be adopted. At future meetings, each municipality's Plan Commission will
145 consider action on the plan. Following Plan Commission action, the Village of Holmen Board
146 and the City of Onalaska Common Council will consider recommendations from the respective
147 Plan Commissions. If adopted by the City of Onalaska Common Council and the Village of
148 Holmen Board, the plan will be reviewed and ratified by the State of Wisconsin Department of
149 Administration.

150

151 **Item 4 – Public Hearing: Approximately 6:00 P.M. – Pertaining to a Cooperative Plan**
152 **between the City of Onalaska and the Village of Holmen**

153

154 Scott noted that the purpose of the hearing is to take public comment, not respond to questions or
155 discuss the topic with the public. The respective Plan Commissions will take all the public
156 comment into consideration. No action is planned for this evening. Scott said public comments
157 are to be 5 minutes or less in length.

158

159 Brea said written comments also are welcome and asked that they be given to Cari this evening.
160 Brea said these comments will be part of the official record and noted that comments received
161 within 20 days of this evening's public hearing also will be added to the official record. These
162 comments may be sent either to Brea or Scott.

163

164 Mayor Chilsen opened the public hearing and called for anyone wishing to speak in favor of the
165 Cooperative Plan.

Reviewed 6/29/15 by Brea Grace

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166
167 Mayor Chilsen called three times for anyone wishing to speak in favor of the Cooperative Plan
168 and closed that portion of the public hearing.

169
170 Mayor Chilsen called for anyone wishing to speak in opposition to the Cooperative Plan.

171
172 **Jaime Paugh**
173 **N5866 Walden Ct.**
174 **Onalaska**

175
176 “I just want to make sure I have my facts clear. The land that you’re arguing is currently
177 Township of Onalaska, am I correct? I’m looking at the map, and what I see is the property I
178 own being annexed into Holmen. This is land that neither one of you has taken, am I correct? I
179 don’t understand that.”

180
181 Brea said the proposed cooperative plan does not change the municipal boundaries. It does not
182 automatically annex any land, so Jaime’s property still would remain part of the Town of
183 Onalaska.

184
185 Jaime requested a copy of the map and said, “It just looks like you’re fighting over land that
186 neither one of you owns.”

187
188 Mayor Chilsen called three times for anyone else wishing to speak in opposition to the
189 Cooperative Plan and closed the public hearing.

190
191 **Item 5 – Discussion of proposed Cooperative Plan**

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193 Mayor Chilsen welcomed questions or comments from Plan Commissioners.

194
195 Craig noted he has had the opportunity to work with Village President Proctor and Scott, among
196 others, and said he enjoys the fact the City of Onalaska and the Village of Holmen are neighbors.

197
198 **Adjournment**

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200 Motion by Craig, second by Ald. Bialecki, to adjourn at 6:21 p.m.

201
202 On voice vote, motion carried.

203
204
205 Recorded by:

206
207 **Kirk Bey**

Reviewed 6/29/15 by Brea Grace