



City of River Falls

Comprehensive Plan





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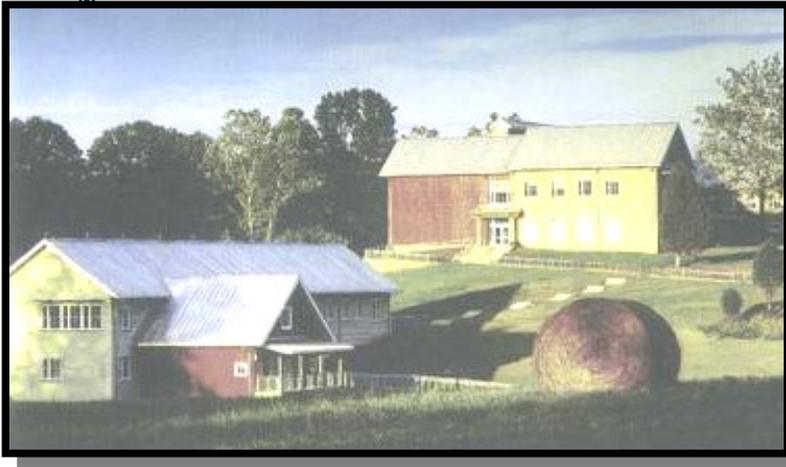
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CHAPTER ONE

INTRODUCTION



Elm Street—Looking West in Future.

The City of River Falls and the surrounding region face many pressing planning challenges—from protecting a rich cultural heritage and a magnificent physical setting to meeting the demands for growth, providing services and facilities, and protecting and enhancing natural and built resources. This Plan attempts to embrace all segments of the community and guide the City toward its future. This Plan replaces the 1995 Comprehensive Plan as amended and serves as the City’s statement of direction for physical development and conservation.

1.1 SCOPE AND PURPOSE

This is a comprehensive, long-term Plan for the physical development and conservation of the City of River Falls and lies at the heart of the community’s decision making. This Plan reflects the community’s needs and a vision that is people-oriented, enduring, vibrant, and sensitive to the environment.

This Comprehensive Plan:

- Outlines a vision through the Plan themes and reflects the aspirations of the community;
- Establishes a base for judging whether development proposals and public projects are consistent with the Plan themes;
- Provides for projects that will enhance the character of the community, minimize hazards and preserve critical environmental resources such as the bluffs, Kinnickinnic River and its tributaries;
- Provides the basis for establishing and setting priorities for implementing programs and regulations;
- Provides the base for nurturing a vital community and reaching out to all segments of the population; and
- Meets the requirements of the “smart growth” provisions of the Wisconsin Statutes.

This Plan represents the goals and desires of the community as a whole and should be recognized as the City’s foremost public statement about the future of the City of River Falls. In order to ensure that a variety of City actions are consistent with this Plan, regular on-going use is essential. Because this Plan is both general and long-term, there will be circumstances and instances when detailed studies are necessary to implement it.

1.2 STUDY AREA BOUNDARY

Figure 1-1 depicts the regional location of the study area, and Figure 1-2 depicts the study area and existing boundaries that include:

- City of River Falls
- Extraterritorial Zone (ETZ) boundary
- Land within St. Croix County
- Land within Pierce County
- School District boundary
- The study area, which is land up to 1.5 miles from the City limits, including:
 - Town of Troy, to the north
 - Town of Kinnickinnic, to the east
 - Town of River Falls, to the south
 - Town of Clifton, to the west

1.3 PLAN ORGANIZATION

Themes. The policies within this Plan reflect 13 overall themes that closely track public comments. The themes are representative of citywide concerns and lay the foundation for the guiding and implementing policies.

Guiding Policies. Guiding policies state the City’s goals and philosophy and are at the end of each chapter. The guiding policies describe ways or methods that the themes and implementing policies may be achieved.

Implementing Policies. Implementing policies help guide and determine present and future decisions and are at the end of each chapter. They refer to existing programs or call for establishment of new ones.

Standards. Standards are set out in certain chapters and represent policies that can be mapped or measured.

Together, themes, guiding and implementing policies, and standards articulate the vision for the City of River Falls.

Policy Numbering Systems. Policies in this Plan are organized using a numbering system tied to sections, with a letter designation to distinguish guiding policies from implementing policies. For example, the first guiding policy in Section 2-1 is numbered 2-G-1, and the first implementing policy is 2-I-1. Thus, each policy in the Plan has a discrete number.

Explanatory Material or Commentary. Explanatory material provides background information and is set in *italics*.

1.4 PLANNING PROCESS

The City’s planning process includes monitoring and updating this Plan and preparing more detailed plans and programs, such as implementation program, resource management plans, neighborhood plans, and other special plans. An annual Plan report will provide an overview of the status of this Plan and its implementation programs.

Implementation Program. An Implementation Program will be developed using the policies from this Plan. This program document will describe, in general, terms of the timing and responsibilities for implementation. This document can be used as a basis for the Annual Report.

Resource Management Planning. This Plan encourages preparation of resource management plans for a subdivision or development that would affect sensitive resources areas. To help protect sensitive environmental resources the location of these resources is mapped in Chapter 8.

Neighborhood Planning. This document envisions a new process for both community and neighborhood level planning. It proposes development of a program to allow a neighborhood plan within district neighborhood boundaries.

The intent is to allow groups to be formed to discuss the common issues and ideas that concern people living alongside each other.

REGIONAL LOCATION

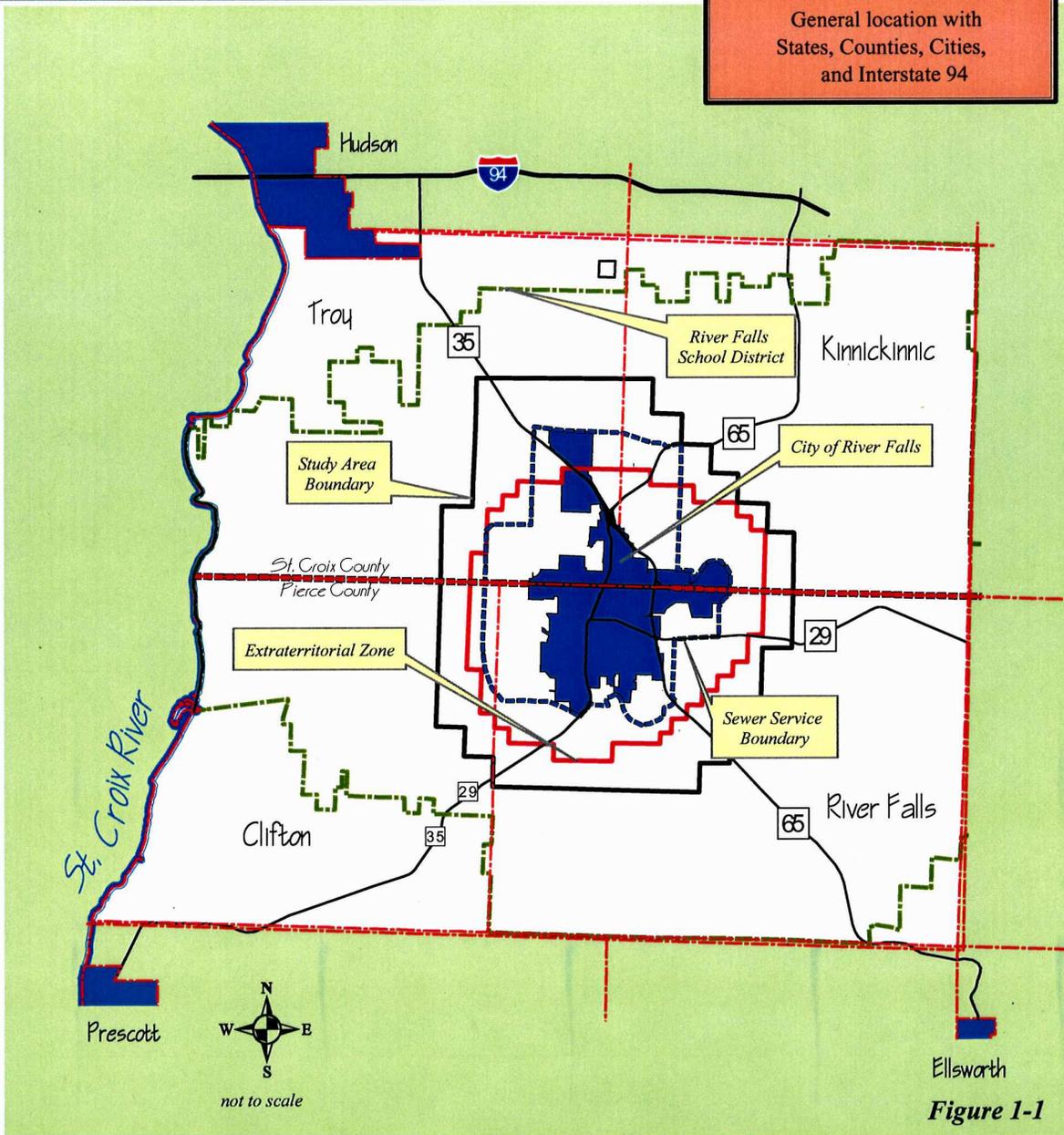
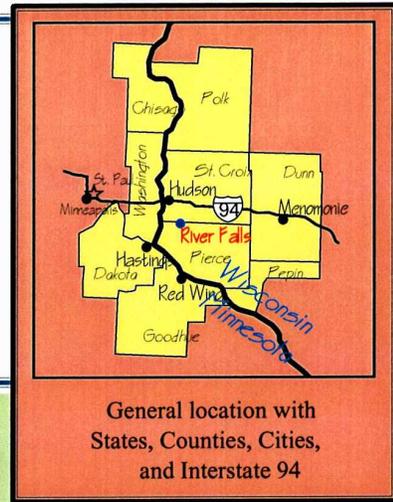


Figure 1-1

PLANNING BOUNDARIES

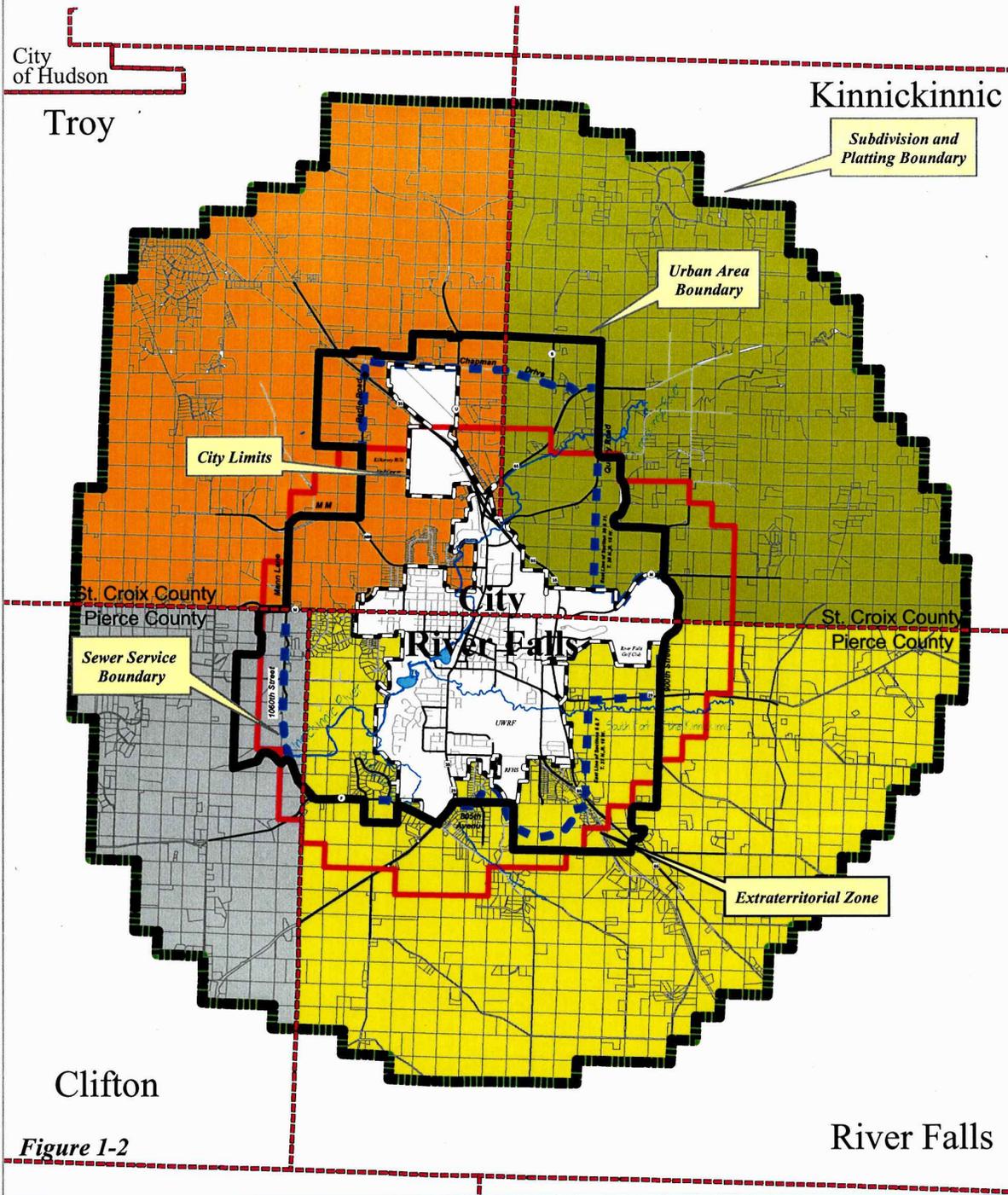


Figure 1-2

**City of River Falls
Subdivision and Platting Jurisdiction**

 Troy	 Clifton
 Kinnickinnic	 River Falls

0 0.375 0.75 1.5 Miles



Neighborhood plan districts would be tailored to individual areas and needs. All community plans will have authority only through adoption by the City Council and will be required to be consistent with this Plan. A neighborhood plan district requires considerable community consensus and planning effort but has limited regulatory power.

Transportation Planning. As part of preparation for updating this Plan, a more detailed study was done for transportation. The study reviewed the following: street network classifications, standards, scale, design, origin destination, transportation-system analysis, future traffic estimates, and future transportation system needs. Chapter 6 will also address bicycle and pedestrian circulation and outline future bicycle routes and trail systems.

Fees. If special plans are prepared as part of a specific City plan, the City Council may establish fees to recoup plan preparation costs.

Amendments to the Comprehensive Plan. This Plan is flexible enough to respond to changed conditions and can be amended over time to keep it current. It should not be amended so frequently as to diminish its authority. Amendments to the Plan should be limited, although each amendment may include more than one change.

This Plan is intended to be a living document and, as such, will be subject to more site-specific and comprehensive amendments over time. Amendments also may be needed from time to time to conform to state and federal laws passed since the adoption to eliminate or modify policies that may have become obsolete or unrealistic because of changed conditions (such as completion of a task or project, development on a site, or adoption of an ordinance or plan). This Plan may also incorporate by reference, other detailed studies and plans that may be prepared.



Trout Fishing on the Kinnickinnic River.

Annual Report. An annual progress report focusing on implementation of the Plan will be prepared by the Planning Department and submitted to the Planning Commission and City Council. The annual report will include a summary of all Comprehensive Plan amendments adopted during the preceding year, an outline of the upcoming projects, and comprehensive planning issues to be addressed in the coming year. The Planning Commission and City Council can hear public review and comment on the annual report at regularly scheduled public meetings.

Five-Year Review. The City will undertake a comprehensive review of the Plan every five years after adoption. The five-year review will include:

- Comprehensive evaluation of Plan's policies;
- Analysis of the effectiveness of the implementation programs and strategies initiated to carry out the Plan;
- Review of five-year growth trends and reassessment of future urban land needs in light of the urban area's carrying capacity and available land inventory;

- Systematic assessment of the resource based threshold such as storm water management practices, shoreland standards and other environmental standards, and resource management plans that may be in place; and
- Analysis of the coordination and cooperation among the four adjacent towns, two counties, and state and federal units of government.

The focus of the five-year review will be to determine how well the Comprehensive Plan has performed—whether policies related to development and environmental conservation have been effective. A report summarizing City staff findings and recommendations will be circulated for public comment and then presented to the Planning Commission. The Planning Commission will review the five-year report and make a recommendation to the City Council. Public review and comments on the five-year review can be heard at the Planning Commission and City Council regularly scheduled public meetings.

1.5 BACKGROUND STUDIES

A Working Paper was drafted and titled “Existing Conditions and Planning Issues” - *Urban Area and Extraterritorial Area* (August 2003). Also a comprehensive analysis of the existing conditions and major planning options for the counties, City, towns, and the ETZ was performed prior to the preparation of this Plan. Major documents that have been reviewed are included in **Appendix A**.

1.6 PUBLIC PARTICIPATION

Throughout the preparation of this Plan, the City was committed to active public outreach and participation. The Plan policies were shaped by comments made in public surveys, meetings, and adopted Plans. A document was drafted and titled “Public Outreach and Issues and Identifications” – *Summary of Public meetings and Survey Responses*. The

document includes the following public participation:

The City of River Falls Council and City Planning Commission. Through an extensive public involvement process, the City Planning Commission identified issues and concerns and was the policy-making body responsible for overseeing the development of the Comprehensive Plan. As elected representatives, the Mayor and City Council are responsible for reviewing and making decisions about the Plan.

Community Meetings. Meetings were held in different neighborhood settings, one at each public elementary school and high school along with the public library, university, towns and city hall. In addition, meetings were held on the planning process and the elements of a Comprehensive Plan with the City and towns. The comments made at these meetings were recorded, published, and forwarded to the City, towns, counties, state, and public.

Newsletters and Surveys. A postage-paid survey and newsletter were sent to all City residents and town residents within 1.5 miles of the City. The results of the survey are summarized within this Plan, and all responses collected are available at City Hall, and a summary is on the City website. Newsletters were prepared periodically and distributed to all interested parties

Open Houses. Open Houses provided information about the Plan and were held throughout the process. Each public meeting was preceded by an open house, which was held in a highly visible location, such as City Hall, an elementary school, River Falls Library, and community events.

Cable TV, Video, and Radio. Many of the public meetings were broadcast on local cable channel 16. Tapes of the meeting were made available at the library and City Hall, along with interviews on the local radio station and University radio station.

Meetings and Hearings. Public meetings were held to receive comments on the draft Plan in addition to public hearings by the Planning Commission and City Council. City staff, adjacent Towns, UWRP Planner, School District Superintendent, Kinnickinnic River Land Trust, Trout Unlimited and the general public provide comments on the plan.

Updates. The City, counties, towns, and state were updated periodically on the issues and progress of this Plan while it was being developed by memorandum or by presentations from their representatives.

Reports. Quarterly progress reports were provided to the City, counties, towns, state, and general public.

Draft Plans. The draft Plan was subject to public review and public hearings, copies were provided for review and comment to the general public, City, counties, towns, and state, and were made available at City Hall, the Library, and on the City website.

Postings. City staff worked with the towns on posting notices of the meetings; presented information updates; documented the meetings; provided quarterly reports; mailed out information; printed ads, color maps, and draft Plans. Notices were posted at City Hall and on the City website.

1.7 SURVEY SUMMARY FOR THE COMPREHENSIVE PLAN

Policies have been shaped by active public participation and reflect the ideas and concerns presented at the numerous public forums. Responses to the surveys sent to all addresses in the City (81%) and to town residents within 1.5 miles of the City (19%) expressed their concerns as follows:

Table 1.1 What do you like most about living and/or working in River Falls?

Trait	Percent of Responses
1. Character and Charm	83%
2. Environment	18%
3. Recreation	14%

Table 1.2 What do you like least about River Falls?

Trait	Percent of Responses
1. Cost of Living	62%
2. Development	25%
3. Economic Development	22%
4. Transportation/Streets	18%

Table 1.3 What trends concern you when you think about the future of River Falls?

Concerns	Percent of Responses
1. Development	70%
2. Economic Development	37%
3. Environmental	17%

Table 1.4 Top priorities for the Comprehensive Plan.

Priority	Percent of Responses
1. Charm and Character	83%
2. Managed Growth and Development	70%
3. Cost of Living	62%
4. Economic Development	37%
5. Transportation and Traffic	18%
6. Environment	18%
7. Parks and Recreation	14%



A Family Picnic in Glen Park.

1.8 COMPREHENSIVE PLAN THEMES

The policies of this Plan reflect 13 overall themes that track with both the results of the public participation and previously adopted plans. The themes in the Sewer Service Area Plan have been added to this Plan and noted with an asterisk (*). For this section, the themes are equally weighted. The themes may be prioritized and amended, either with specific cases, or as a matter of general policy.

1.8.1 Character*

Maintain and respect River Falls' unique personality, sense of place, and character.

1.8.2 Community-Oriented Development*

Maintain and foster an urban fabric that promotes vehicular/pedestrian circulation, parks, conservation/open space areas and neighborhood services.

1.8.3 Sustainable Growth*

Ensure that development is financially sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.

1.8.4 Urban Form*

Promote a compact urban form that encourages sensitive/compatible infill development.

1.8.5 Mixed Use

Provide a mix of land uses and housing densities and types throughout the City.

1.8.6 Community-Oriented Downtown

Enhance and maintain community activities in the downtown area.

1.8.7 Transportation Alternatives

Maintain and promote alternative modes of transportation.

1.8.8 Economic Diversity

Develop and implement a comprehensive strategy to increase job opportunities, maintain a diverse economy, and promote arts and small businesses.

1.8.9 Housing*

Actively participate in the creation of affordable housing.

1.8.10 Quality of Life*

Enhance the quality of life of the community and ensure the availability of community services.

1.8.11 Intergovernmental Cooperation

Maintain a cooperative intergovernmental perspective with the towns, counties, and state, and work with private and governmental entities towards that goal.

1.8.12 Review Process*

Streamline the planning and review processes.

1.8.13 Implementation*

Ensure consistency between this Plan, implementing ordinances (including zoning and impact fees), and the Capital Improvement Program (CIP).

CHAPTER TWO



City of River Falls Main Street, 1891.

HERITAGE RESOURCES

Throughout the public participation processes which lead to the preparation of this chapter, River Falls' heritage resources were cited as some of the study area's major assets. These resources reflect River Falls' geological, archeological, historic, agricultural, and cultural heritage. The physical layout of older and established neighborhoods and proximity to merchants, services and the Kinnickinnic River and its tributaries were looked at as critical elements in planning for sustainable development. The preservation of River Falls' visual character was identified as essential.

This chapter provides a context for River Falls' heritage resources by presenting a historic overview of the development of the City. River Falls' current effort in identifying and managing its heritage assets are described. Heritage assets such as natural resources are discussed in chapter eight Natural Resource Management and Conservation. Implementing policies establish a means by which the City intends to

further its efforts of appropriately managing its heritage resources and integrating them into an urban design in development strategies. The following themes apply:

THEMES

- **Character.** Maintain and respect River Falls' unique personality, sense of place and character.
- **Community-Oriented Downtown.** Put community activities back into downtown.
- **Urban Form.** Promote a compact urban form that encourages sensitive/compatible infill development.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services.
- **Intergovernmental Cooperation.** Maintain a regional growth management and historic preservation perspective.
- **Review Process.** Streamline the planning and review processes.

2.1 RIVER FALLS' HERITAGE: AN OVERVIEW

The City of River Falls is a picturesque community located in southern St. Croix County and northern Pierce County in west-central Wisconsin. There are many features to be protected, enhanced, and enjoyed. The City is surrounded by scenic vistas of bluffs, coulees, and valleys. The Kinnickinnic River (a Class 1 Trout Stream) flows through the heart of the downtown. There are commercial, residential and institutional buildings constructed before 1940 that have historic significance and an architectural style.

1837

Prior to the early settlement of River Falls and the surrounding region, Chippewa and Sioux Native Americans occupied the area. In 1837, the Chippewa ceded to the United States all of the land east of the Mississippi River extending north to the source of the Mississippi River. Despite the opening of the territory, settlement was rather slow until the mid-nineteenth century.



State Normal School Building, 1874.

1840s

St. Croix County was created in 1840. In 1853, the State divided it into three separate counties, each with its own seat: Pierce County to the south; Polk County to the north, and St. Croix County in the middle. River Falls straddles the boundary between St. Croix County and Pierce County. The City is situated along the Kinnickinnic River, which flows west into Lake St. Croix. The Kinnickinnic River and its branch, the South Fork played a significant role in the settlement and growth of the community and dictated its early development pattern. Arriving in the fall of 1848, Joel Foster was the first white settler in what would soon be officially known as River Falls.

1850s

At the time of initial settlement, approximately three-fourths of the Town of Greenwood in which River Falls is located, was covered by prairie with black sandy loam soil. The remaining land was covered with timber. Some 2000 acres of land were under cultivation by 1856, and the prospects for agriculture were considered to be “first-rate.” To the north, the Town of Troy was organized in 1851 and was first called Malone by the Perrine brothers who were settlers from New York.

The Powell brothers built a sawmill in 1852, constructed the first frame dwelling, which later became a store, and in 1854, laid out a 60-acre plat on the east side of the river for the village of Kinnickinnic. The original plat of River Falls is tilted so that Main Street and other streets are oriented to the Kinnickinnic River; the plat conforms to a common midwestern form consisting of square blocks set on a grid of streets intersecting at right angles. Later plats followed survey lines and compass points thereby creating the familiar rectilinear grid. Early development was focused along the Kinnickinnic River. The Powell brothers built their sawmill on the east bank, south of where the first flourmill would be constructed in 1854.

1860s–1870s

The population increased from 312 in 1860 to 1,191 in 1870, and by the late 1870s four more flourmills had been constructed, which collectively produced 150,000 barrels of flour annually.

Contributing to the growth and development was the construction of the fourth State Normal School in 1874, and the arrival of the Hudson and River Falls Railroad, in 1878. The railroad significantly impacted development and growth in the River Falls area. By the late 1870s, River Falls had emerged as a local, if not regional, trade center.

1880–1920

In spite of these developments, the City's early period of rapid growth ended, and the population expanded only 26% from 1870 to 1880 (1,191 to 1,499). Over the next decade, however, the number of residents increased by 975 (65%). River Falls was incorporated in April of 1885 as a City by action of the State Legislature. Its charter outlined the City boundaries, governmental structure, election procedure, City officers and duties, and Common Council powers.

1920–1940s

In January 1922, on the basis of the Charter, the City of River Falls was declared a Fourth Class City by the State of Wisconsin. Over the ensuing one hundred years, the strongest growth occurred after 1940. With a population count of 12,560 in 2000, the City of River Falls has experienced approximately a 450% increase since 1940. Growth has been fairly compact in form.

1950–2000s

Over the past decades, large tracts of land have been annexed and development has occurred to the north and southeast of the City. The City is approximately 6.3 square

miles with a 2004 population of approximately 13,000. Over this same period of time, development in the towns has dramatically increased the non-farming population and reduced the number of active farms. The increase of residential lots of two acres and larger, rising housing prices and population are creating a nontraditional land use form of development. This type nontraditional land use is not consistent with the long history of agricultural preservation.

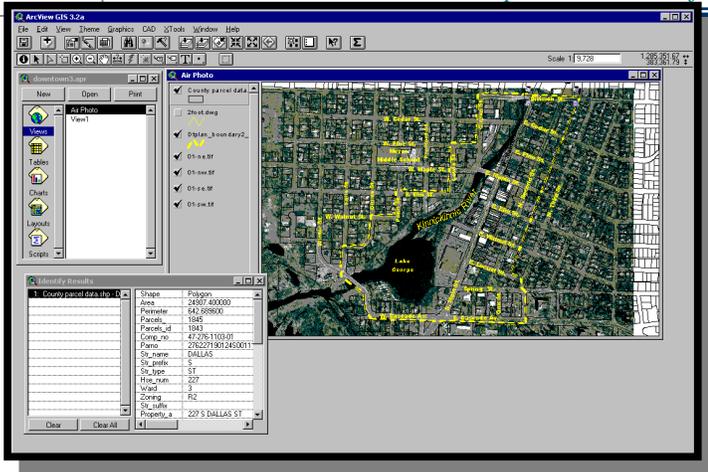
According to 2000 statistics, the County populations are increasing twice as fast as in previous years and are setting new records. In 2001, St. Croix County issued 649 housing permits and approved rezoning for over 1,000 acres.

2.2 HERITAGE RESOURCE IDENTIFICATION

The history of River Falls is evidenced by and reflected in the wealth of historic resources that have been built and identified by the community. The following section presents an overview of this effort to identify and manage the historic assets and provides a plan for conservation and preservation of these assets.

2.2.1 Architectural and Historic Inventory

The Architectural and Historic Inventory (AHI) is a database that records historic structures compiled by the Wisconsin Historical Society. The River Falls Historic Preservation Commission (HPC) has obtained a copy of that database and will use it with discretion along with geographic information systems (GIS) data to document the characteristics of the historic resources within the City. The database currently contains data documenting construction dates, demolition dates, architectural styles, AHI identification numbers, builders names, property addresses, historic building names, and historic designations and dates. Maintaining and updating the local AHI database is a HPC priority.



Architectural and Historic Inventory Database.

2.2.2 Designating Historic Properties

Historic properties can be listed as historic on the National Register of Historic Places, State Register of Historic Places or designated by local ordinance. The City of River Falls historic preservation ordinance allows for three different designation categories:

1. Historic structure or building,
2. Historic district, and
3. Historic site.

Local designations depend on the type of property under consideration and its location in relation to other historic buildings. For example, cemeteries would fall under the historic site designation. However, a building could be designated either as a historic structure or if enough historic buildings are clustered together, as part of a historic district. The type designation is determined by the historic importance at either the local or federal level.

To determine which properties should be designated, the River Falls HPC process considers properties that have one or more of the following five criteria:

1. Exemplify or reflect the broad cultural, political, economic or social history of the nation, state or community;

2. Are identified with historic personages or with important events in national, state or local history;
3. Embody the distinguishing characteristics of an architectural type or specimen inherently valuable for a study of a period, style, method of construction, or of indigenous materials or craftsmanship;
4. Are representative of the notable work of a master builder, designer or architect who influenced his or her age; or
5. Have yielded, or may be likely to yield, information important to prehistory or history.

Determining which properties meet these criteria will require research. Utilizing the existing AHI and updating records through historical research, updates will be made to the list of Important Historical Properties. The HPC will review original plats to identify key properties. Where individual buildings meet the criteria for local designation, the “historic structure” designation will be used. If or when a cluster of historic structures is recognized, a “historic district” designation will be used. The HPC encourages, supports and will assist owners in designating their historic property.

2.2.3 Historic Buildings and Sites

An “intensive survey” was conducted from August 1990 through September 1991 to research and evaluate the historical and architectural properties, including buildings, structures, sites, and districts within the City. This survey updated an earlier windshield survey undertaken by the Wisconsin Historical Society, Historic Preservation Division, in 1978. A professional architectural historian employed by the City gathered the intensive survey information. The funding for the survey was made available to the City through a grant program of the Wisconsin Historical Society.

During this project, each property included in the reconnaissance level survey was evaluated for National Register of Historic Places eligibility according to the criteria

adopted by the National Park Service, United States Department of the Interior. It identified approximately 585 individual properties in the City, of which 24 were of historic architectural significance. These 24 properties are likely to be eligible for listing on the state and national registers of historic places. During the intensive survey phase of the project, detailed research on the community's history helped form the basis of information necessary for the evaluation of historic properties. For each property identified as historically or architecturally significant in the reconnaissance survey and in the intensive survey, a four-page intensive survey form was completed with photographs, architectural descriptions, and historical information. The survey findings lead to the delineation of two residential historic districts and one commercial historic district shown on page 2-6. The report included a brief history of the City's survey, methodology, results, and a description of significant properties and historic districts.

Copies of the survey results were also provided to the Wisconsin Historical Society, Historic Preservation Division in Madison, the City of River Falls, the River Falls public library and the Area Research Center located in Davee Library at the University of Wisconsin-River Falls (UWRF).

The list below contains some of the many important buildings and sites worthy of preservation. The Architectural and Historical Survey Report identified some of these important buildings. Supplementary research has identified additions to that list. These properties are worthy of recognition in some manner, either through historic designation or by erecting educational plaques and historic markers.



Birthplace of Wisconsin Governor Warren P. Knowles, 127 N. 4th Street. He was born August 19, 1908 and was governor from 1965-1971. He died on April 1, 1993.

2.3 HERITAGE RESOURCES MANAGEMENT

2.3.1 Certified Local Government Status

The City is committed to the management and sensitive treatment of archeological, cultural, and historic resources. In 2003, the City became a designated, Certified Local Government (CLG) by Wisconsin's State Historic Preservation Officer (SHPO) and in accordance with the National Historic Preservation Act of 1966, amended in 1980. As a Certified Local Government, the City has a Historic Preservation Commission that meets monthly, adopted a Historic Preservation Plan, ordinances and designated historic structures.

“The Historic Preservation Commission encourages, supports and will assist owners in designating their historic property.”

A LIST OF IMPORTANT BUILDING AND SITES WORTHY OF PRESERVATION

1. Swinging Bridge, Glen Park
2. Glen Park Swimming Pool, Glen Park
3. Prairie Mill Building, 421 N. Main Street
4. Masonic Hall, 122 E. Walnut Street
5. Junction Mill Smokestack, 401 S. Winter Street
6. Gladstone Hotel, 121-123 S. Main Street
7. Lord Livery Building, 101 S. Main Street
8. Brackett Building, 128 S. Main Street
9. Johnson & Ellertson Hardware Store, 126 S. Main Street
10. White Front Bakery, 124 S. Main Street
11. Rosenberg Building, 122 S. Main Street
12. Unnamed Building, 120 S. Main Street
13. Unnamed Building, 6-118 S. Main Street
14. S. D. Dodge Building, 114 S. Main Street
15. A. P. Roberts Building, 100 S. Main Street
16. Lime Kilns, Lower Kinnickinnic
17. Foster Cemetery, Lower Kinnickinnic
18. South Fork School, 817 S. Main Street
19. George Farnsworth House, 722 W. Cedar Street
20. Ole Ostness House, 521 W. Cedar Street
21. Thomas Walker House, 403 E. Division Street
22. Kimble House, 211 E. Elm Street
23. William Alton House, 603 W. Elm Street
24. Andrew Lund House, 127 S. Fourth Street
25. R. W. Freeman House, 220 S. 4th Street
26. R. N. Jenson House, 121 Fremont Street
27. F. Hardy House, 321 Fremont Street
28. Charles Parker House, 315 E. Maple Street
29. Unnamed House, 431 N. 2nd Street
30. Stella Deneen House, 120 N. 6th Street
31. John Reed House, 127 S. 6th Street
32. Hocking House, 127 N. 3rd Street
33. R. S. Freeman House, 220 N. 3rd Street
34. Ferris White House, 518 W. Walnut Street
35. The Academy, 211 N. Fremont Street, former Junior High School and High School, longest continuing school site in this area.
36. Ole H. Olsen House, 210 N. Fremont Street
37. Jens Larson House, 214 N. Fremont Street
38. Olive G. Davis House, 315 W. Maple Street
39. G. T. Smith House, 323 W. Maple Street
40. W. P. Knowles House, 127 N. 4th Street
41. North and South Hall, 410 E. S. 3rd Street and 320 E. Cascade Ave., UWRF campus
42. Silas Symes House, 309 N. 3rd Street
43. P. W. Ramer House, 104 S. 3rd Street
44. Thomas Tubbs House, 302 E. Walnut Street
45. Tremont Hotel, 102 N. Main Street



The "Swinging Bridge" in Glen Park Built in 1925 and Reconstructed in 1986.



South Hall located on the University of Wisconsin-River Falls campus was constructed in 1875 and was listed on the National Register of Historic places in 1976.

Avenues for achieving this goal included the maintenance of a system for identifying historic resources, the establishment and administration of qualified preservation commissions, provisions for public participation in a local historic preservation program, and the enforcement of local laws for the designation and sensitive management of such resources. The Certified Local Government program, administered by the Wisconsin Historical Society, Historic Preservation Division, will be a major source of support and guidance for technical and financial assistance. It is through this assistance that the City will be able to undertake its historic building resurvey and other archeological, historic, and cultural heritage resource projects.

2.3.2 River Falls Local Resource Management Ordinances

In January of 1996, the City of River Falls added §17.76 Historic Preservation to the Zoning Section of the Municipal Code. The purpose and intent were that the City of River Falls thereby declared that a matter of public policy the protection, enhancement,

perpetuation, and use of improvements or sites of special character or special architectural, archeological, or historic interest or value is a public necessity and is required in the interest of the health, prosperity, safety, and welfare of the people. The ordinance outlines procedures for designating historic properties and powers for preserving historic architecture.

2.3.3 Heritage Resource Management by State and Federal Agencies

The Wisconsin Historical Society, Division of Historic Preservation presently provides preservation assistance and presentations to all 72 counties and funds six regional archeological programs, which are located in LaCrosse, Rhinelander, Stevens Point, Green Bay, Oshkosh, and Milwaukee. The Division's state and Federally mandated responsibilities are handled with the following programs: Architectural Services, Burial Site Preservation, Compliance, Local Assistance and Editorial, Office of the State Archeologist, and Survey and Registration.

Through these programs, the Division maintains an inventory of Wisconsin's historic properties, archeological sites, and burial places. The Division also administers survey and inventory grants, conducts and supports archeological research. The Division provides technical assistance to local governments and owners of historical properties, administers the Certified Local Government program, nominates sites to the national and state registers of historic places, supports research on historic architecture, administers federal and state tax credit programs for the rehabilitation of historic properties, catalogs burial sites, and reviews public projects for their effects on historic properties.

activities. River Falls, along with many other municipalities, has passed zoning codes for altering properties designated historic. These rules vary greatly from community to community. Some communities may wish to follow the stronger standards as provided by the Secretary of Interior for rehabilitation, while others may be less restrictive and allow for modern materials. City, state and federal governments all promote historic preservation by coordinating education programs. Informational resources are created through conferences, publications, the Internet, and classes on preservation.



North Hall on the UWRF campus was constructed in 1914 with an addition in 1927.

As stated above, the state and federal government provides recognition for historic places and financial incentives. The state and federal governments provide tax credit incentives for qualified properties to rehabilitate those properties to objective standards. The Secretary of Interior's Standards for Rehabilitation must be followed to receive tax credits. Currently the State of Wisconsin offers a 25% tax credit for the restoration of qualified residential properties.

A local government can have a regulatory component among many of its preservation



The City of River Falls Main Street Sesquicentennial Logo.

GUIDING AND IMPLEMENTING POLICIES

River Falls' heritage preservation program is intended to do more than preserve isolated buildings. In order for the City's sense of history and sense of place to be cared for, River Falls has taken steps to sensibly manage its identified heritage resources. These resources include archeological sites, architectural, agricultural, and historically significant buildings and structures, waterways such as the Kinnickinnic River, historic neighborhoods, and other cultural landscape features. Additional background information and procedural steps about these management tools are discussed in the Historic Preservation Plan, historic preservation ordinance, historic residential design guidelines, water management plans and documents.

Through cooperative management strategies with the National Park Service, the Wisconsin Historical Society, Historic Preservation Division, Department of Natural Resources, private preservation-oriented groups including the Pierce and St. Croix County Historic Foundation, Kinnickinnic River Land Trust, Trout Unlimited and the general public, the City of River Falls can successfully ensure that archeological, cultural, agricultural, and historic resources are sensibly managed and integrated for the benefit of the community. These benefits are educational in nature and instill pride in citizens about the City's heritage.

2-G-1 Inventory and assess historical manmade and natural resources for the aesthetic, economic, educational and scientific contributions they make to the City of River Falls and the quality of life of its citizens.

2-1-I-1 Work with local and regional groups to develop a complete inventory of historic buildings, sites, neighborhoods, and resources that includes their unique physical features and historic significance.

2-G-2 Coordinate the development and implementation of policies that promote the preservation of the cultural, historic and visual qualities of the City of River Falls while preserving the affordability of housing and commercial space.

2-2-I-1 Encourage partnerships between River Falls based and non-community based public and private historic preservation entities within the region and at the state and national level to assist in the identification and preservation of our historic resources.

2-2-I-2 Continue to work with groups that organize and promote educational and other activities in River Falls that preserve our historic cultural traditions by bringing residents and visitors into physical contact with our tangible heritage resources.

2-2-I-3 Seek to maintain the unique physical character and landscape features for the benefit of the community.

A Regional: Cooperate with adjacent townships, Pierce, and St. Croix counties in implementing historic preservation programs.

B Infill development: Encourage early consultation with representatives of proposed development to ensure that potential development is compatible with River Falls' historic pattern of land use and construction.

C Transitional zones: Evaluate the need for establishing standards for transitional zones between the City's current and future historic district to ensure compatibility with physical development in these locations.

D City-wide:

- Evaluate zoning codes to ensure compatibility of density, use, physical character within established neighborhoods and historic areas while maintaining and providing for affordable housing.
- Evaluate the need for standards for the proper treatment of historic resources such as homes, buildings, bridges, cemeteries and other cultural landscape features.



City of River Falls Central Business District in 1886.

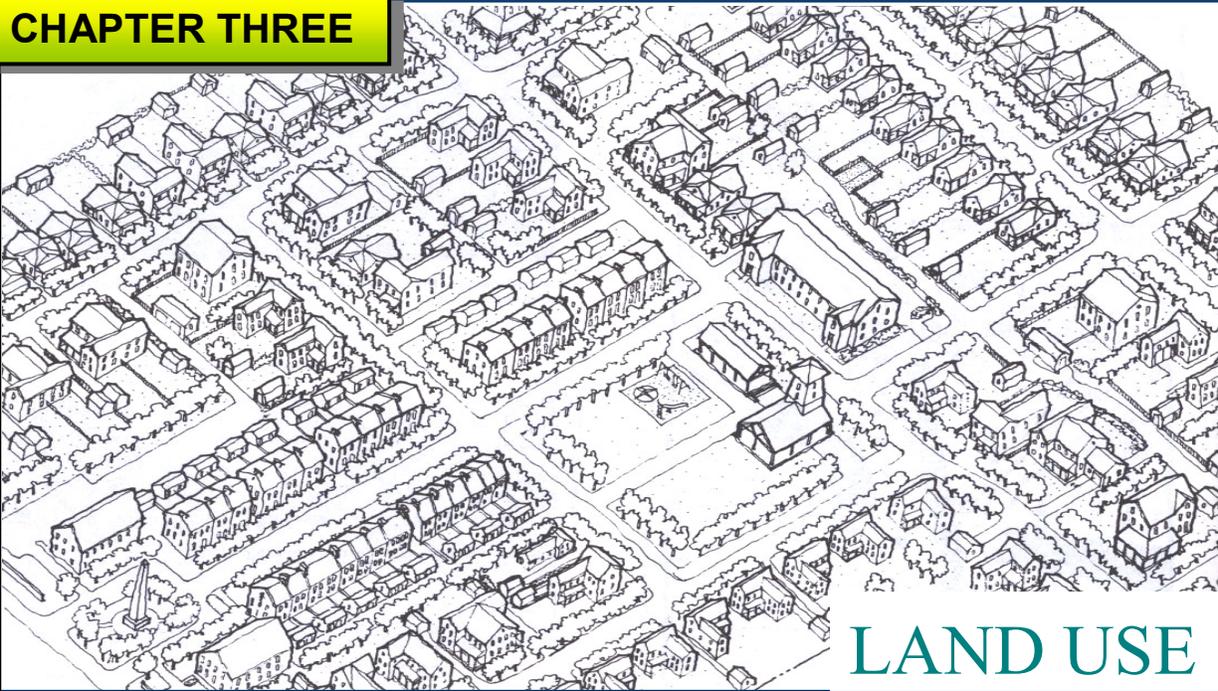


*Historic
Preservation
Commission*

C i t y o f R i v e r F a l l s

City of River Falls Historic Preservation Commission Logo.

CHAPTER THREE



The text and policies of the Land Use chapter are expressed through the themes, guiding policies, and implementing policies. Figure 3-1 Land Policy Overlays and Figure 3-6 Urban Area Boundary & Future Land Use are graphic representations of these policies, designating only the proposed general location, distribution, and extent of land uses; they are not by themselves the Comprehensive Plan. They should be used only in conjunction with other figures and text in the Plan. For some areas, additional detail is provided in other documents, such as the Historic Preservation and Downtown Design Plan. In other areas, additional detail may be included in future community area plans.

Land use classifications, shown as letter designations, labels, graphic patterns, and/or colors on the Urban Area Boundary & Future Land Use map, specify an intended range for housing density or building intensity for each type of land use. These density/intensity standards allow circulation and public facility needs to be determined. They also reflect the environmental carrying-capacity limitation established throughout this Plan.

They do not directly correspond to existing zoning categories nor do they change the underlying zoning. Changes in zoning may be recommended in a more detailed community area plan and subsequently be changed by ordinance. Existing zoning classifications may also be changed by ordinance to more closely resemble the Plan's classifications. These changes may take place during annexation or by petition. The following themes and guiding policies apply to this chapter:

- THEMES**
- **Character.** Maintain and respect River Falls' unique personality, sense of place, and character.
 - **Community-Oriented Development.** Maintain and foster an urban fabric that promotes vehicular/pedestrian circulation, parks, conservation/open space areas and neighborhood services.
 - **Sustainable Growth.** Ensure that development is sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.

- **Urban Form.** Promote a compact urban form that encourages sensitive/compatible infill development.
- **Mixed Use.** Provide a mix of land uses and housing densities and types throughout the City.
- **Community-Oriented Downtown.** Enhance and maintain community activities in the downtown area.
- **Transportation Alternatives.** Maintain and promote alternative modes of transportation.
- **Economic Diversity.** Develop and implement a comprehensive strategy to increase job opportunities, maintain a diverse economy, and promote arts and small businesses.
- **Housing.** Actively participate in the creation of affordable housing.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services.
- **Intergovernmental Cooperation.** Maintain a cooperative intergovernmental perspective with the towns, counties, and state, and work with private and governmental entities toward that goal.

3.1 CURRENT LAND USE PATTERNS

3.1.1 Magnitude of Uses

According to a Land Use Inventory, 52% of the developed land in the City of River Falls is devoted to single and multifamily residential use, 11% for parks, 29% for public/semipublic uses, and 8% for commercial office and industrial uses. Presently in the City of River Falls, there are approximately **4,101 acres (6.4 square miles)** with a 2004 population of approximately 13,000. There are approximately 2.7 persons per dwelling unit. In 2004 105 building permits were issued for 216 new construction living units (apartments, rooming units, single, twin, multifamily homes). The average number of living units from 2000 to 2004 was 168.

The approximate land sizes for the Towns are: **Troy** 22,891 acres (**35.8 square miles**),

Kinnickinnic 21,992 acres (**34.4 square miles**), **River Falls** 28,186 acres (**43.68 square miles**) and **Clifton** 20,919 acres (**32.7 square miles**). The four towns are approximately 93,761 acres (146.5 square miles) with a 2000 total population of approximately 9,022, up from a 1990 population of 7,052.

3.1.2 Distribution of Uses

The River Falls' street system and the location of jobs and commercial activities reinforce the rectilinear grid development pattern of the City. With the exception of the Highway 65/35 beltline along the eastern edge of the City, virtually all-major roads lead to Main Street. The Main Street business district and the adjoining UWRF campus are home to the majority of wage and salary jobs in the City. This pattern of development has contributed to Main Street's vitality. Despite some parking and congestion problems, it remains a sought-after business area. Directly east and west of Main Street are generally older, moderately dense residential areas with a mix of housing sizes and types. To the southwest of Main Street are some higher and lower density residential areas. The residents of River Falls work in a variety of occupations. Professional, financial, and educational services make up the largest share (40%); wholesale/retail trade (16%) is second, and manufacturing (14%) is third.

According to the 2000 census, out of a total workforce (employed civilian population 16 years and over) of 7,774, over 50% report working outside the area of residence. About 74% of residents in River Falls report driving to work alone. That is about equal to the national percentage of nearly 75% and shows that driving alone is still the dominant form of commuting. Mean travel time to work in 2000 was 20.5 minutes, up from 18.6 minutes in 1990. Over half the workers reported traveling 45 or more minutes. This increasing distance between jobs and residences has also forced an ever-increasing number of commuters onto the same streets.

LAND POLICY OVERLAYS

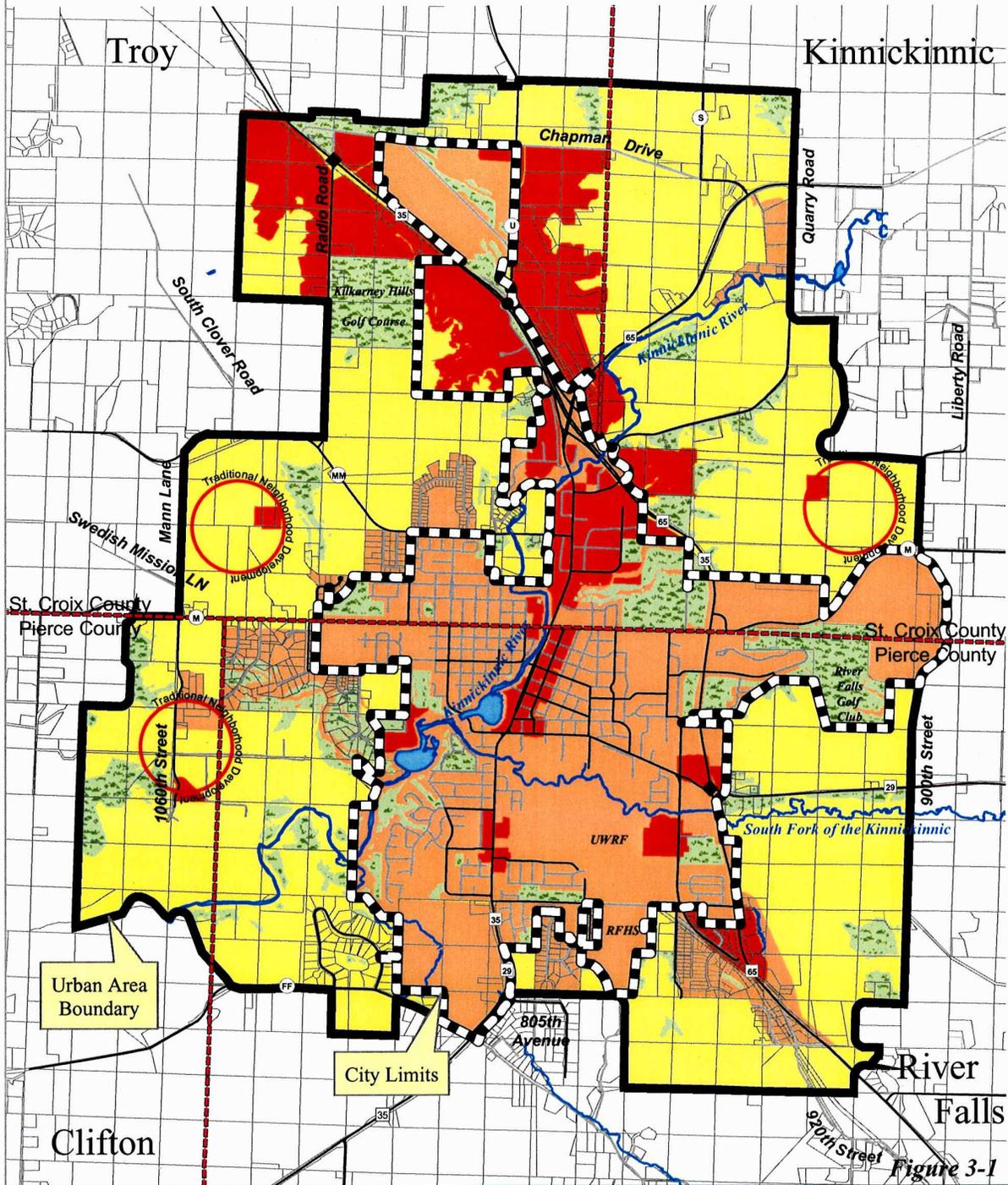


Figure 3-1



GROWTH FROM 1953-2004

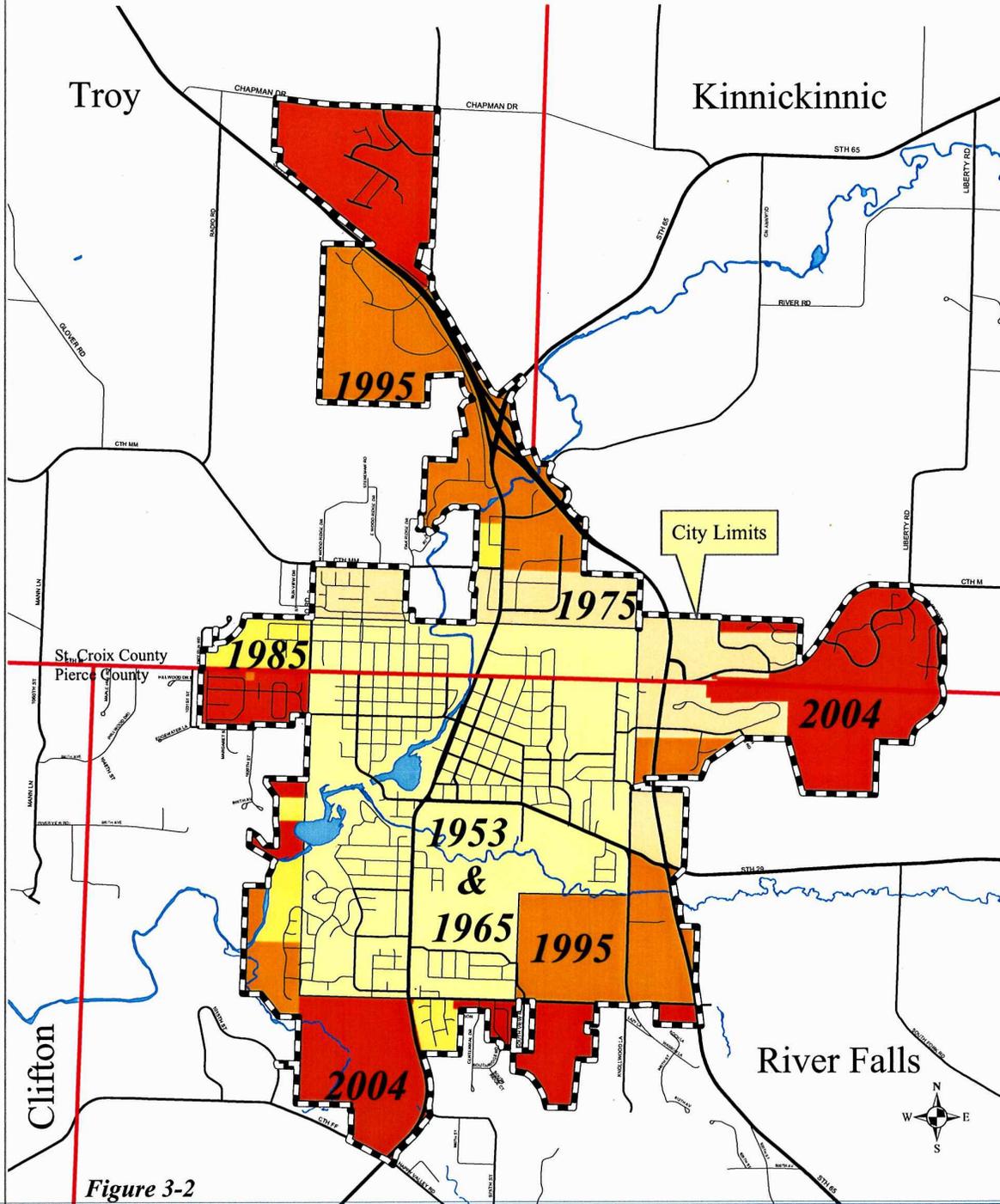
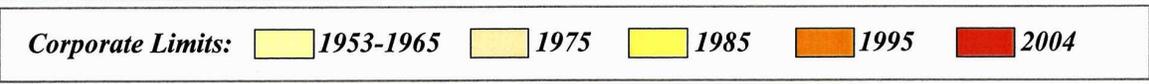
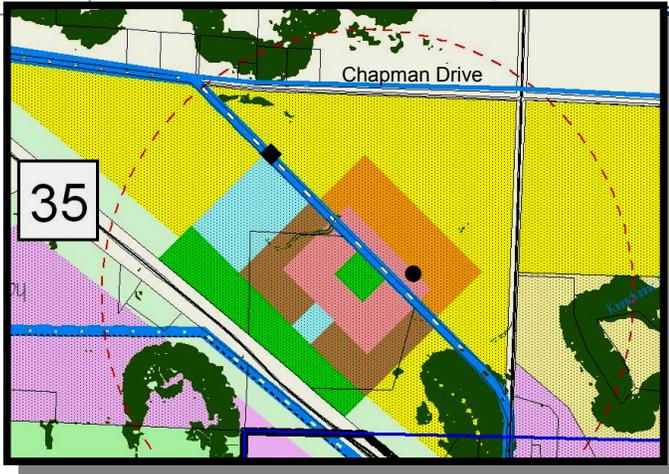


Figure 3-2





A TND site shown on the Future Land Use Map.

3.2 LAND USE FRAMEWORK

3.2.1 City of River Falls

Sewer Service Area Water Quality Management Plan

The most recent land use plan for the City of River Falls is the State mandated Sewer Service Area Water Quality Management Plan. Figure 3-5 shows the Sewer Service Plan Future Land Use map. The plan was adopted in the year 2000 by the City of River Falls, Towns of Troy, Kinnickinnic, River Falls, and Clifton, Counties of St Croix and Pierce and the State of Wisconsin. The Sewer Service Area Water Quality Management Plan was used as the base for this Comprehensive Plan.

The Sewer Service Plan Future Land Use map includes land in the four surrounding towns. The Plan was developed and approved by all four Town Boards. Zoning in the region is administered through joint, cooperative **Extraterritorial Zoning Commission** established between the City and each of the four towns. Locations for new housing by density, community and regional businesses, offices, industrial parks, public parks, and conservancy areas are shown. City sanitary sewer may serve the areas within the Sewer Service Area Boundary by the year 2020. Also shown on the map are proposed new intersections or controlled-access interchanges along State Highway 35.

This land use plan calls for compact residential neighborhoods within City sewer and water service areas contiguous to the City. These neighborhoods may also be known as Traditional Neighborhood Developments (TNDs). Each new TND would be pedestrian-oriented with a variety of housing types and densities and would have a neighborhood park. The need for natural resource and conservation areas that address the protection of our natural resources is outlined.

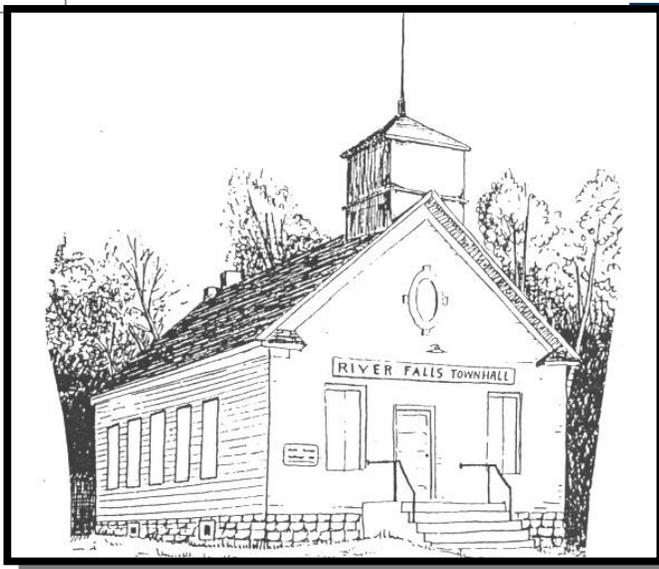
1995 Master Plan

The most recent Master Plan for the City of River Falls is the 1995 Master Plan. This plan focuses initially on land uses. It outlined goals and policies and provided a data summary for additional information. The mapping is from the 1987 Master Plan with some updates. The 1995 Master Plan states that through an inventory of present land uses, a true community profile can be seen. Such an inventory indicates the condition of each of the areas, the general economic conditions, and a sense of historic development of the community. Land uses are slow to change; therefore, the present land use is seen as a baseline for future growth.

Economic change can also be seen through evidence of land use conflict. For example, a downtown typically grows by land use intrusion into adjoining neighborhoods, and some neighborhood areas may experience increased traffic flow to and from employer/commercial areas, thereby causing a deterioration of property values and a conversion to alternative uses (rental, office).



City of River Falls
Logo for 1995 Master Plan.



River Falls Town Hall.

3.2.2 Town of River Falls

A Master Plan for the Town of River Falls was adopted in April of 2000. The Town of River Falls Plan and zoning ordinance reflect the town residents' wishes to preserve the better soils for agriculture. About a third of the town is zoned Exclusive Agriculture, (one unit per 35 acres), two thirds Agriculture Residential, (4 parcels per forty acres, with a minimum lot size of 2 acres). In both zones, dwellings, non-agricultural related buildings and driveways are restricted to soils classed IV-VII in the Pierce County Soil Survey. Soils classed I-III are protected for agriculture. Approximately 95 acres are zoned Commercial, 152 acres Industrial, and a 9-acre Light Industrial Park is located at Highway 65 and Randall Road.

There is an Extra-Territorial Zone (ETZ) and the City has subdivision and platting jurisdiction up to three miles. Potential conflicts expressed by the town with the City relate to the Urban Area Boundary, future bypass, Transfer of Development Rights Areas, protection of the watershed and agricultural and land use within the ETZ. The town also wishes to avoid subdivisions of land in the greater town through establishing a Transfer of Development Rights (TDR) option to create density in this area.

3.2.3 Town of Clifton

The Land Use Plan for the Town of Clifton is also contained within the Pierce County Land Management Plan. Clifton is .5 mile west of the border of the City of River Falls, abuts the western edge of the Town of River Falls and overlaps the Sewer Service Area.

Most of Clifton is planned for Primary Agriculture (two houses per 40 acres). There are also large areas designated for eight houses per 40 acres in locations not prime for farming. In the RR-8 districts, the minimum lot size is only one acre. The RR-8 district and its small, unsewered lots create an impediment to urban growth in the County Trunk Highway M corridor west of the City. A portion of Clifton just south of County Trunk Highway M is planned Rural Residential-8 while the land closer to County Trunk Highway F is planned Primary Agriculture.

3.2.4 Towns of Troy and Kinnickinnic

The Town of Troy has a Town Plan but the Town of Kinnickinnic does not. The St. Croix County Development Management Plan adopted in the year 2000 also guides both towns. The County Plan divides the area around the northern side of the City into a Transitional Planning Area and a Rural Planning Area.

The **Transitional Planning Area** encompasses the City's Sewer Service Area. In that area, the Plan calls for a maximum of three housing units per acre in sewerred locations and one house per acre in unsewered areas.

In unsewered portions of the Transitional Planning Area, land subdivisions must arrange houses and roads for potential resubdivision into City-sized lots with City sewer. (This is called "ghost platting.") One house per acre normally precludes urbanization. The ghost platting restrictions must be recorded on each plat so it can be enforced. One-acre lots with on-site sewage systems and wells also hold potential for water quality and health problems, which may necessitate costly and premature extension of City sewer lines.

Many houses are built through a process called metes and bounds subdivisions for one- or two-lots, which would circumvent the ghost platting requirement. It would cost-effective if the minimum lot size were 10, 20, or 40 acres, or if the maximum housing density were four, two, or one per 40 acres.

In the **Rural Planning Area**, an average of eight houses per 40 acres would be allowed. The minimum lot size would be two acres. No house clustering is required. This approach is contrary to the preservation of long-term agriculture character. If the City expands into these locations developed with these two-acre lots, it would be a costly impediment to efficient urban growth.

3.2.5 Extraterritorial Zone

In 1974, the City of River Falls adopted an ETZ, a zoning district consisting of that area lying outside the City but within 1.5 miles of the City limits. The boundary line has not changed. The purpose of the extraterritorial district is to provide for proper zoning and control over the area and allow for orderly growth and development.

Zoning is administered through a joint Cooperative Agreement between the City and the four towns. A committee of three members of the City Planning Commission and three citizens appointed by each town govern rezoning and permits in the extraterritorial zone of each town. The City is the body that adopts the ETZ zoning ordinance and administers permits.

Except for the northwestern fringe of the City (in Troy Township), the ETZ zoning allows many possibilities for unsewered two-acre lots through the so-called Agricultural (A) Zone (no major subdivision). The Exclusive Agricultural (EA) Zone, if enforced, would be a good protective mechanism for compact and cost-effective urban growth because the minimum lot size there is 35 acres. In 2004 the **ETZ** is approximately 8,794 acres (**13.741 square miles**).

In March of 2004 the Mayor issued a Proclamation for Declaration of Attainment of Third Class City Status for the City of River Falls. The City became a Third Class City for the purpose of administration and the exercise of corporate power, all in accordance with Wisconsin State Statutes. This includes the extension of jurisdictional boundaries for subdivision and platting to three miles (approximately 72 square miles in area) from the existing City limits.

3.3 LAND USE CLASSIFICATIONS

This section describes the **existing land use** classifications as outlined in the Municipal Code and as designated on the official Figure 3-3 City of River Falls Zoning Map and the Figure 3-4 Extraterritorial and Town Zoning Map from September 25, 1974. The land use parcels were classified as follows:

3.3.1 City Zoning Categories

- **Single Family Suburban Residential (RS)**. The RS District is intended to provide a pleasant and spacious living area. The large lots sizes shall encourage preservation of green space.
- **Single Family Residential (low density) (R1)**. The R1 District is intended to provide a quiet, pleasant, and relatively spacious living area protected from traffic hazards and intrusions of incompatible land uses. (No number of units per gross acre.)
- **Multifamily Residential (medium density) (R2)**. The R2 District is intended to provide a limited or medium density (multifamily living area) that is compatible with existing single-family dwellings. (No number of units per gross acre.)
- **Multifamily Residential (high density) (R3)**. The R3 District provides a district of higher density housing in multifamily structures and related complementary uses. (No number of units per gross acre.)
- **General Commercial (B1)**. The B1 District is intended to provide for business or shopping districts enhanced by a central location, ease of access, and the proximity to other businesses.

- **Limited Commercial (B2).** The B2 District is intended to provide a transition zone between B1 and residential uses by allowing limited commercial uses that are compatible with commercial uses on one side and residential uses on the other while preserving the scale and character of existing neighborhoods.
- **Highway Commercial (B3).** The B3 District is intended to provide for service-oriented enterprises and for quasi-industrial and commercial enterprises that have considerable contact with and dependence upon transit trade and traffic.
- **Industrial (I1).** The I1 District is intended to provide an area for light industrial uses that do not detract from adjacent areas or less intense land use or become a blighting influence to the area.
- **Heavy Industrial (I2).** The I2 District is intended to provide for heavy industrial and manufacturing uses in an area generally separated from other sections of the City.
- **Agricultural (A).** The A District is intended to provide for exclusive agricultural uses, to conserve good farming areas, to prevent the uncontrolled spread of development, and to secure the economical provision of public services.
- **Conservancy (C).** The C District is intended to preserve the natural state of scenic areas, to prevent the uneconomical spread of development, and to discourage development of land, which, if developed, might create a hazard to public and private property.
- **University (U).** The U District is to provide an orderly process whereby institutions of higher education can develop needed facilities yet exist and function in a manner compatible with surrounding land uses and the community as a whole.
- **Mobile Home Park (MHP).** The MHP District is intended to enforce minimum standards for mobile home parks and to promote public health, safety, and welfare. The zone establishes requirements for the design, construction, alteration, extension, and maintenance of mobile home parks and related facilities and utilities, authorizes issuance of permits for con-

struction, alteration, and extension of mobile home parks. The zone also authorizes the licensing of operators of mobile home parks, authorizes the inspection of mobile home parks, regulates the location of mobile homes, and affixes penalties for violations.

- **Planned Unit Development (PUD).** The PUD special use is intended to provide a regulatory framework to encourage, promote, and improve environmental design in the City by allowing for greater freedom, imagination, and flexibility in the development of land.

3.3.2 Extraterritorial Zoning Categories

- **Single Family Suburban Residential District (RS).** The RS District is intended to provide a pleasant and spacious living area. The large lot sizes encourage preservation of wooded areas and other green spaces yet enable development.
- **Single Family Residential (low density) (R1).** The R1 District is intended to provide a quiet, pleasant, and relatively spacious living area protected from traffic hazards and intrusion of incompatible land uses.
- **Multifamily Residential (medium density) (R2).** The R2 District is intended to provide a living area that is pleasant but not as spacious as the R1 District.
- **Highway Commercial (C).** The C District is intended to provide for commercial activity related to vehicular traffic along the highways.
- **Industrial (I).** The I District is intended to provide for industrial and manufacturing uses in an area separated from other sections of the City.
- **Agricultural (A).** The A District provides exclusively for agricultural uses. The intent is to help conserve good farming areas and to prevent uncontrolled, uneconomical spread of residential development that results in excessive cost to the community for premature provision of essential public improvements and services (sewer and water lines).

CITY OF RIVER FALLS ZONING MAP

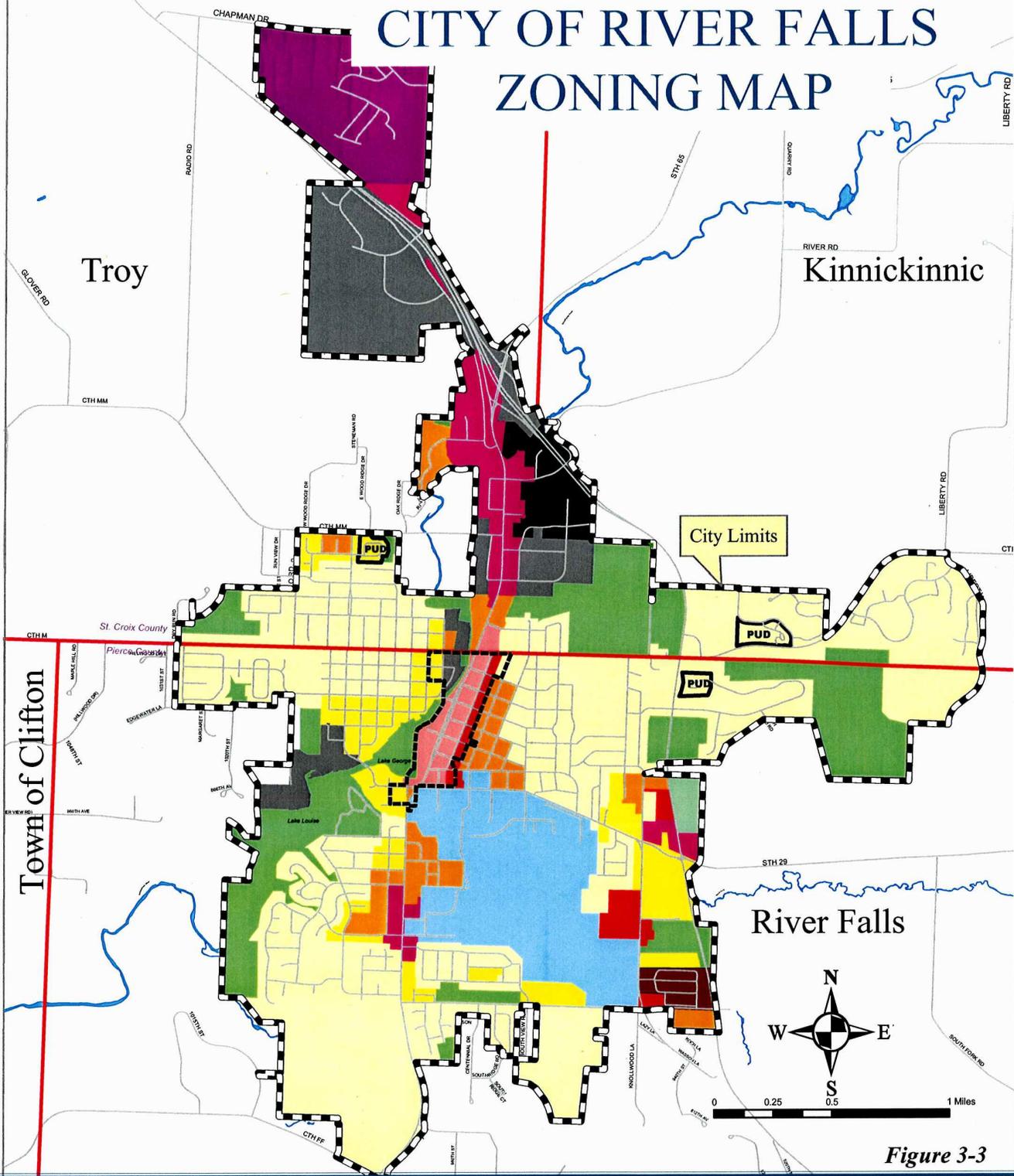


Figure 3-3

- | | | | |
|-----------------------|---------------------|-------------------------------------|-------------------------------------|
| B1-General Commercial | I2-Heavy Industrial | R1-Single Family (Low Density) | TND - Traditional Neighborhood Dev. |
| B2-Limited Business | A-Agriculture | R2-Multiple Family (Medium Density) | Downtown Overlay District |
| B3-Highway Commercial | C-Conservancy | R3-Multiple Family (High Density) | RS-Single Family Suburban |
| I1-Industrial | U-University | MHP-Mobile Home Park | PUD - Planned Unit Development |
| | | | City Limits |

EXTRATERRITORIAL AND TOWN ZONING MAP

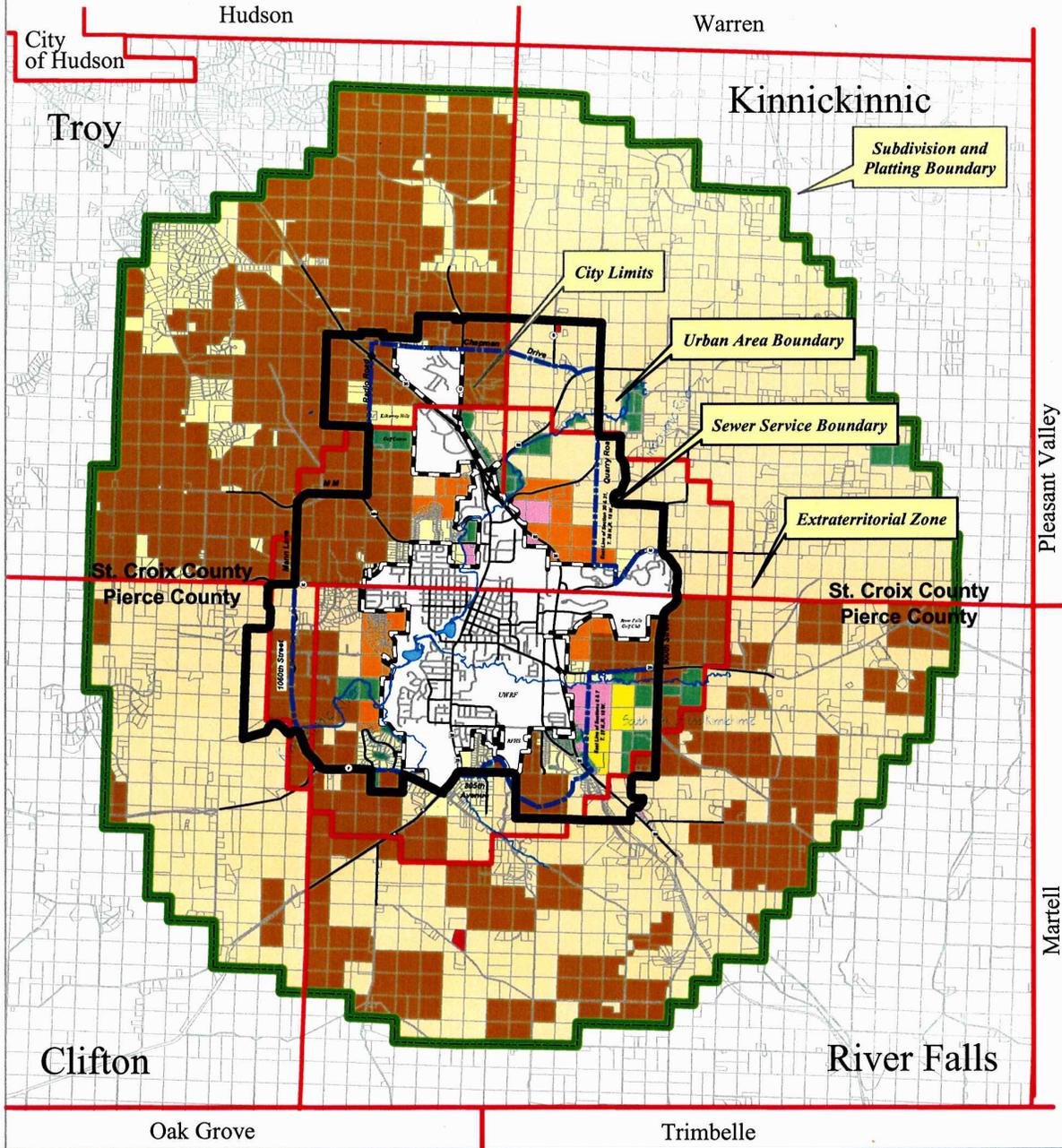


Figure 3-4

- **Exclusive Agricultural (A1).** The A1 District provides exclusively for agricultural uses. The intent is to preserve and protect agricultural soils and to maintain agriculture as a permanent, viable land use and economic activity. The zone controls untimely and uneconomical expansion of urban facilities and services, avoids conflicting land uses, and complies with the provisions of the farmland preservation law that permits eligible land owners to receive tax credits, per Wisconsin Statutes.
- **Conservancy Zone (W).** The W District is intended to prevent uncontrolled, uneconomical spread of development and to help discourage intensive development of marginal land so as to prevent potential hazards to the public and private property.

The Municipal Code of the City of River Falls provides detailed information regarding the above land use classifications.

3.4 FUTURE LAND USE FRAMEWORK WITHIN THE URBAN AREA BOUNDARY

The above information provided the current land use patterns for the City and land within the 1.5-mile study area boundary. The following section **outlines the principles** that shaped the Urban Area Boundary and Future Land Use within the boundary. This framework is the result of many months of work, including review of past plans and studies done by the counties, towns, and City. Ideas and principles that have shaped the land use framework include:

- **Compact Urban Form.** A majority of growth is contained within the City boundaries, including ongoing growth inside the Urban Area Boundary.
- **Reaffirmation of the Role of Main Street as the Center of the Community.** Ensure that the Main Street location has economic and social benefits that help make it the physical heart of the community, that it is maintained and enhanced.



The Kinnickinnic River (a Class 1 Trout Stream) bisects the City of River Falls.

- **Protection of Natural Resources and the Environment.** Development on bluffs, steep slopes, riparian corridors, or floodplains is minimized or prohibited.
- **Mix of Uses in All New Neighborhoods.** Residences are located within walking distance of a neighborhood center, ensuring that services are located close to where residents live.
- **Mix of Housing Types in All Neighborhoods.** Neighborhoods include integrated housing types designed to locate a large share of residents close to pedestrian and bicycle paths, parks, and neighborhood centers.
- **Protection and Conservation of Neighborhoods.** The community is envisioned as a network of neighborhoods with individual identities but integrated into the overall fabric of the community. Limitations are imposed on the size and scale of development to prevent encroachment of large-scale commercial uses in neighborhoods.



A mixed-Use Area within a TND.

- **Corridor Protection Area Between Urban and Rural Uses.** To prevent sprawl and delineate clearly the boundary between urban and rural areas, provide a corridor protection area between urban and rural land uses and roads.
- **Minimal Impact on Congested Streets.** This Plan respects the community's desire to minimize traffic along already congested arterials. This Plan recommends detailed planning for land use and road networks within the Urban Area Boundary as a priority.
- **Avoid Strip Commercial and High-Density Residential Development Along Main Arterials or Highways.** The purpose is two-fold: to avoid new strip commercial development along our entryways into the City and to create neighborhoods away from the noise, pollution, and traffic of arterial streets and existing highways.
 - **A Network of Conservancy Areas.** A network of paths and trails may connect the conservancy areas along the Kinnickinnic River, South Fork, Rocky Branch, bluffs, and other passive parks within the community.
- **Respect for Traditional Communities Such as the Surrounding Towns.** This Plan affirms the independence of the towns in shaping their destinies; however, in many aspects, such as transportation and land use planning, a partnership between the City and the towns is essential. This Plan recommends establishing and main-

taining a joint planning effort to develop a more detailed area plan for the surrounding towns and the City as a priority.

3.5 URBAN AREA BOUNDARY

LAND USE CLASSIFICATIONS

This section describes the land use classifications designated on Future Land Use (Figure 3-6) that are to be used and interpreted only in conjunction with the text and other figures contained in this Plan. The legend for Future Land Use abbreviates the land use classifications described below, which represent parts of the City Zoning Map.

Designation of a site for urban use may not necessarily mean that the site is ready for urban development right away. Policies related to the specific location, design, phasing, and timing would regulate the kind of development. The classifications in this section represent a proposed community-adopted policy. They are meant to be broad enough to give flexibility in implementing policies but clear enough to provide sufficient direction in application. Future details on development intensities, land use mixes, and designs will need to be planned. The final plat will provide the actual density.

The land development code will need to be amended and ordinances adopted to provide more detailed provisions and standards for land uses, maximum and minimum densities, and building intensities as described in the classifications. Some of this information does not exist in the present code. More than one zoning district may be consistent with a land use classification.

USE CLASSIFICATIONS

3.5.1 Residential

To help determine the developable land and approximate number of dwelling units and population for the future growth areas the average of the maximum and minimum densities per classification was used. Also each of the land use classification was reviewed for slopes, stormwater, shoreland, parks and existing roads.



Homes Utilizing Short Set Backs from the Street.

The residential classifications are as follows:

- **Infill Density Residential (IR).** 0 to 2 units per existing lot, depending on acreage size, environmental and geological constraints. The classification mainly applies to existing lots with detached single-family dwellings within the future growth area.
- **Very Low Density Residential (VLD).** 1.1 to 3 units per gross acre, depending on slope. On sites with slopes greater than 20%, development shall be clustered; taking the natural character of the land into consideration will be required. The classification mainly applies to detached single-family dwellings.
- **Low Density Residential (LD).** 2 to 4 units per gross acre. The classification mainly applies to detached single-family dwellings, but attached single-family units or multifamily units may be permitted.
- **Medium Density Residential (MD).** 4.1 to 8 units per gross acre. The classification applies to attached single-family housing and multifamily units such as duplexes, triplexes, apartments, and condominiums. Single-family detached units may be permitted at this density.
- **High Density Residential (HD).** 8.1 to 12 units per gross acre. Dwelling types may include apartments, condominiums, and other forms of multifamily housing. This classification includes some of the multifamily developments built in River Falls in recent years.
- **Mobile Home Park (MHP).** 8.1 to 12 units per gross acre. This designation is for a master planned, landscaped parcel of land for the placement of mobile homes that are owned by an individual, a firm, trust, partnership, public or private association or corporation.
- **Special Use Required (SU).** Located south and west of the South Fork River and its tributary as shown on Future Land Use Map. This designation is for a master planned developments in environmentally sensitive areas. Development shall take the natural character of the land into consideration. Allowable uses could include a landscape nursery, clustered housing (1.1 to 3 units per gross acre), “receiving area” for a regional park, etc.).
- **Transfer Development Rights (TDR) “Receiving Area.”** This designation is for master planned developments in cooperation with the Town of River Falls. A TDR program facilitates the voluntary, market-driven, and permanent preservation of the best farmable land in the town by allowing owners of such parcels to transfer development rights from their best farmable land to a receiving area (1.1 to 3 units per gross acre. These sites shall only increase in density, from existing zoning through a master plan.
- **Traditional Neighborhood Development (TND).** These TND areas includes a public square as the focus for a mix of commercial, civic, and religious uses; offices; residential units; and services to meet the needs of neighborhood residents in a pedestrian-oriented, traditional River Falls environment. Permitted uses will be those contained in the zoning ordinance, with residential densities subject to design standards outlined in the ordinance.

3.5.2 Commercial and Neighborhood Services

- **Neighborhood Commercial (Traditional Neighborhood Development) (NC/TND).** A TND designation includes a neighborhood center as the focus for a mix of commercial, civic, office, residential, and service uses to meet the needs of a pedestrian-oriented neighborhood. The amount, type, and size of each are limited for a neighborhood center.
- **Main Street Commercial (MSC).** This classification provides for businesses or shopping districts enhanced by a central location (Main Street). Land uses include a wide variety of businesses, such as retail, eating and drinking establishments, commercial recreation, service stations, automobile sales and repair services, financial businesses, personal services, grocery stores, and educational and social services.
- **Community Commercial (CC).** This classification provides sites for larger retail shopping areas near and along major arterials such as state highways. Land uses include a wide variety of businesses, such as retail stores, eating and drinking establishments, commercial recreation, service stations, automobile sales and repair services, financial businesses, personal services, and grocery stores.
- **Regional Commercial (RC).** This designation is for master planned landscaped settings for retail shopping that primarily serves tourists and residents within and surrounding the City. The proposed regional commercial centers may be located to the north adjacent to a future interchange or within the City of River Falls.

3.5.3 Industrial

- **Office Park (O).** This classification provides sites for administrative, financial, business, professional, medical, and public offices; and small-scale restaurants (as a related use only) in areas where retail and other community commercial uses are not appropriate. The area along Second Street and at the junction southeast of Chapman

Drive and County Trunk Highway U would be considered office districts.

- **Business Park (BP).** Business parks shall provide areas appropriate for moderate to low intensity industrial and business park uses capable of being located next to commercial and residential areas with minimal buffering. Allowable uses include light manufacturing, wholesaling, distribution and storage, limited retail, and small-scale restaurants (as related uses only) and shall be in master planned landscaped settings. No raw or hazardous material processing will be allowed.
- **Industrial (I).** Provides and protects industrial lands for the full range of manufacturing, agricultural, industrial processing, general services, and distribution uses. Unrelated retail and commercial uses would not be permitted. Proposed performance standards in the zoning ordinance will minimize potential environmental impacts. This zoning classification may apply to existing industrial parks and future industrial parks.

3.5.4 Public Facilities and Services

Public facilities and services consist of schools, governmental offices, and other facilities that have a unique public character. Private offices or industrial facilities are not shown as public.

- **Public/Institutional (PI).** This classification provides for universities, schools, churches, childcare facilities, human service facilities, museums, libraries, fire and police stations, government offices, and other facilities that have a unique public character. Where uses already exist on lands designated “public/institutional” they are encouraged to remain on the site unless shown as part of a proposed redevelopment district.
- **Park (P).** This designation provides for parks, recreational complexes, public and private golf courses and other active and passive areas. Private parks such as golf courses are considered limited special use parks.



Swinging Bridge in Glen Park.

- **Conservancy (CV).** This designation provides for conservancy areas based upon riparian corridors, bluffs, bluff tops and other resources protection areas. The mapping of environmental resources, conditions, and constraints provide for conservancy areas. Existing parcels in which all land is within a conservancy area may cluster residential developments at 1 unit per 10 acres.
- **Historic Preservation Neighborhood and Conservation (HP).** This designation is designed to preserve sites, residential areas, and business districts. It provides for preservation and conservation of the developed character of these sites and areas so that permitted uses and densities are consistent with developed densities. A wide range of residential uses, such as apartments, townhouses, single-family detached houses, and retail are permitted.
- **Corridor Protection Area and Scenic Corridor.** Throughout the public participation process, protection for the natural resources and protection from development along highway corridors were sited. To ensure this protection, standards such as setbacks and landscaping for development along the bluffs, rivers, and highways corridor and those areas that lack natural screening or vegetation will be needed.

Scenic corridors are recognized for their importance as unspoiled entryways into the city as well as natural corridors for protection of the environment and the river. To provide this type of protection detailed planning and landscaping will be required as part of the process. A corridor protection study should be conducted, and a plan and regulations developed for the region, which includes the City and four townships. By mapping and identifying these areas, it will provide protection and guidance for future development.

3.6 AMENDMENTS TO THE FUTURE LAND USE MAP

The Future Land Use map shall be update to show any changes from one land use classification type to another classification type. This shall not require a formal Comprehensive Plan amendment.



Paper Plane Statue outside the Library.

GUIDING AND IMPLEMENTING POLICIES

3-G-1 Work with the counties and towns to promote a compact City form and to regulate land use along corridors by planning and regulating development in the region.

3-1-I-1 Develop plans for future growth areas that provide details on design, phasing, infrastructure, land disposition, traffic system impacts, and affordable housing.

3-1-I-2 Develop standards for development along rivers and scenic corridors, entrance highways to the City, and roads within the Urban Area Boundary.

3-1-I-3 Develop a Kinnickinnic River Plan that protects and preserves the character of the river, watershed and its corridor throughout the region.

3-G-2 Guide developments within the Urban Area Boundary to ensure the efficient utilization of resources.

3-2-I-1 Prioritize the construction of infrastructure, amenities, and other public services within the Urban Area boundary to provide for the orderly phasing of development.

3-2-I-2 Develop minimum acreage, boundary contiguity, and standards of phasing infrastructure for annexation and/or attachment of property to the City.

3-2-I-3 Protect solar rights and access from encroachment by adjacent development.

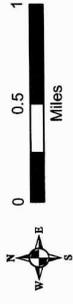
3-G-3 Promote/maintain the affordability of living in the City by developing land throughout the community at housing densities that make efficient use infrastructure via a designated mix of land uses that provides a balance of service, retail, and employment opportunities centrally or conveniently located to residential areas.

3-3-I-1 Establish minimum and maximum development intensities for all residential areas within the Urban Area Boundary.

3-3-I-2 Identify and plan for an adequate number of sites within the Urban Area Boundary available for service, retail, commercial, and industrial uses that are centrally or conveniently located to residential areas.

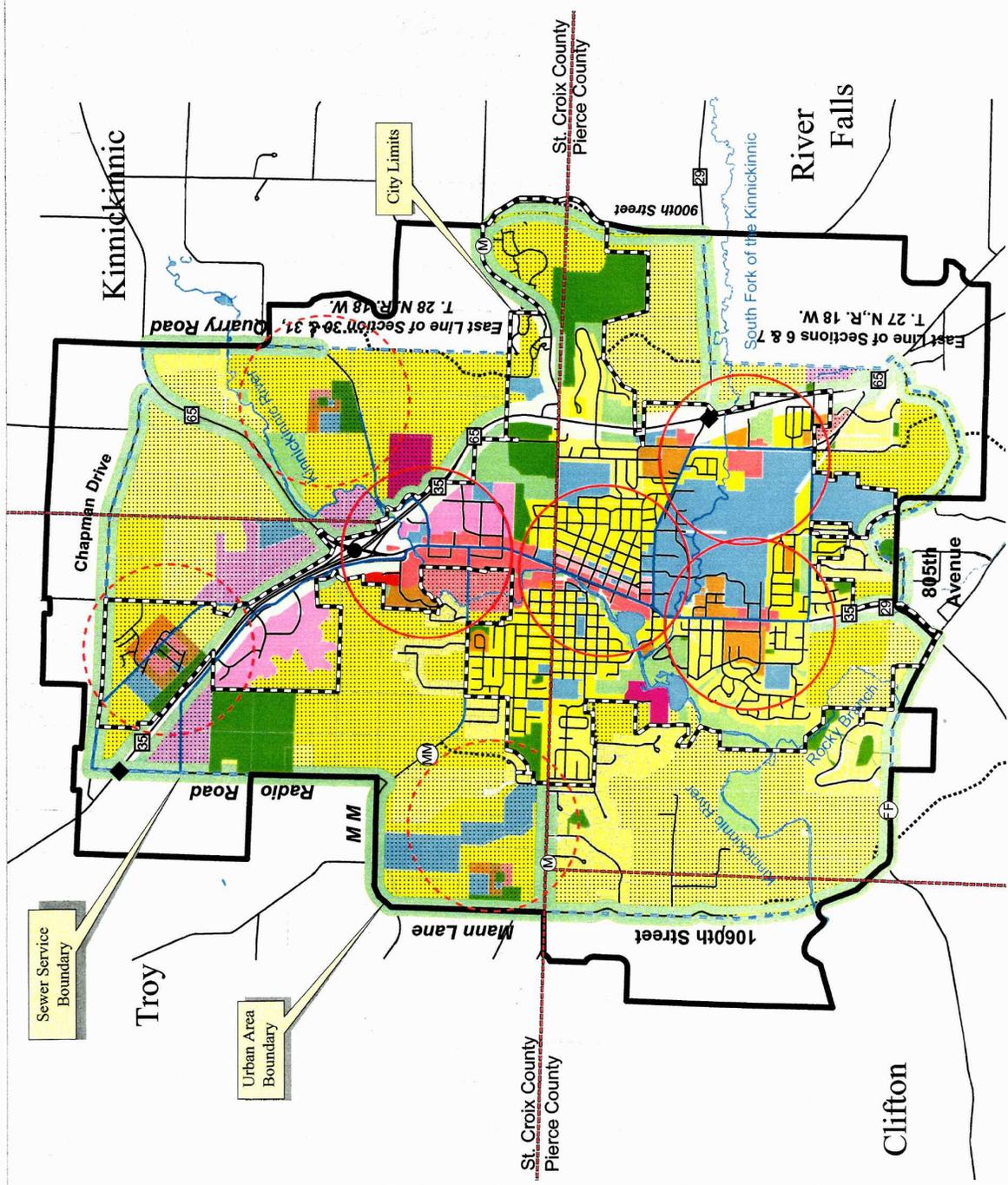
Sewer Service Plan Future Land Use as of 2000

- Residential Density**
- Corridor 0-1 DU/AC
 - Very Low 1-3 DU/AC
 - Low 3-6 DU/AC
 - Medium 6-9 DU/AC
 - High 9-12 DU/AC
- Commercial, Institutional & Industrial**
- Regional Commercial
 - Community Commercial
 - Office
 - Public / Institutional
 - Business Park
 - Industrial
- Park & Conservancy**
- Park
 - Conservancy
- Land Status**
- Land Use Proposed
 - Road Proposed
 - Road Existing
 - Transit Corridor Proposed
 - Sewer Service Boundary
 - Municipal Boundary as of 2004
- Commercial Service Area**
- Commercial Service Area (1/2 Mile Radius)
 - Neighborhood Center (1/2 Mile Radius)
- Intersection Location**
- Proposed Over/Underpass Locations



City of River Falls COMPREHENSIVE PLAN UPDATE

Figure 3-5
3-1718



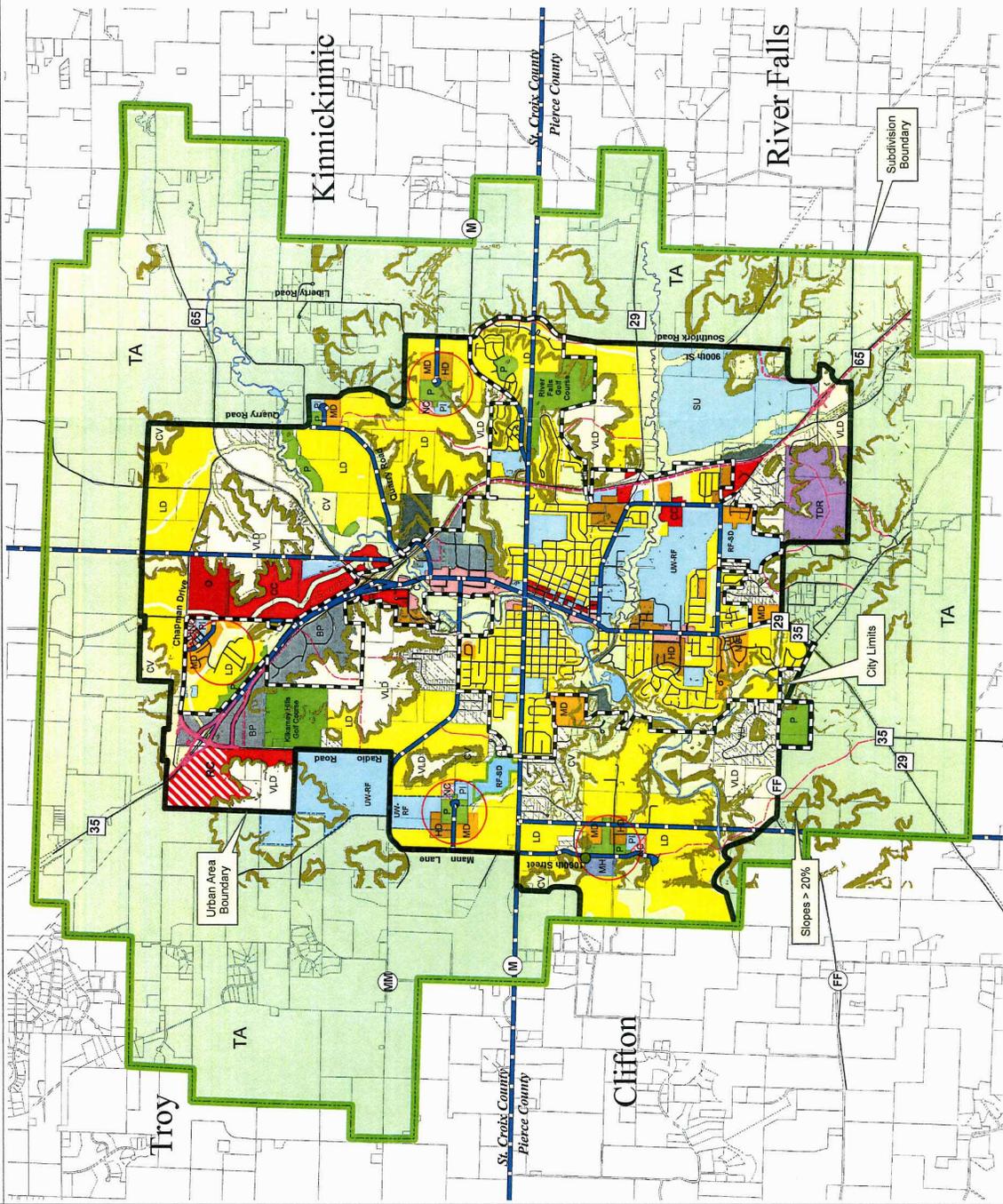
Future Land Use

- Residential Density**
 - Transition Area 1 DU/35 AC (TA)
 - Very Low Infill 1 DU/AC (VLD)
 - Very Low 1.1 - 3 DU/AC (VLD)
 - Low 2 - 4 DU/AC (LD)
 - Medium 4.1 - 8 DU/AC (MD)
 - High 8.1 - 12 DU/AC (HD)
 - Mobile Home Park (MHP)
 - Special Use (SU)
 - Transfer Development Rights (TDR) receiving area
 - Traditional Neighborhood Development (TND)
- Commercial, Institutional & Industrial**
 - Neighborhood Commercial (NC/TND)
 - Main Street Commercial (MSC)
 - Community Commercial (CC)
 - Regional Commercial (RC)
 - Office Park (O)
 - Public / Institutional (PI)
 - Business Park (BP)
 - Industrial (I)
- Park & Conservancy**
 - Park (P)
 - Conservancy (CV)
 - Slopes > 20%
 - Future Streets
 - Transit Corridor
 - City Limits
 - Urban Area Boundary
 - Subdivision Boundary



City of River Falls COMPREHENSIVE PLAN

Figure 3-6
3-19/20



CHAPTER FOUR



Viewing the Natural Landscape

GROWTH MANAGEMENT

Growth management is one of the concerns of River Falls' residents. In fact, growth and development create many of the problems cited by residents in past studies, surveys, and plans, including traffic congestion, lack of parking, uncertainty about future wastewater capacity, and loss of open space. Growth management will be addressed throughout the Comprehensive Plan by policies that direct the timing, location, character, and quality of new development.

- Growth management involves providing an appropriate balance between growth in residential and employment opportunities and the natural resources. This is particularly a concern in River Falls where the cost of housing has outpaced

the income of residents who work within the City. The broad relationship between employment-based land and residential land supply as it currently exists will be analyzed to assist in determining the mix of land use that may be needed when planning and developing large tracks of vacant land.

- Providing for a mix of housing densities and products will contribute to a mix in housing costs for neighborhoods.
- Promoting urban density, infill development, and development contiguous to the City over development at the periphery of the Urban Area Boundary line are key components of growth management.

- Development within the City and contiguous to the City can be designed to be fully compatible and to integrate with surrounding neighborhoods, at densities that support the construction of affordability.

Experience across the country has demonstrated that meaningful growth management cannot be successful if attempted by one jurisdiction in isolation from neighboring jurisdictions. During public hearings and surveys for this Plan, citizens have repeatedly called for intergovernmental cooperation in addressing growth management issues and have increasingly demanded a coordinated approach to multijurisdictional/regional planning.

Through a multijurisdictional Comprehensive Planning grant, the City of River Falls is working closely with the Town of River Falls in developing Comprehensive Plans. In concert, we are working with the adjacent Towns of Troy, Kinnickinnic, and Clifton, and the Counties of St. Croix and Pierce in developing the City’s Comprehensive Plan. This Comprehensive Plan update proposes changes to the existing development patterns that will decrease sprawl and promote affordability, which is serviced in a more cost-effective way by existing infrastructure and land use patterns. The City’s policy of using infill and development within an Urban Area Boundary will produce a more compact urban form that cannot be achieved unless there is cooperation between jurisdictions. Without cooperation, these policies will simply mean more growth rather than directed growth. The growth management issues are addressed in the following Plan elements:

- Growth Management Methods,
- Population Growth and Projections,
- Growth Management – the Region,
- Growth Management – the Urban Area, and
- Urban Area Staging Plan.

Additional growth management issues are referenced and addressed in other chapters in this Plan. The following themes and guiding policies apply to this chapter:

THEMES

- **Sustainable Growth.** Ensure that development is sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.
- **Urban Form.** Promote a compact urban form that encourages sensitive/compatible infill development.
- **Transportation Alternatives.** Maintain and promote alternative modes of transportation.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services for residents.
- **Intergovernmental Cooperation.** Maintain a cooperative intergovernmental perspective with the towns, counties, and state, and work with private and governmental entities towards that goal.

4.1 GROWTH MANAGEMENT METHODS

The term *Growth Management* or *Smart Growth* often means different things to different people. Some use it as a code to stop growth; others believe that it means that local governments should simply provide all services needed for land development whenever and wherever a demand occurs.

This Plan defines *Growth Management* as:

- Identifying the proper geographic location of various land uses for future growth;
- Determining the appropriate scale and intensity, or density of future growth; and
- Establishing an appropriate rate, pace, or phasing of future growth based on the natural and financial resources required to sustain that growth.

The Wisconsin State Statutes, define *Smart Growth* areas as areas that will enable the development and redevelopment of land with existing infrastructure and municipal, state, and utility services where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities that have relatively low

municipal, state, governmental, and utility costs. Working together the City, towns, counties, and the State have an excellent opportunity to achieve meaningful Growth Management/ Smart Growth in the near future.

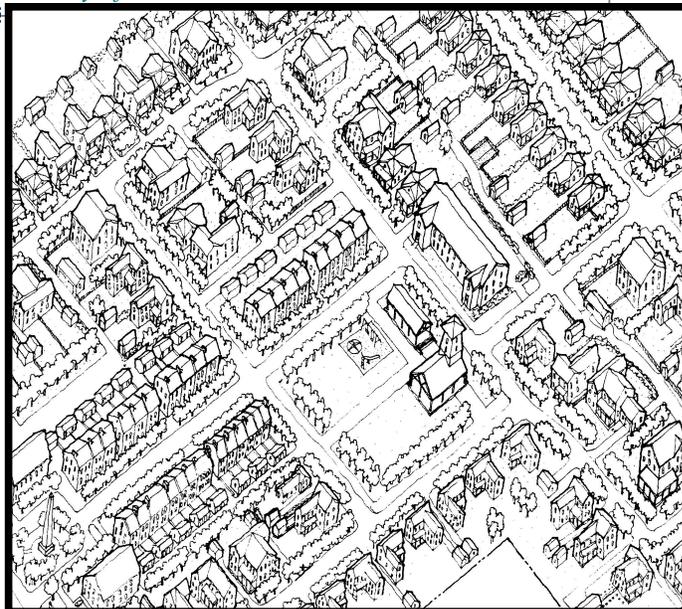
The following methods may help in future planning to create a compact urban form and efficient development patterns.

4.1.1 Urban Area Boundary

The City and towns have been working with the same extraterritorial zone that is 1.5 mile from the City limits since 1974. In October of 2000, the City of River Falls, adjacent four Towns of Troy, Kinnickinnic, River Falls, and Clifton, Counties of St. Croix and Pierce, and the State approved and adopted a Sewer Service Area Plan and Boundary. The Boundary follows identifiable, physical boundaries, such as Chapman Drive, Quarry Road, 900th Street, FF, 1060th Street, Mann Lane, MM, and Radio Road (see Figure 3-5).

This document recommends an Urban Area Boundary that provides readily identifiable physical barriers such as existing property lines, roads, and topography. As the future growth area annexes or is attached (area between the Urban Area Boundary line and city limits) the City will determine the range of capital improvements and public services will be provided. The future growth area is intended to be compact to prevent residential sprawl and to preclude the uneconomic dispersion of future capital investment by the City.

Beyond the Urban Area Boundary, the Plan does not advocate large expenditures for utility extension, road building or large amounts of new development. The creation of a separate town and county water and sewer system, and the extension of water lines outside the Urban Area Boundary, may undermine the goal of a well-defined, compact urban form. Regional planning and cooperation between the City, towns, and counties is essential as increased pressure mounts for development of land outside the Urban Area Boundary.



TNDs allow planned increased densities.

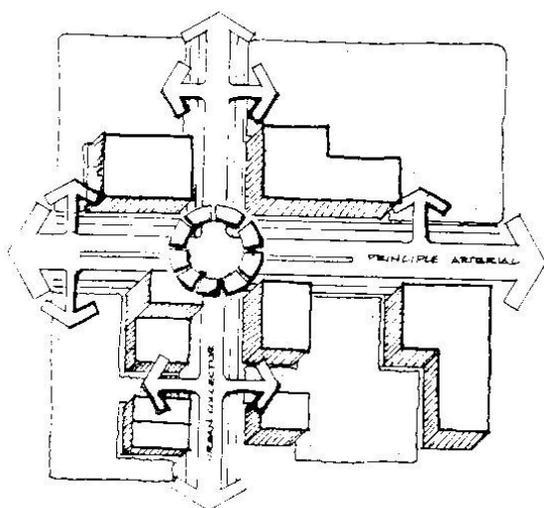
4.1.2 Annexation

In order to achieve a compact urban form, the City should be prepared for growth within the Urban Area Boundary. The counties and towns must work together to manage land development outside the Urban Area Boundary and to make more efficient use of resources within the urban area. The City's recent 2004 proclamation for declaration of attainment of Third Class City Status allowed for a three-mile extraterritorial subdivision of plats jurisdiction.

4.1.3 Increased Densities

Higher densities should be encouraged within the future growth areas between the Urban Area Boundary line and City limits. This approach does not necessarily require greater building heights, but rather greater massing on specifically identified infill sites within the Urban Area Boundary.

Higher densities help create efficient use of existing and future roads, utilities, help ensure cost efficiency, public transit, services and may provide a more affordable home.



Street Connectivity Pattern in Which Buildings Rather Than Parking Lots, Dominate the Appearance of the Streetscape.

4.1.4 Decreased Densities

The bluffs and major roads and highways are key features in defining the edge of River Falls' physical development. These boundaries are important aspects of the community's sense of health and well-being and give visual proof that land is more than a mere commodity in River Falls. However, this sense of land preservation and overall community interest clashes with the highly prized American value of individual property rights. A transfer of development rights (TDR) program is one solution to the land use planning conflict.

4.1.5 Transfer of Development Rights

TDR allows landowners and developers to develop land in areas more appropriate for development while leaving other lands undeveloped. This is often achieved by providing increased densities to the developer in what is referred to as a **receiving area**, in exchange for keeping land undeveloped in what is referred to as a **sending area**. Local governments have saved open space, farmland, and environmentally sensitive land using this method.

4.1.6 Growth-Rate Ordinance

Some cities have regulated by ordinance, the number of annual residential building permits granted. This Plan does not suggest that a growth-rate ordinance be applied within the Urban Area Boundary. A growth-rate ordinance is a way of monitoring and managing growth and infrastructure.

4.1.7 Commercial Centers Versus Strip Development

The City of River Falls was created around a neighborhood center referred to as Main Street that is considered the heart of the City. This Plan attempts to provide neighborhood commercial services that would be limited in size and other nonresidential uses off major arterial roads, particularly in future growth areas, through the use of TNDs. This helps encourage pedestrian use within the Urban Area Boundary and creates centers or "nodes," that may be easily serviced by future bus systems. The centers must be clearly shown on all development plans and described to potential residents. In addition, key components of these traditional neighborhood centers, such as community service centers, post offices, and at least some of the retail buildings, may be constructed in the initial phase of development.

4.1.8 Urban Area Staging Plan

To direct public and private expenditures, this Plan recommends a staging plan which sets priorities for development in various locations within the Urban Area Boundary. Based on the availability of nearby utilities, especially sewer and water lines, and adequate road capacity, there are certain vacant or underdeveloped lands within the Urban Area Boundary that may receive higher priority for future development than other areas. This chapter identifies those areas along with new areas for future growth.

4.1.9 Housing Needs and Growth Analysis Program

In 1999 a City housing committee completed a housing needs assessment and growth analysis for the City. The assessment included an inventory of housing types, needs, and parcels within the City to develop and redevelop and included actions needed to support housing needs and programs. The assessment has helped to provide a means of identifying issues and needed housing. This information needs to be updated. The study may be used to evaluate the possible future need for other growth management techniques.

4.1.10 Cooperative Boundary Agreement

Under the authority of §66.0307 of the Wisconsin State Statutes, communities are entitled to set boundary lines between themselves when they are parties to cooperative boundary agreements approved by the communities and the Department of Administration. The City of River Falls and the Towns of Troy, Kinnickinnic and River Falls are working on Cooperative Boundary Agreements.

4.1.11 Summary

For future planning the above growth-management methods will help in creating a compact urban form and efficient development patterns. These methods may be used in various ways to integrate and guide the development of the River Falls area in the future. This list of growth management methods reflects an integrated approach and should not be used as a menu from which to select some methods and exclude others. These methods will help in providing a balance for future urban development.

4.2 POPULATION GROWTH AND PROJECTIONS

In the development of this Comprehensive Plan, it was important to know that a relationship existed between planning

elements and that these elements must be considered in the formulation of the Plan. There is a bond between population, environment, and land use. Population affects land use through the environmental and geographic features of the community, and the geography dictates to some extent the desirability of the community and the location of certain land uses. These planning elements of population, environment, and land use serve as indicators for the future growth and vision of the community.

4.2.1 Historic Population Trends

River Falls has experienced tremendous growth since 1940. After the arrival of Joel Foster in 1848, River Falls experienced relatively slow growth until 1940. With a population of 12,560 in 2000, River Falls has experienced an approximate 350% increase since 1940. Table 4.1 illustrates the growth trends in the area since the 1900s. Four towns and two counties that have become multi-growth areas surround the City of River Falls. The following sections contain information on the population characteristics of the City of River Falls. Data was obtained from the U.S. Census, Bureau of Information, City of River Falls, and governmental units.

4.2.2 Existing Population

River Falls and the surrounding communities have all experienced rapid growth between 1970 and 2000. The 1990-2000 growth rates are 12.2% for Pierce County, 25.7% for St. Croix County, 4% for the state, and 9.8% for the nation. As shown in Table 4.2, the City of River Falls has the second to lowest growth rate (18.7%), and Pierce County the lowest (12.2%). The surrounding four towns and St. Croix County had higher growth-rate percentages.

Table 4.2 shows that River Falls has been a growing City located within a growing region. In the 30 years from 1970 to 2000, Clifton Town increased by 165%, Kinnickinnic Town by 85%, Troy Town by

140%, and River Falls Town by 40%. In 2000, with a population of 9,022, the surrounding towns have increased by 99% since 1970. Since 2000, the trend has continued. There has been a noted rise in the equalized value of rural residential housing due to this growth trend.

There has also been a rise in the nonfarm population within the towns and counties, as shown in Table 4.3. The population trends of River Falls and its surrounding towns and counties have taken a consistent upward turn. According to the projections by the West Central Wisconsin Regional Planning Commission, Troy Town will continue to grow faster than the rest of the county. These trends have many causes and will impact the environment and will increase the need for provision of services, infrastructure, and transportation.



According to the 2000 census, over 50% of the River Falls workforce report working outside the City. Traffic Congestion between River Falls and the Twin Cities is a growing issue.

4.2.3 Population Projections

Estimating population projections is much like predicting the weather. Although an effort is made to estimate an actual temperature, it is more important to forecast the trend that will occur. In the instance of population, it is important to identify a population growth or decline. All indications

are that the population will continue to increase. The increase may be as rapid as experienced between 1960 and 1980. The following elements will impact, guide, and manage growth:

- Proximity to the Twin Cities area,
- General land use policies,
- Improved infrastructure, such as upgrading the State Highway from two lanes to four lanes and availability of water, sewer, and services,
- Future Land Use plans and zoning, and
- Boundaries, such as an Urban Area Boundary, extraterritorial boundary, and sewer service area boundary.

There are various ways to project population for the future. Many factors, such as location, annexation, commercial and industrial development, and historic trends, will contribute to a continuing growth in population during the next years. As noted above, outside forces, such as the growth of the Twin Cities, the towns, and counties, will have an influence. Also the future extension of the two to four lanes on State Trunk Highway 35 and 65 to the south connecting River Falls with the Metropolitan Area. Tables 4.4 and 4.5 provide population projections for the future for the City of River Falls from a variety of sources and models. The West Central Wisconsin Regional Planning Commission population projections for St. Croix County and Pierce County are:

- St Croix County an additional 12,427 (75,582) for 2010 and 14,246 (89,828) for 2020;
- Pierce County, 2,486 (39,290) for 2010 and 2,847 (42,137) for 2020; and
- Combined projected population for St. Croix and Pierce Counties is 112,386 for 2010 and 131,965 for 2020.

Table 4.1 River Falls Area Population History.

Year	City of River Falls		Surrounding Towns*		Pierce and St. Croix Counties	
	Population	% Change	Population	% Change	Population	% Change
1900	2,008		3,299		50,773	
1910	1,991	-0.8%	3,033	-8.1%	47,989	-5.5%
1920	2,273	14.2%	2,990	-1.4%	47,769	-0.5%
1930	2,363	4.0%	2,819	5.7%	46,498	-2.7%
1940	2,806	18.7%	2,558	-9.3%	46,313	-0.4%
1950	3,877	38.2%	2,633	2.9%	47,353	2.3%
1960	4,875	25.7%	3,010	14.3%	51,667	9.1%
1970	7,238	48.5%	4,526	50.4%	61,006	18.1%
1980	9,036	24.8%	6,503	43.7%	74,411	22.0%
1990	10,610	17.4%	7,052	8.4%	83,016	11.6%
2000	12,560	18.40%	9,022	28%	99,959	20.40%

* Troy, Kinnickinnic, River Falls, and Clifton.
Source: U.S. Census, Bureau of Information.

Table 4.2 Population Growth in the River Falls Area.

	City of River Falls	Clifton Town	Kinnickinnic Town	Troy Town	River Falls Town	Pierce County	St. Croix County
1970	7,238	612	755	1,517	1,642	26,652	34,354
(%)	(24.8)	(59.3)	(39.2)	(52.2)	(32.0)	(16.9)	(25.9)
1980	9,036	975	1,051	2,309	2,168	31,149	43,262
(%)	(17.4)	(14.8)	(8.4)	(23.4)	(-10.3)	(5.2)	(16.2)
1990	10,610	1,119	1,139	2,850	1,944	32,765	50,251
(%)	(18.7)	(48.0)	(22.9)	(28.5)	(20.5)	(12.2)	(25.7)
2000	12,560	1,657	1,400	3,661	2,304	36,804	63,155

Source: U.S. Census (2000).

Table 4.3 River Falls Rural Population in 2000.

Population	Kinnickinnic	Troy	Clifton	River Falls
Farm	212	283	194	148
Nonfarm	907	1,661	945	846
Total	1,119	1,944	1,139	994

Source: Bureau of Intergovernmental Relations (2000).

Table 4.4 Population Projections City of River Falls.

Source	2010
West Central WI Regional Planning Commission (low)	13,412
West Central WI Regional Planning Commission (high)	20,388
River Falls Planning Department (numeric)	11,685
River Falls Planning Department (geometric)	16,366
River Falls Planning Department (linear)	13,476
River Falls Planning Department (exponential)	17,993
Farmland Preservation Plans (MCD Models)	12,630
Wisconsin Department of Administration	13,877
Average	15,000

Trend: 10-25% growth per decade

Table 4.5 Forecast of Housing Units, Households, and Population.

	2000	2005	2010	2015	2020	2025
Housing Units	4,345	4,945	5,745	6,645	7,545	8,395
Households (occupied)	4,269	4,797	5,573	6,446	7,319	8,143
Average Persons per New Household	-	2.7	2.7	2.7	2.7	2.7
Population	12,560	13,985	16,080	18,437	20,794	23,020
Residential Land acres*	-	-	259	291	291	275
Commercial Land acres**	-	-	32	29	29	35
Industrial Land acres**			45	56	56	55

Source: U.S. Census for 2000 and projection by SRF Consulting Group.
 Working Paper: Existing Conditions Forecast of Land Development, 2000 to 2050.
 Assumed housing vacancy rate: 2+%* This is gross acreage at 3 du's per acre. **This depends on the development and regional needs. No existing or future agricultural lands are projected within the City.

Table 4.6 UWRF Enrollment History.

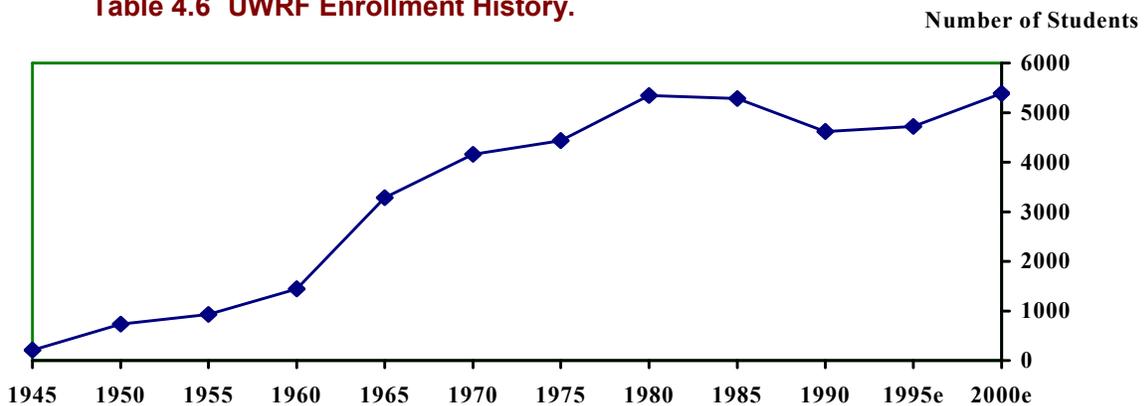


Table 4.7 UWRF Enrollment.

Full-time Equivalent (FTE) and Official Head Count (HC)

Year	FTE	HC	Year	FTE	HC
1980	5,220	5,339	1995	4,719	5,186
1985	4,954	5,284	2000	5,382	5,914
1990	4,614	5,196	2004	5,248	5,837

**River Falls–UWRF
Population History Comparisons**

Year	University	City
1950	731	3,877
1960	1,445	4,875
1970	4,156	7,238
1980	5,339	9,036
1990	4,614	10,610
2000	5,382	12,560

4.2.4 University of Wisconsin-River Falls

The UWRF, formerly known as River Falls State College, was incorporated in 1875. The University, as an entity, impacts the community in many ways. As a population group, the University population is the largest, single, identifiable segment. UWRF indicates future growth and enrollment as follows: A full-time equivalent (FTE) is considered 12 credits. Total FTE is usually 90 to 92% of the head count (HC). Head count figures include the number of part-time students.

The University’s population has an important impact on the City of River Falls in terms of housing, jobs, transportation, recreation, water consumption, and waste water processing. For 1990, 50% (2,307) were student residents (4,614 full-time). In this population analysis, 50% of the FTE students would be considered residents of River Falls (3,043-58% in 1999). Tables 4.6 and 4.7 provide the UWRF enrollment history and the City of River Falls and UWRF population history comparison.

4.2.5 Median Age

Comparison of the median age of residents in River Falls with the median age of

residents in the counties, region, state, and nation shows that youth is a dominant characteristic of the City’s population (Table 4.8). Although the median age is generally becoming older as the baby-boomer generation ages, it is important to note that UWRF has an impact on the dominant character of the City’s population, which is reflected in the number of people in the 15 to 24 age group.

As of the 2000 census, the City of River Falls, has a younger median age than surrounding towns and similar size communities in the State of Wisconsin. The City of River Falls also has a smaller population of persons in the under 18 age group, and a smaller population of persons in the 65 and over age group. A higher percentage of children are under 18, indicating that young childbearing couples are selecting rural home sites. (Table 4.9)

Table 4.8 River Falls 2000 Comparative Median Age.

	Median Age (in years)
River Falls	23.6
St. Croix County	35.0
Pierce County	32.1
Region	35.6
Wisconsin	36.0
United States	35.3

Table 4.9 2000 Population—Age and Sex Distribution City of River Falls and Surrounding Area.

Location	Population	% Male	% Female	% Under 18	% 65+	Median Age
River Falls	12,560	45.5	54.5	17.9	8.6	23.6
Pierce County	36,804	49.3	50.7	24.4	9.6	32.1
Clifton Town	1,657	52.7	47.3	30.9	5.7	36.2
River Falls Town	2,304	50.7	49.3	28.6	6.2	36.8
St. Croix County	63,155	50.0	50.0	27.9	9.9	35.0
Kinnickinnic Town	1,400	49.6	50.4	29.2	7.4	37.0
Troy Town	3,661	51.5	48.5	30.1	5.2	36.5
State of Wisconsin	5,363,675	49.4	50.6	25.5	13.1	36.0

Source: U.S. Census (2000).

4.2.6 Diversity

River Falls has a relatively low minority population. The largest minority group is of Asian or Pacific Islander origin. This group totals 139 or 1.01% of the total population in 2000. The other minority groups combined makes up less than 1% of the City’s population. The City will foster respect and encourage an increasingly diverse community.

Table 4.10 Diversity.

Ethnic Background	Number	Percent
White	12,129	96.6
Black	66	0.5
American Indian, Eskimo or Aleut	45	0.4
Asian or Pacific Islander	139	1.01
Other Race	181	1.4
Total	12,560	100.00

4.2.7 Changing Demographics

In the upcoming years, the most dramatic change within the River Falls’ region may be the overall aging of the population, instead of the high rate of population growth that marked the 1970s and 1980s. By the year 2020, there may be fewer residents between the ages of 35 and 54 in the region. Meanwhile, the number of residents age 55 and older will have increased. By 2020, approximately 30% of the region’s population may be over 65. Between 1990-2020, the region’s number of residents’ age 65 and older will have tripled.

One of the fastest growing counties in the State of Wisconsin, St. Croix County, is projected to increase in population by 68% from the 2000 count and will need approximately 15,800 new housing units. An estimated 30% of these owner occupied units may be occupied by resident’s age 55 and older. Among this age group, the average “person-per-dwelling” is only expected to be 1.5. Meanwhile, an estimated demand may also exist for approximately 4,500 additional rental units (30% of all new units) in the River Falls region between 2000-2020. As a result of these and other factors, including River Falls’ current lack of affordable housing, there may be a greater need to provide smaller homes on smaller lots that require less maintenance and are located near urban services and facilities.



American Farmland Trust Logo.

4.3 GROWTH MANAGEMENT The Region

Growth management in the River Falls region, which consists of the Towns of Troy, Kinnickinnic, River Falls and Clifton, including parts of St. Croix and Pierce Counties, can be more effective if the entire region is planned and regulated as one area. Effective growth management for the City of River Falls means addressing land outside the Urban Area Boundary as well as land within the Urban Area Boundary. While the City has designated an Urban Area Boundary, the City will work with the towns and counties to create effective growth management for the larger region. The Region contains various physical and visual features that require it to be planned and regulated as one area. The key features to be included within the Region and Urban Area Boundary include:

- The St. Croix River, Kinnickinnic River, Rocky Branch, and their tributaries;
- The natural landscapes of the bluffs;
- State Highways 35, 65, and 29 from the north, east, and south, and County Trunk Highways MM and M from the east and west, where motorists first glimpse River Falls.

4.3.1 Location of Regional Growth

Pierce and St. Croix Counties have a population of approximately 100,000. The Department of Administration showed a population of 105,000 for 2002, with over 65% of that population in St. Croix County. Recent projections from Wisconsin Demographics show the population of St. Croix County, which includes the City of

River Falls, increasing 68% from 2000 to 2030. In real numbers, that means the population will increase from 63,155 in 2000 to 106,000 in 2030.

This raises a critical question—Where should development occur to house these new residents? Within the **future growth area** (the area between the urban area boundary line and city limit) a new population of approximately 27,475 people can be accommodated. This future growth area contains large, vacant tracts of land that could absorb a large part of the future development. Total urban plan build-out in this area could accommodate approximately 10,176 new dwelling units based on a variety of density requirements and the existence of vacant land. While some growth can be expected to continue outside the Urban Area Boundary, the City might alleviate some of the growth pressure by providing needed infrastructure to encourage development within the future growth area.

A 1999 Housing Needs Assessment reports and the 2000 census show that 30 to 40% of all housing built will be needed for low-income to workforce households with income under \$50,000. This points to a need for urban scale development of smaller lots and homes. The most appropriate location for this type of development is within the future growth area within the Urban Area Boundary. *As stated in the St. Croix County Development Management Plan of 2000*, new development in and around urban areas should be at a scale and density consistent with the historic development pattern of those urban communities. These areas are referred to as urban planning and transitional planning areas.

Development with a mix of commercial, civic and residential densities such as those found in a TND, should be preferable to traditional large-lot development. Some of the major advantages of mix development include lower per dwelling unit costs for provision of central water and sewer service, increased common open space, a greater sense of community, and decreased reliance on ground water and septic systems.

However, increased development pressures for clustered high-density development outside the Urban Area Boundary may draw demand away from the Urban Area Boundary and make it difficult to achieve the compact urban form this Plan promotes. Developing a land use plan for the region outside the Urban Area Boundary should involve creating the same detailed land use definitions as the ones provided within the Urban Area Boundary in this Plan. Clustered high-density development outside the urban area should be “development receiving” areas in transferring development rights from nearby open vacant land to create a vast acreage of surrounding open space. These new clustered high-density areas should be strictly limited in number in the region.

4.3.2 Planning for Regional Growth

The following issues and problems exist within and outside the Urban Area Boundary:

Subdivision of Land. There is the potential of hundreds of vacant lots within and outside the Urban Area Boundary, which could be residentially developed. Many, if not all, of these lots could be approved for development with individual domestic wells and septic tanks. There is a need to limit future subdivision of lands and building permits requiring domestic wells and septic tanks, within the Urban Area Boundary.

It is important to the public health, safety, and welfare to protect the supply of ground-water, already relied upon by thousands of residents. To ensure that future development take place in a timely manner, phased and

consistent with this comprehensive plan there may be a need for a sunset ordinance. This may ensure that future developments are not a financial burden in regard to infrastructure and land use development. Under such an ordinance plans would be considered valid for a period of time. After that period of time, the master plan or development plan will be invalid. City building permit has such requirements.

Road Capacities. There is a need for a detailed volume-to-capacity study to be conducted for accurately identifying areas of traffic congestion. This study will help guide land development being reviewed or considered within and outside the Urban Area Boundary, also within the three-mile subdivision and platting jurisdiction of the City.

Transportation alternatives to the automobile should be of primary importance. This would require urban density and land uses that promote and support transportation alternatives such as multi-modal transportation. For transit to be successful there will be a need to plan with the state, counties, towns, developers and public to ensure and supports transit.



Corridor Protection and Open Space.

Throughout the public participation processes protection of the natural resources and highway corridors were cited. To ensure this protection, standards such as setbacks and landscaping for development along the top of the bluffs, rivers and highways may be needed. Protection is especially needed for those areas that lack natural screening and vegetation. This will require detailed master planning and landscaping. A Corridor Protection Study with the state, counties, towns and city should be conducted, and a plan developed for the region, where limited development zones are mapped and transfer of development rights could be allowed that would provide equivalent development capabilities for buffer.

Open space must be specifically mapped in a plan that identifies publicly accessible land, as well as private “reserves” required to enhance the openness of River Falls’ landscape. The Wisconsin Department of Natural Resources (WDNR) holdings, other state, county, town, and City-owned lands, should be considered.



Water Supply. The majority of the regional growth should occur within the Urban Area Boundary in consideration of a number of factors:

1. Although groundwater is presently plentiful and sufficient, it is finite, and the consequences of the continued mining could be disastrous;
2. A soundly designed regional water system achieved in cooperation with the

immediate neighbors is not a necessity but is a viable option, and most residents of the region should be served by a central water system for the purpose of consistent, long-term quality, and protection of the ground water resources that supply their needs;

3. Because the regional approach contributes to securing supply sources for a large number of people, it also helps in reducing the per-capita costs of the necessary infrastructure; and
4. The more wells that are in the ground the greater the possibility of contamination of the underground water system.

Sanitary Sewer. High-density development within or outside the Urban Area Boundary should not be allowed based on reliance upon an area or individual septic tank. The negative effects of septic tank proliferation does not stop at the City limits, and the need for centralized sewer systems in urban areas becomes more evident as the level of nitrate contamination of the ground water rises. Urban density development should only occur in specific designated areas and should be conditional on a high feasibility of installing or connecting to a centralized sewer system to serve those areas.

**4.4 GROWTH MANAGEMENT
The Urban Area**

This Comprehensive Plan’s Urban Area Boundary & Future Land Use map (Figure 3-6, Page 3-19/29) represent a **possible build-out scenario** for the Urban Area Boundary. The Urban Area Boundary is divided into five subareas (Figure 4-1) as follows:

1. Infill Development within the City,
2. Approved Development as of 1999,
3. Future Growth Area,
4. UWRF, and
5. Resource Protection Areas.

The highest priority is infill development and approved development. Some major infill and approved development include Sterling Ponds, Boulder Ridge, Highview Meadows and Spring Creek Estates. Future Growth Areas (the area between the urban area

boundary line and city limit) include those large vacant tracts of land with development potential at urban densities as diagramed on the Future Land Use Map.

Table 4.11 indicates the total potential dwelling units and population. Infill, approved developments and the future growth area can accommodate approximately 12,880 residential units on net developable land with a population of approximately 34,776 residents at 2.7 persons per housing unit. Net developable is land without constraints. Twenty percent and greater slopes, stormwater, shoreland, future parks and existing arterial roads were excluded. It should be noted that this is a projection for the total build-out for the future and does not reflect a set period of time. This Plan does provide 10- and 20-years projections for development within the Urban Area Boundary.

Table 4.11 Development by Subarea*.

	Housing Units at Build-Out	Population at Build-Out
City Infill Development		
Sites, lots and Subdivisions	400	1,080
Approved Development as of 2001		
Sterling Ponds	632	1,706
Boulder Ridge	176	475
Highview Meadows & Royal Oaks	392	1,059
Royal Oaks	113	305
Spring Creek Estates	510	1,377
Future Growth Area		
Developable Land	10,176	27,475
Existing Homes	481	1,299
Total	12,880	34,776

* *Approximately*

The City of River Falls has continued to grow to the north and northeast over the last decade. When the Comprehensive Plan was last updated in 1995, 70% of the City was located in Pierce County, with 30% in St. Croix County. Since then, a majority of the new growth and annexations to the City have occurred in St. Croix County. Continued development in this part of the City of River Falls could cause acute volume-to-capacity

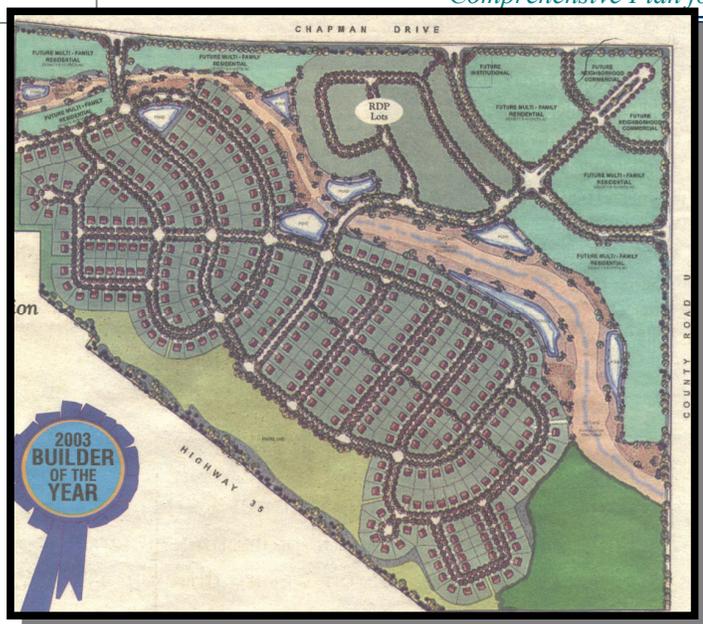
road problems. An urban interchange has been studied, and is planned at the intersection of State Highway 35 and Chapman Drive. Left undirected and unchecked, growth will continue to push north along State Highway 35. The major impact of this direction of growth would be on the road systems in the northern part of the urban area.

A geographic balance of growth is an important consideration for the future of the urban area. Growth management within the Urban Area Boundary is addressed by the policies in this document. Growth management outside the Urban Area Boundary will require more study by the City, towns, counties, and state. Other options related to growth management, such as adoption of a growth-rate ordinance, will be investigated, with particular attention paid to potential fiscal impacts and infrastructure.

Approved Housing Units. Approximately 10% (221) of the approved 2,223 housing units have been built as of 2004. This figure includes developments approved as of 2001:

Developments	Units*
Sterling Ponds	632
Boulder Ridge	176
Highview Meadows	392
Royal Oaks	113
Spring Creek Estates	510
City Infill Units	400
Total	2,223

The 2,223 figure falls within minimum expected demand for additional housing units by 2020 (1,972-3,480). An estimate of the housing units at build-out was provided at the time of annexation. These developments are phasing in their housing units. Therefore it is uncertain when and what percentage of these housing units will be constructed. As a result it will be necessary to monitor approved phasing and number of housing units in regards to future demand and the impact on existing infrastructure (water systems, wastewater systems, roads, services, etc.).



Newspaper Advertisement for Sterling Ponds a TND Development.

4.4.1 Infill Development within the City

Infill development represents the highest priority for public investment in infrastructure for the City. In December of 1999, the City of River Falls drafted a Housing Needs Assessment. The assessment provided an inventory and analysis of properties with potential for residential development. This report determined that the City has the potential to absorb approximately 400 new housing units within the designated “infill area,” which includes vacant lots and existing subdivisions (pre-2001) and vacant infill sites. The Housing Needs Assessment indicated additional potential sites, some of these sites would require rezoning, building on difficult terrain, or development of public property for housing purposes. Approximately 100 of these housing units have been built as of 2004.

4.4.2 Approved Development

As noted above, there are four approved major developments that can absorb a large amount of land in the City. These include Sterling Ponds to the north, Boulder Ridge and Highview Meadows to the west and Spring Creek Estates to the south. They are noted on the Urban Subareas map (Figure 4-1) as #2 approved development.

Sterling Ponds. Is approximately 250-acre parcel annexed in 2002 and located on the north side of the City, just northeast of State Highway 35 and south of Chapman Drive. This is the first development to comply with the TND Ordinance. This development will consist of approximately 300 single-family residences on 130 acres, 332 multifamily housing units on 36 acres, a neighborhood commercial service area on 5 to 7 acres, and a 25-acre park and a future fire station for this area.

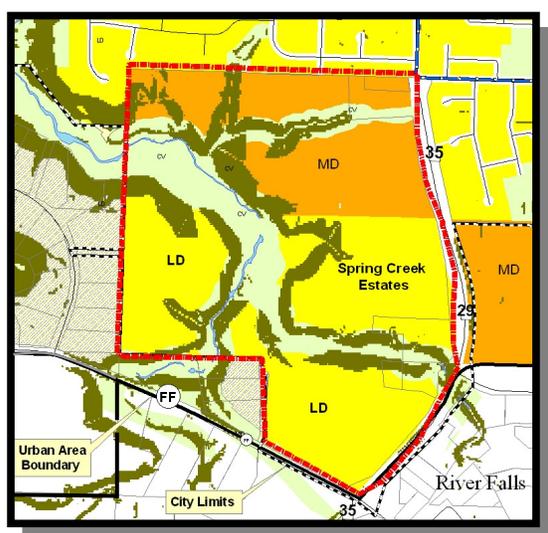
Sterling Ponds is a TND with a mixed-use neighborhood, including residential, limited commercial, and civic buildings. The mix of housing types and sizes will help accommodate households of all ages, sizes, and incomes. More than 30% of the residential units are designated as attached housing (multifamily) and small lots (50 feet in width). The neighborhood service area and parks are within a 15-minute walking distance through a variety of trails and sidewalks. Sterling Ponds provides approximately 2.7 Dwelling units per acre gross and for 4.0 dwelling units per acre net and approximately 1,706 future residents.

Boulder Ridge. This development consists of approximately 54 acres and is located east of the River Falls Hospital. Boulder Ridge plans for 75 single-family homes on 40 acres, and 101 multifamily units on 13 acres, for 3.4 dwelling units per gross acre and approximately 475 future residents. Slopes greater than 20% have been preserved. Sidewalks and a trail system flow through the property with a tot lot and a park near by.

Highview Meadows/Royal Oaks. Annexed in 2003 with approximately 206 and located on the eastside of the City adjacent to the River Falls Golf Club. Highview Meadows /Royal Oaks plans for 280 single-family homes on 123 acres, and 225 multifamily homes on 33 acres, for a net density of 3.3 dwelling units per acre 2.5 dwelling units per gross acre and approximately 1,363 future residents. There are 17-acres in parkland with a variety of sidewalks and trail systems with no development on slopes greater than 20%.

Table 4.12 Approved Development.

Development	Total Acres	Parks/Open space Acres/%	Residential Acres/%	Non-Residential Acres/%	No. of Dwellings	Population
Sterling Ponds	250	25 park, 46 open space, 28%	172 acres 69%	7 acres 3%	632	1,706
Boulder Ridge	54	0 park, 17 open space, 30%	37 acres 70%	0%	176	475
Highview Meadow /Royal Oaks	206	17 park, 24 open space, 20%	165 acres 80%	0%	505	1,363
Spring Creek Estates	227	84 open space 37%	143 acres 63%	0%	510	1,377
TOTAL	737	42 park, 171 open space, 29%	517 acres 70%	7 acres	1,823	4,920



Spring Creek Estates located South of the City of River Falls, west of State Highway 29/35.

Spring Creek Estates. Approximately 227 acres annexed in the City in 2004 and located to the northwest of the intersection of State Highway 29 and County Trunk Highway FF. The property was vacant, undeveloped land zoned agricultural within the extraterritorial area. Approximately 30% consists of Resource Protection Areas (RPAs) (slopes over 20% and the Rocky Branch River - floodplain area). The Spring Creek Estates would contain a mix of single family and multifamily housing with some extended care housing to the south. The development consists of approximately 202 acres and 510 dwelling units for 2.5 dwelling units per gross acre with a population of approximately 1,377.

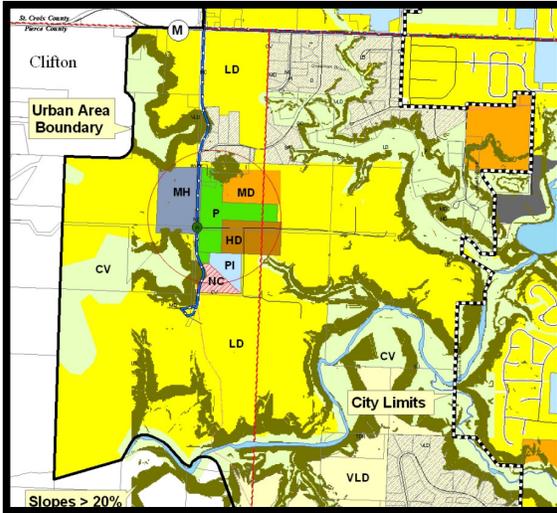
Summary. Sterling Ponds, Boulder Ridge, Highview Meadows and Spring Creek Estate are the major subdivisions annexed and are in the process of being developed. There are other subdivisions of much less acreage and density that are also in the process of being developed. These four developments represent approximately 737 acres for a total of 1,823 dwelling units, (2.7 du/ac) and a potential population of 4,920 future residents (See Table 4.12).

4.4.3 Within the Future Growth Area

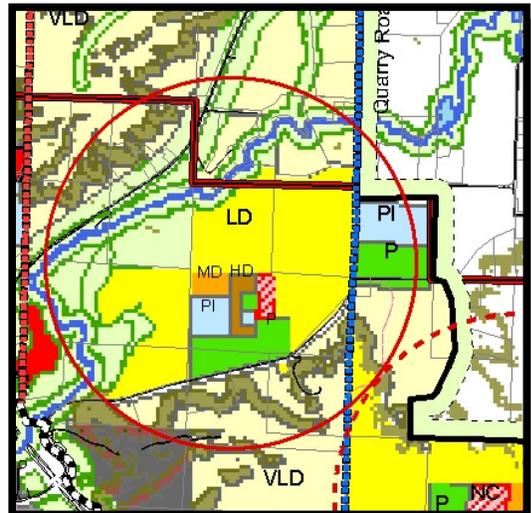
There are four other major areas that have been identified that could contain considerable future growth beyond what may be absorbed through infill and approved development. These locations include large parcels of vacant land located to the west, south, and east of the City limits. Some of these sites have been identified as TNDs requiring them to comply with all standards outlined in the TND ordinance.

Future Growth Area within the Urban Area Boundary is approximately 7,626 square acres (12 square miles) with approximately 481 property owners times 2.7 persons per dwelling for a population of 1,300. Towns are as follows:

- Troy 2,577 acres and 221 property owners;
- Kinnickinnic 2,074 acres and 61 property owners;
- River Falls 2,159 acres and 179 property owners; and
- Clifton 816 acres and 20 property owners.



A TND Site within the Urban Area Boundary on the West Side of the City and south of County Road M.

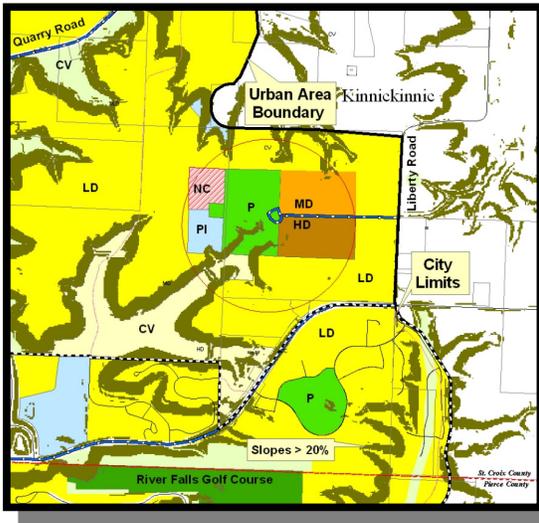


A TND site north of Quarry Road as mapped on the 2000 Sewer Service Area plan.

Land West of the City of River Falls. The map above show large parcels of Agricultural land, with few residential dwellings and consisting of approximately 816 acres, located west of the City limits, south of County Trunk Highway M, and north of the Kinnickinnic River (see Figure 3-6). This site is less than two miles from downtown River Falls. Within this area, there are approximately 200 additional acres of varying lot sizes with existing residents. About 605 acres of the 816 are developable property. The other 211 acres consist of RPAs, such as slopes greater than 20%, or areas within the floodplain. This TND site would include a 60 to 70 acre park and 15 to 20 acres for a neighborhood center and public and institutional uses. The remaining land would be designated for mixed residential uses. This would provide a mix of lot and housing types and sizes to accommodate households of all ages, sizes, and incomes. This TND could accommodate an increase of 1,815 dwelling units at 3 dwelling units per acre for a total population of approximately 4,900.

Land Northeast of the City Limits. Located along the south side of the Kinnickinnic River and north of Quarry Road this site is approximately 327 acres (4 property owners). This site is surround by environmental and geological constraints. These are Resource Protection Areas (RPAs slopes greater than 20% and floodplains) to the north across state highway 65, to the south across Quarry Road, and the Kinnickinnic River. Approximately 223 acres is developable land without constraints (floodplain, shoreland and steep slopes).

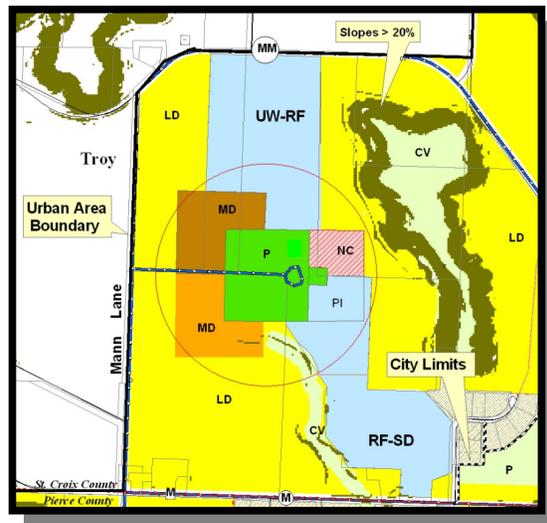
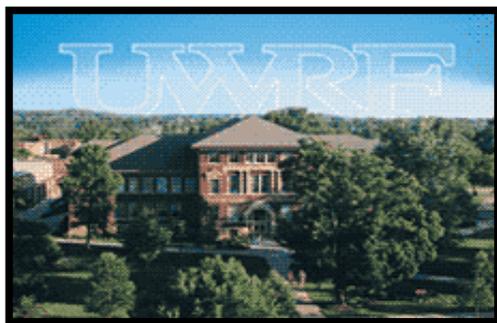
This site is mapped as a Traditional Neighborhood Development (TND) in the 2000 Sewer Service Area (SSA) and approved as an ordinance in 2003. The Town of Kinnickinnic has requested that the TND not be mapped as part of the future land use map for the comprehensive plan and the SSA plan and ordinance be amended to not include a TND at this location. The concern is for the protection of the Kinnickinnic River and that the land use aloud in a TND may impact the River.



A Future TND on the East Side of the City and north of County Road M.

Land East of the City Limits. This site consists of approximately 487 acres with a few existing homes. It is located east of the City limits, north of County Trunk Highway M, west of Liberty Road, and less than two miles from Main Street. Approximately 30% of this site consists of RPAs, such as slopes greater than 20%. About 340 acres are developable land and could accommodate an increase of 1,020 dwelling units at 3 dwelling units per acre for a total population ranging from 2,754.

This TND site would include a 20 to 30 acre park and 10 to 15 acres for a neighborhood center and public and institutional uses. The remaining land would be designated for mixed residential uses. This would provide a mix of lot and housing types and sizes to accommodate households of all ages, sizes, and incomes. The Future Land Use map shows a proposed road connection from Liberty Road to Yellowstone Drive.



UWRF property on the west-side of the City.

University of Wisconsin-River Falls. There are approximately 768 acres under UWRF authority that are adjacent or within the Urban Area Boundary. Although a majority of this land is for public, institutional, agricultural, and residential uses (dormitories), there is a possibility of this land being traded and/or developed, such as the approximate 100 acre of UWRF and 50 acres of River Falls School District land located within the future growth area.

The land is located on the west-side of the City, north of County Highway M, east of Mann Lane. The land is presently being farmed. This area is designated on the Future Land Use Map of the City Sewer Service Area Plan and this Comprehensive Plan as a TND area. This overall TND site is approximate 664-acre area. About 464 acres are developable land. The remaining 200 acres consist of existing residences on large lots and RPAs (slopes greater than 20%, or floodplain). This area could provide a 30 to 40 acre park, 10 to 15 acre neighborhood center site, and a mix of lot and housing types and sizes. This area could accommodate 1,392 residential units at 3 dwelling units per acre with 3,758 residents.

Summary. These are examples of four major developments within the future growth area. The future growth area is the area between the Urban Area Boundary and the City limits. It is important to emphasize that these four developments are examples and their projected time of development and build-out are unknown. The Plan does provide projections of housing and population growth. It is important to have an understanding of the potential build out within the future growth area within the Urban Area Boundary so that future planning for natural resource protection, infrastructure and land use can take place.

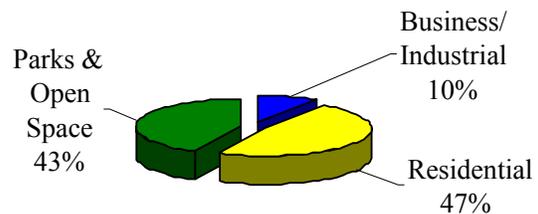
4.4.4 Resource Protection Areas

As noted throughout this document, it is resource conservation and management policies that help determine development within the Urban Area Boundary while protecting and preserving valuable areas from development. The mapping of existing environmental resources to identify conditions and constraints provide the base for resource conservation and management policies. To do this, Resource Protection Areas (RPAs) are delineated and growth is prohibited or limited from occurring in these areas.

RPAs are environmentally sensitive areas and valuable habitat areas that require protection. They are located along riparian corridors and other areas (to be designated) that provide important habitat for plants and animals and movement corridors for wildlife. RPAs include such areas as 100-year flood zones, wetlands, shoreland, coulees, riparian corridors, landmark areas, slopes of 20% or greater, bluff areas and their natural environment (trees, plants, soil, etc.). The only exception for development is existing parcels/lots with no developable land with less than 20% slopes or “pass through work” needed for public health and safety or utilities, which allows roads, electricity, water, and sewer to pass through.

Land Use	Acreege
Business/Industrial	768.7
Business Park	117.06
Community Commercial	187.38
Industrial	96.37
Neighborhood Commercial	18.75
Office Park	71.55
Regional Commercial	111.87
Public/Institutional	165.72
Residential Total	3,847.39
High Density	48.9
Medium Density	108.37
Low Density	1712.42
Very Low Density	837.36
Infill	545.13
Mobile Home Park	42.90
Special Use	387.69
Transfer Development Rights	164.62
Parks & Open Space Total	3,437.71
Conservancy	461.48
Slopes > 20%	1002
Shoreland	739.3
Stormwater	274.82
Golf Course	122.85
Existing Roads	215.6
Parks	621.66
Total	8,053.8 (12.6 sq. miles)

Land Use Acreege within the Future Growth Areas



URBAN SUB - AREAS

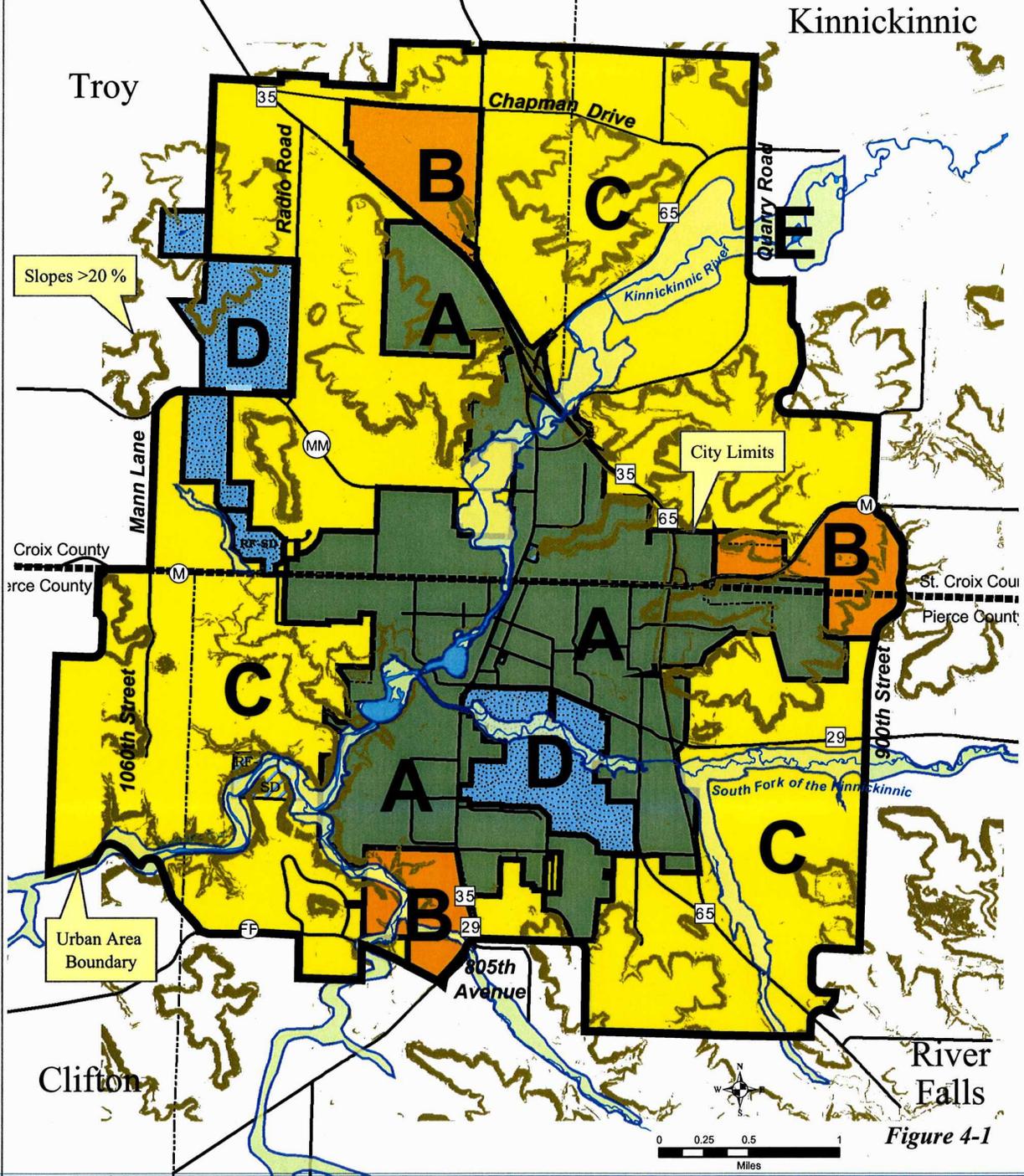


Figure 4-1

- | | | |
|--|-----------------------------------|---------------------|
| A - Infill Development (5.09 sq. miles) | C - Future Growth (12.2sq. miles) | 100 Year Flood Zone |
| B - Approved Development (1.6 sq. miles) | D - UWRF (1.2 sq.miles) | Slopes >20% |

4.5 URBAN AREA STAGING PLAN

The purpose of the Urban Area Staging Plan is to guide the orderly expansion of urban development within the Urban Area Boundary, based upon the City's priority growth areas. Locations for future growth are scheduled in sequence. Major planning efforts required to precede infrastructure construction are also identified in sequence. The Urban Area Staging Plan accommodates the projected demand for urban land as described above in Section 4.4. The Urban Area Staging Plan is based on the following:

- Demand for urban land for development,
- Suitability of vacant land for the types of development projected,
- Maximizing the efficient use of existing public infrastructure,
- Ability of the City to extend infrastructure to new growth areas,
- Balancing residential and nonresidential growth, and
- Providing a geographic balance in new growth surrounding the core of the City.
- Priority areas for development are:
 - Infill development within the City limits,
 - Approved developments, and
 - Other urban areas as identified.

More detailed implementation plans should be provided to outline public infrastructure components and associated cost estimates. The cost estimates may be highly generalized; more accurate cost estimates shall be developed in the City's capital improvement plans. The staging sequence may be amended or a more detailed Staging Area Plan may be necessary. Staging areas are shown on Figures 4-2 and in Appendix G.

4.5.1 Five Staging Areas

As noted above, the intent is to explore the urban area and determine what areas are ideal for development with respect to water and sanitary sewer system infrastructure. The

Future Land Use Map provides information regarding land use, road networks, and RPAs to accommodate future growth and development.

A priority should be to encourage full development within the current City limits. New development should be concentrated to encourage full build out to compensate for utility extension to the development area. The City is divided into development areas rated from stage 1 to 5, depending on the City's ability to provide water and sewer service.

Topography in the outlying areas consists of steep slopes leading up to relatively flat areas. Some of the flat areas are on the tops of hills. Some of these plateaus may require a boosted water supply in order to provide adequate water pressures to businesses and residents. Elevations above 940 feet would require a boosted water pressure zone to provide a minimum of 50 pounds per square inch (psi) of pressure. Some of the areas contain topography that is difficult to cross with utilities, such as steep riverbanks and rivers. The development areas are rated with respect to these factors. Appendix G provides a summary and maps for each of the five Staging Areas. The Staging Areas are as follows:

4.5.2 Staging Area 1

Staging Area 1 consists of areas with existing services throughout the City. The first priority is to encourage full development within the City.

Water Figure 4-3 and Sewer Figure 4-4

1A Southeast of River Falls, Adjacent to State Highway 65. There is a small portion of Staging Area 1 that is currently outside the City limits to the southeast. This area would be the easiest to hook up to the water system due to the proximity of a water main in this area. The main pressure zone can serve it through a water main extension along South Wasson Lane. It would likely be developed as a residential area.

4.5.3 Staging Area 2

Staging Area 2 has water service or is in the process of receiving service. These areas are typically in elevated areas and have or require boosted water pressure from the main pressure zone and have development plans, or are in the main pressure zone but do not currently have development plans.

Water

2A Sterling Ponds. Sterling Ponds is located east of State Highway 35, south of Chapman Road, and west of County Trunk Highway U. The majority of this development can be served with the main pressure zone. The first phase of the development was constructed in the summer of 2003. The water main is currently connected through an easement on the south side of the development. Future development should include looping the water main to provide multiple connections to the distribution system. This area has sufficient sanitary sewer service.

2B West of Quarry Road. The area west of Quarry Road between State Highway 35 and State Highway 65 is not currently developed and could be served with the main pressure zone. There is development along the State Highway 35 frontage road. A water main would be constructed along State Highway 65 and Quarry Road. This area is currently outside the City limits. Sanitary sewer extension into this area would be relatively easy.

2C Quarry Road. Quarry Road is located southeast of State Highway 65. There is also a small area east of Quarry Road that may be developed. Almost the entire area can be served by the main zone overflow. This development is in the planning stages and under review. A water main would be constructed along Quarry Road. Providing the development with sanitary sewer would be relatively easy.

2D Highview Meadows. Highview Meadows is located south of County Trunk Highway M on the east side of River Falls. Site grading for this development began in the fall of 2003. Utility installation began in the spring of 2004. The Eastern High Pressure Zone, which includes a well, booster station, and water tower, will serve this area. Highview Meadows will be served with a water main along County Trunk Highway M. Development of the adjacent properties should follow. If this property develops first, the developer will be required to construct the water main through the adjacent property and help secure the water tower site. East to west development is required due to the pressure zone requirements. As development of Highview Meadows reaches State Highway 29 to the south, the development may be served from the south as well as the north. Sanitary sewer service is available to this area.

2E South of Golf View. The Golf View Pressure Zone or the Eastern High Pressure Zone can serve the area to the south. A water main will be connected from Sunwood Valley if the area is part of the Golf View Pressure Zone, or through future development south of Highview Meadows as part of the Eastern High Pressure Zone.

Sewer

2A North Basin – Sterling Ponds Area. This subdivision is served by the north interceptor and has sufficient sanitary sewer and water service for the planned development. Since no additional infrastructure installation is needed for development, and revenue to pay off the current investment is needed, this area is rated 2.

2B and 2C North Basin – Quarry Road Area. The current infrastructure is available to support development without significant additional expense. Sanitary sewer will need to be extended to fully serve the area, but that is not as significant as other possible interceptor extensions. This development has been submitted and is awaiting approvals, which will make immediate use of the sanitary system possible.

2D and 2E Southeast Basin – Highview Meadows and Royal Oaks. The existing sanitary sewer and water service is available and development is currently underway.

4.5.4 Staging Area 3

Staging Area 3 consists of areas that may someday receive water service but are not currently planned for development. Many of these areas will require boosted water pressure.

Water

3A West of Sterling Ponds. West of Sterling Ponds and State Highway 35 requires a boosted water source. Existing development is along the State Highway 35 frontage road. No other development is currently planned for this area. Projected development is industrial and/or commercial. A water main would be routed along the highway frontage road. Sewer extensions from the north interceptor would be required.

3B North of Quarry Road. A large area is undeveloped to the north between Quarry Road area and Sterling Ponds. The area immediately north of Quarry Road can be served with the main pressure zone. The rest of this area would be in the proposed North High Pressure Zone. A water main would be installed along State Highway 65 and possibly through the Quarry Road area in the North High Pressure Zone could be served with a water main installed along Chapman Drive.

3C North of Boulder Ridge and Highview Meadows. The properties north of Boulder Ridge and Highview Meadows may be developed as part of the Golf View Pressure Zone or the Eastern High Pressure Zone. The tower for the Eastern High Pressure Zone may be located in this area. After completion of the Highview Meadows development, connection to water and sewer systems can be made. A water main would be installed through Highview Meadows, with a second connection from Boulder Ridge.

3D North of State Highway 29, East of River Falls. The area north of State Highway 29 east of the current City limits may eventually connect with Highview Meadows. It will be part of the Golf View Pressure Zone or the Eastern High Pressure Zone. It can be served from the development to the north with a pressure reducing valve connection. It may also be served by a water main extension along State Highway 29. Sanitary sewer extensions and capacity upgrades are required to serve this area.

3E South of River Falls, Adjacent to State Highway 29/35. An area south of the existing City limits can be served with the main pressure zone. It is classified as stage 3 due to the difficulty in providing sanitary sewer to the area. The water main extension can be constructed along State Highway 29/35. Because of a landfill in the area, rural development is not expected.

3F North of County Trunk Highway M, West of River Falls. The majority of this area can be served with the main pressure zone. It is west of the current City limits. There are currently no plans for development. A portion of the area must be served through future development of the North High Pressure Zone. Most of the area can be served through a water main extension along County Trunk Highway M. The lift station for the area will require upsizing.

3G North of County Trunk Highway MM, West of River Falls. The last area in stage 3 is located north of County Trunk Highway MM, west of the State Highway 35 and State Highway 65 interchange. The majority of this area requires boosted water pressure and would be incorporated into the proposed North High Pressure Zone. This area can be served through a water main extension along County Trunk Highway MM with a booster station or through future development of the North High Pressure Zone. This site could be upgraded to stage 2 depending on how the sanitary system develops to the east.

Sewer

3A North Basin – Northeast and West of the Sterling Ponds Area. The water system will require additional improvements to provide adequate supply and pressure, and trunk sewers will need to be extended from the existing north interceptor to reach the distant basin. Sanitary sewer extensions will be needed through undeveloped areas; rating 3 applies due to the delay in this development occurring.

3B North Basin – Directly North of Quarry Road. To provide service to this area will require the installation of utilities within the Quarry Road area. Logically, this area would develop after development due to the necessary utility extensions. The current system has an adequate water supply to serve this area.

3C Northeast Basin. The northeast basin is much smaller than the north basin, and it is characterized by very difficult terrain. County Trunk Highway M bisects the northeast basin; City services are available along County Trunk Highway M. Existing and planned development can be served by the current sanitary sewer system; however, the water system will require upgrades to provide adequate services. The portion of the northeast basin along County Trunk Highway M is rated 1 because service is available, but the portion north and east of County Trunk Highway M is rated 3 due to the lack of available sanitary sewer and water services. This small portion of the basin will require utility extensions and future upgrades to support its development.

North Basin – South of Quarry Road. This area is mainly rated 3 with small areas of 4 and 5. The area 3 rating is due to the need to extend long reaches of sanitary sewer interceptors in very difficult terrain. Adequate development areas exist throughout the study area that are easier to serve than this area, which lowers its rating. Both water and sanitary sewer

systems would need significant extensions to serve this area. The areas that are rated 4 and 5 are currently a quarry, which would require significant investment to provide buildable lots.

3D Southeast Basin. The area south of Highview Meadows and Royal Oaks but north of State Highway 29 is rated 3 because interceptor extensions and sewer system capacity improvements are needed before this area can develop. These improvements are significant enough to rate this area 3 and delay its possible development.

3E Southwest Area. This area would be served by the extension of the Rocky Branch sanitary sewer, which would be very difficult to construct due to the steep slopes that characterize this area. This area would develop following the construction of the Rocky Branch interceptor. This area is immediately adjacent to the current City limits and can be served by the current water system without any significant improvements. The cost and difficulty in constructing the interceptor will delay the timing of this area until stage 3.

3F Mann Valley Area – North of County Trunk Highway M. Shown in blue on Figure 4-4, this area is described as generally encompassing County Trunk Highway M, west of the current City limits. A lift station currently serves the area, but a larger lift station would be needed for ultimate development, and construction of a sanitary sewer interceptor would be required as well. A significant portion of the area is served by the current water system, and based on these two factors; it is rated as a stage 3 area.

4.5.5 Staging Area 4

Staging Area 4 is not expected to develop in the near future and will likely require a boosted water source.

Water

4A Northeast and Southwest of State Highway 65, East of Troy Street. This small area along State Highway 65 is partially in the main zone and partially in the Golf View Booster Zone. Commercial development is expected in this area. If the area requires boosted pressure, a water main would have to be installed along State Highway 65 from the Golf View Pressure Zone. If the main zone pressure is adequate, a water main could be extended from dead ends on Troy Street or Benson Street, west of State Highway 65. This development is expected following development of the adjacent property. Adjacent to this area is a hill located within the City limits. Much of the land is currently owned by the Boy Scouts, and development would require boosted water pressure.

4B South of River Falls, West of State Highway 65. The area south of the City of River Falls and west of State Highway 65 requires boosted water pressure. This area contains steep slopes up to a large plateau. Development would likely occur on top of the hill and in a few areas at the bottom of the slopes. Development would require water main extension along State Highway 65 with a booster station and an elevated water supply. A large sanitary sewer interceptor is required in the southern portion of the City in order to facilitate development. Funding for this project has not yet been secured.

4C South of River Falls, East of State Highway 29/35. The area east of State Highway 29/35, south of the existing City limits, requires a boosted pressure zone. It would likely be developed in conjunction with area 4-B. It will be difficult to provide sanitary sewer to this area.

4D North of County Trunk Highway MM, West of State Highway 35. This area is west of the City of River Falls, north of County Trunk Highway MM. The development area requires a boosted pressure zone, and it could be incorporated into the North High Pressure Zone. The water main extension would be through future development west of State Highway 35. A sewer interceptor to this area would be costly.

4E East of State Highway 65. The area is east and along State Highway 65, unless it is reached from the east, it would require a small booster station. Access to this site will require street development. This area is an existing quarry, and major construction must occur to provide marketable lots.

Sewer

4A Northeast and Southwest of State Highway 65, East of Troy Street. This is a future northern sanitary sewer service area.

4B Southeast Basin. The remaining southeast basin is rated 4 because it is close to potential sanitary sewer service but still difficult to serve. The water system would require upgrades to meet standards, and sufficient development area exists in other portions of the study area to make this a lower priority area.

4C Southwest Area. This area is east of S. Main Street and also immediately adjacent to the current City limits. Shown in pink on Figure 4-4, this area would be served by the extension of the Rocky Branch sanitary sewer, which would be very difficult to construct due to the steep slopes that characterize this area. This area will follow the development of the stage 3 area due to the need to extend the Rocky Branch interceptor into this area. Also, the current water system would need to be improved to provide adequate supply and pressure to this area. For these two reasons, this area is designated as a stage 4 area.

4D Mann Valley Area. This area is shown in blue on Figure 4-4 and generally encompasses County Trunk Highway M, west of the current City limits. The stage 4 area is north of the stage 3 area, and it will require the continued extension of the Mann Valley interceptor to provide sanitary sewer service, a portion of which would be located outside the study area. This area is not served by the current water system but will require the water system to be improved to provide adequate supply and pressure. Based on the expense of these two system extensions, this area is rated stage 4.

4E East of State Highway 65. This is a future northern sanitary sewer service area.

4.5.6 Staging Area 5

Staging Area 5 is not expected to develop in the near future and will likely require a boosted water source.

Water

5A Southeast of River Falls, East of State Highway 65. Approximately half of the area southeast of River Falls, east of State Highway 65 can be served with the main zone, and the remaining area must be served with a boosted water supply. However, this area is environmentally sensitive, containing large areas of wetlands. This area would be supplied through a water main extension along State Highway 65. The boosted portion would be served through a connection with the boosted area west of State Highway 65. Sanitary sewer service to this area will be very difficult. The Town of River Falls may consider rural development of the area.

5B West of River Falls, South of County Trunk Highway M (Main Zone). The main zone according to elevations can serve the area west of the City, south of County Trunk Highway M. However, the riverbed crosses this area, and providing utility services across this area will be difficult.

5C West of River Falls, South of County Trunk Highway M (High Pressure Zone). West of area 5B is an area that would require a boosted water supply. Reaching this area with utilities will be difficult due to the terrain.

Sewer

5A Southeast Basin – South of State Highway 29, South to State Highway 65. This area is rated stage 5 due to the difficulty in extending sanitary sewer to this area. In addition, water system improvements are needed to provide adequate flow and pressure. Due to difficulties in providing services, this area is rated 5.

5B and 5C Mann Valley Area – South of County Trunk Highway M. This area is described as generally encompassing County Trunk Highway M, west of the current City limits. Steep slopes, intermittent streams, and existing rural subdivisions characterize this area. This area is very difficult to serve by sanitary sewer due to the topography and proximity of the Kinnickinnic River. In addition, rural subdivisions exist at a very low density that would make extending services very expensive on an individual basis. This area can generally be served by the current water system, however an area exists on the western border that is outside the current water service boundaries. Due to the topography and expense of providing services, this area is rated as stage 5.

STAGING AREAS - WATER/SANITARY

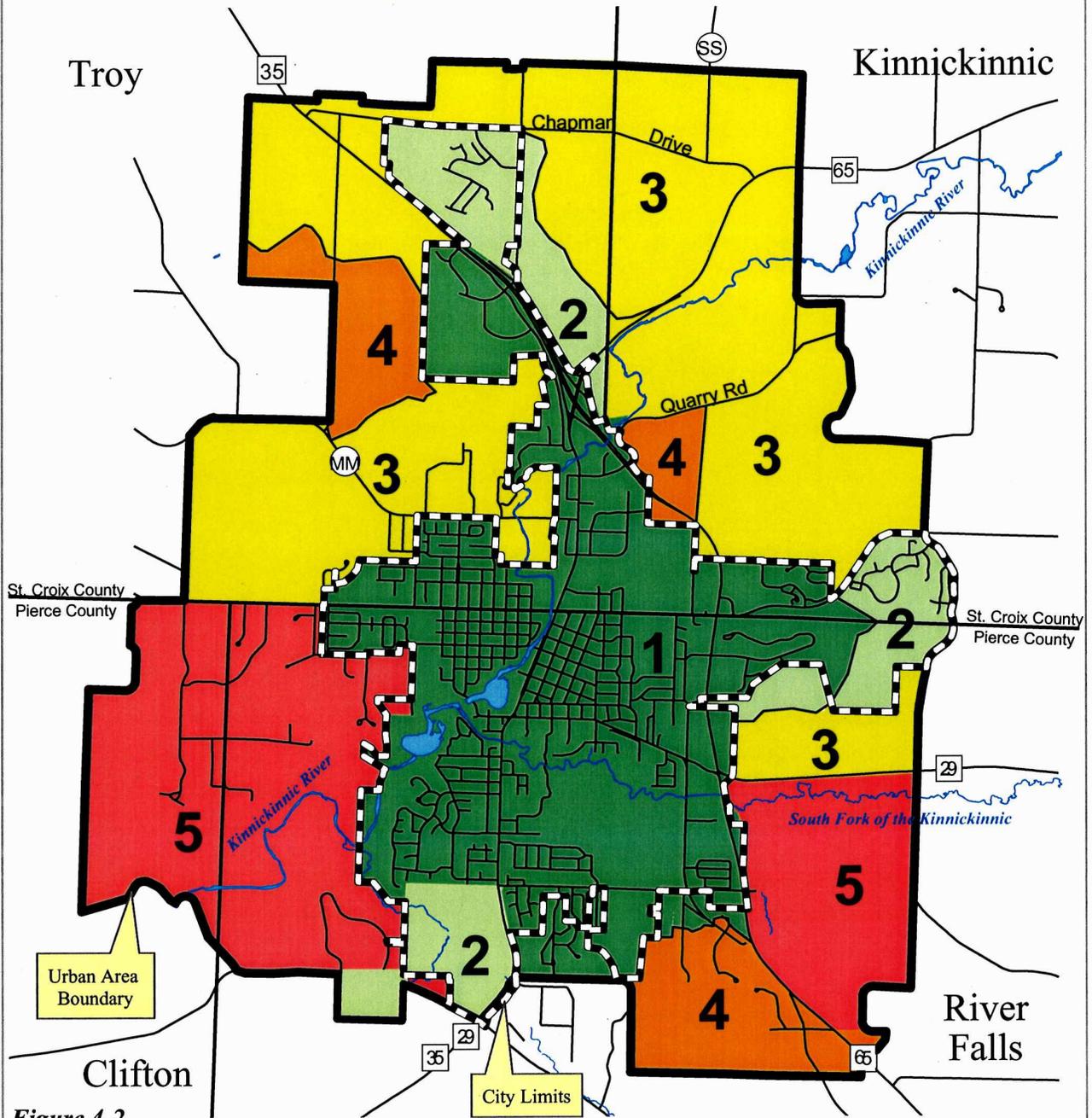


Figure 4-2

The purpose of the Staging Areas is to guide the expansion of urban development within the Urban Area Boundary.



0 0.25 0.5 1 Miles

STAGING AREAS – WATER SYSTEM

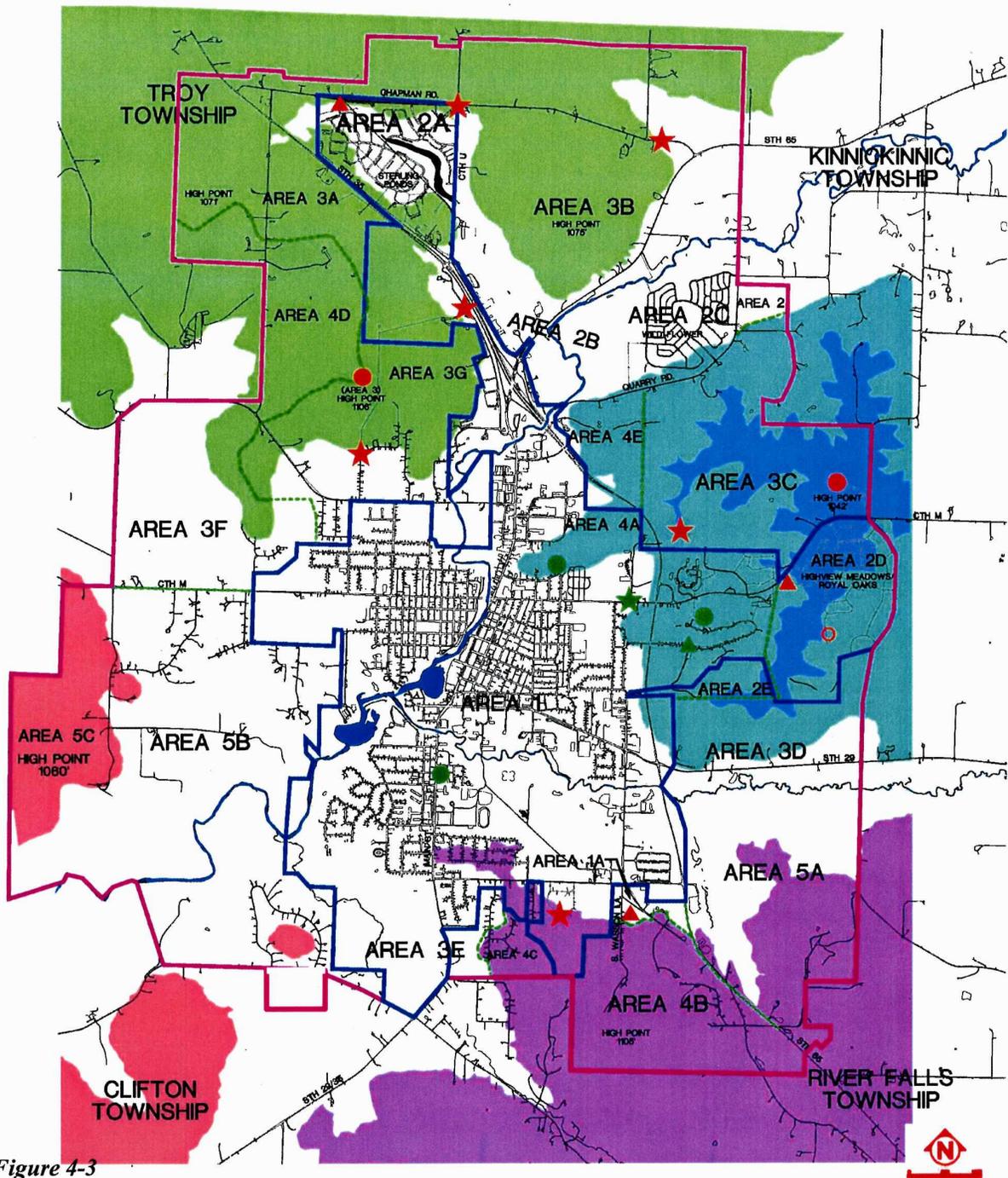


Figure 4-3

- | | | | |
|---|---|--------------------------------|-------------------------------|
| AREA POTENTIALLY SERVED BY NORTHERN TOWER AND PRESSURE ZONE | AREA POTENTIALLY SERVED BY SOUTHERN BOOSTER STATION AND PRESSURE ZONE | POTENTIAL TOWER SITE | EXISTING TOWER SITE |
| AREA SERVED OR POTENTIALLY SERVED BY GOLF VIEW PRESSURE ZONE | MISC. AREAS ABOVE MAIN PRESSURE ZONE TO BE SERVED WITH BOOSTER STATIONS | POTENTIAL PRV STATION SITE | EXISTING PRV STATION SITE |
| AREA SERVED OR POTENTIALLY SERVED BY EASTERN HIGH PRESSURE ZONE | URBAN AREA BOUNDARY | POTENTIAL BOOSTER STATION SITE | EXISTING BOOSTER STATION SITE |
| STAGING AREA BOUNDARY | CURRENT CITY LIMITS | POTENTIAL WELL SITE | |
- NOTE: ALL HATCHED AREAS ARE ABOVE 940' MSL AND ABOVE THE MAIN PRESSURE ZONE

STAGING AREAS – SANITARY SYSTEM

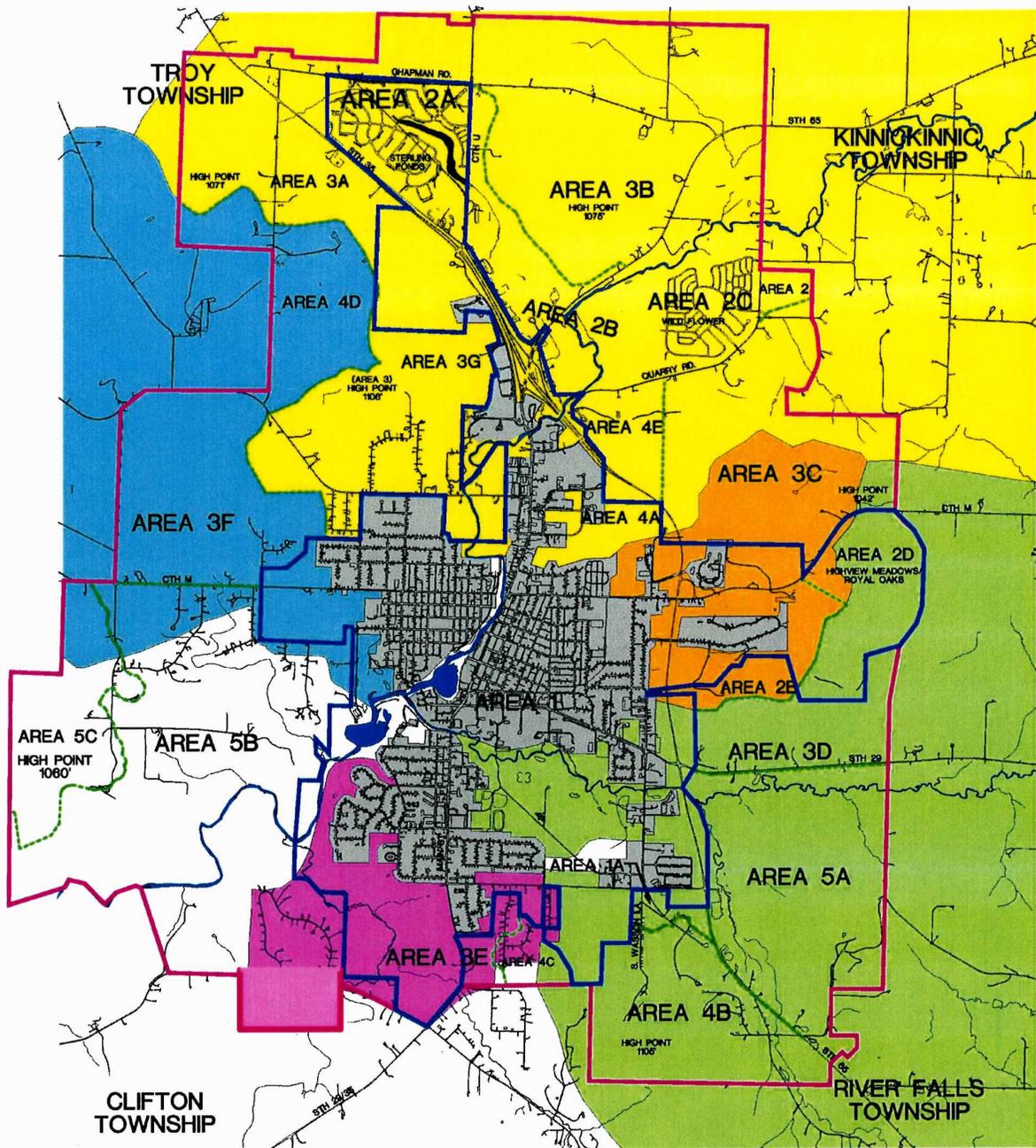


Figure 4-4



GUIDING AND IMPLEMENTING POLICIES

4-G-1 Protect/Maintain/Preserve/Ensure the quality of life of the residents of the region by working with the state, counties and towns to plan, monitor, and manage both residential and commercial growth that is environmentally and economically sustainable.

4-I-1 Conduct planning studies and develop plans for resource protection and both residential and commercial growth in the region.

4-I-2 Work with the towns and counties to consolidate existing boundaries to delineate two planning areas: an Urban Area Boundary within which development would be at urban use standards and beyond which development would be at rural land use standards.

4-I-3 Work with the state, counties, and towns to regulate land use along major roadways corridors to protect the visual and aesthetic qualities of the landscape, minimize traffic, and delineate the boundary between rural and urban land uses.

4-I-4 Develop guidelines, plans and timetables for development of land within the urban area boundary that assure/promote/maintain the affordability of both residential and commercial properties within the Urban Area boundary by encouraging development at housing densities and in locations that make efficient use of existing and future infrastructure and public improvements.

4-I-5 Review both commercial and residential development annually and assess the impact of the new development demands on natural resources and infrastructure serving the region and recommend any changes needed to manage growth and development.

CHAPTER FIVE



Illustration of East Main Street from Elm to Walnut Street by Matt Frisbie, Architect.

CHARACTER & DEVELOPMENT

The City's character is largely determined by urban design. Policies, urban design guidelines, and design standards seek to create a continuous urban fabric and foster an environment friendly to the needs of pedestrians, bicyclists, and future transit. Guidelines in this document are advisory and convey how private development can be more responsive to the City's traditional, pedestrian-oriented urban pattern. They will also provide a base for design review. In addition to the standards enumerated here, development should conform to standards stipulated elsewhere in this document. For development in specific areas, the following should also be consulted:

- Downtown Design Plan,
- Historic Preservation Plan Handbook,
- Sewer Service Area Water Quality Management Plan,
- Traditional Neighborhood Development Ordinance Handbook, and
- Large Scale Retail Development Ordinance.

The City Code contains development standards for all districts and may contain additional design standards that are not included here.

THEMES

- **Character.** Maintain and respect River Falls' unique personality, sense of place, and character.
- **Community-Oriented Development.** Maintain and foster an urban fabric that promotes vehicular/pedestrian circulation, parks, conservation/open space areas and neighborhood services.
- **Sustainable Growth.** Ensure that development is sustainable and that growth, conservation, redevelopment and natural resource protection are balanced.
- **Urban Form.** Promote a compact urban form that encourages sensitive/ compatible infill development.
- **Mixed Use.** Provide a mix of land uses and housing densities and types in all areas of the City.
- **Community-Oriented Downtown.** Enhance and maintain community activities in the downtown area.
- **Transportation Alternatives.** Maintain and promote alternative modes of transportation.
- **Economic Diversity.** Develop and implement a comprehensive strategy to increase job opportunities, maintain a diverse economy, and promote art and small businesses.

- **Housing.** Actively participate in the creation of affordable housing.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services for residents.

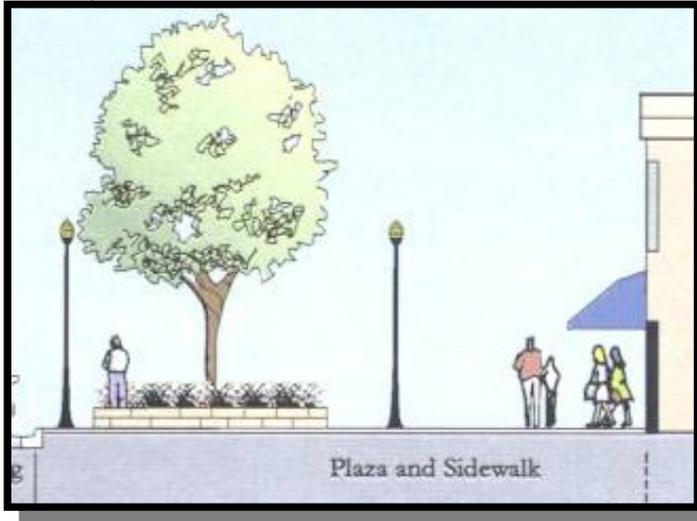


Illustration of Parallel Parking, a Plaza, and Sidewalk to Promote Pedestrian Use.

5.1 DOWNTOWN AND COMMERCIAL DEVELOPMENT

The downtown is a unique place valued through the years by the community and those who visit it. The original plat of the City is tilted (19 degrees) so that downtown and other streets are oriented to the scenic Kinnickinnic River. Just south of downtown is UWRF, incorporated in 1874. The central Historic Business District is over 150 years old. It is these visual characteristics and heritage resources that this Plan intends to further by appropriately managing and integrating them into urban design and development strategies.

Since the arrival of Joel Foster in 1848, one of the first people to settle in what would soon be officially known as River Falls, the downtown has been a focal point of the region. The community has acknowledged that downtown is not just a place of commerce and services, but also the “heart” of the community and a symbol of pride.

In order that the City’s downtown sense of history and sense of place is cared for, sensitive management of identified resources must take place. These resources include sites—architectural, historic, natural and economic. Cooperative strategies and partnerships between both public and private sectors will be required to effectively manage the downtown. This partnership is needed for investing in infrastructure, development, recreation, and restoration. The partnership will benefit not only the downtown but also the community.

5.1.1 Downtown Design and Redevelopment

Through public participation; a visual preference survey and the use of past plans, reports, and studies, community preferences were defined. The results served as a starting point for both public improvements and the design guidelines for private development.

In analyzing conditions in the downtown, the physical conditions and circulation patterns were documented. Second Street and the Kinnickinnic River bound the heart of downtown. The river acts as the spine of a system of parks, paths, and green space that extends into the downtown. Primary gateways into downtown are Division Street to the north and Cascade Avenue to the south.

One of the primary issues noted in the inventory is the need to provide a clear pedestrian circulation pattern between parking lots in block interiors, the alleys serving those blocks, and Main Street itself. Parking and pedestrian circulation from the riverside alley west of Main Street is similarly and the potential attractiveness of the riverbank is lost.



Illustration from the Downtown Design Plan, Looking South along Main Street.

5.1.2 Downtown Design Framework

In order to distinguish the range of treatments proposed for different streets, the downtown is divided into a series of subdistricts, each with its own array of urban design elements, some of which are shared with other subdistricts (Figure 5-1). The subdistricts are:

- **Main Street District.** At the heart of downtown, this district includes the most comprehensive “palette” of street furnishings and signage.
- **City Center District.** This district is a short east-west pedestrian-oriented open space connection that has the potential to function as a town square.
- **Second Street District.** Is a well-landscaped street with a mix of office, residential, and institutional uses. Improvements to signage, landscaping, alleys, and crosswalks will better define this area in relation to Main Street and the residential district to the east.
- **Main Street/Riverfront Alley District.** This riverfront district west of Main Street is in need of restoration both as a natural resource and a public amenity. Decorative paving, lighting, reconfigured parking, and a better-defined pedestrian walkway will help to accomplish this goal,

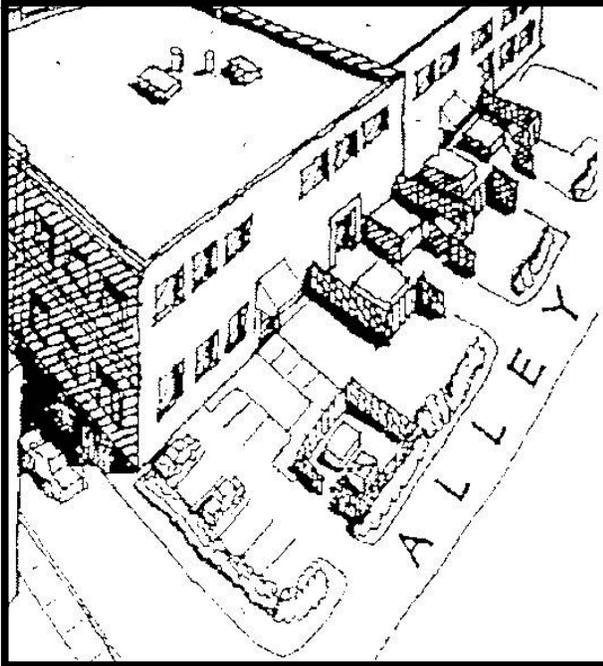
along with improvements to building facades and riverside entries.

- **Waterfront District.** This district encompasses the entire loop trail and green space system on both banks of the Kinnickinnic River.
- **Westside District.** This district is an older, underutilized industrial area with the potential to become a new extension of the downtown, redeveloped for a mix of office and medium to high density residential uses and riverfront open space.

5.1.3 Design Districts

Guidelines will apply within two design districts that have been defined based on their differing characteristics (Figure 5-2).

- The **Central Business District.** Located along both sides of Main Street, the Central Business District is a traditional “Main Street” district, dominated by storefront buildings built to the sidewalk, served by alleys on either side, with remote off-site parking. Primary land uses are retail, entertainment, government, and office uses, with some upper-story housing.
- The **Transitional District** marks the transition between the Central Business District and surrounding residential neighborhoods, as typically found along Second Street.



A rear building entrance with well-defined access and screened refuse and mechanical

5.1.4 Downtown Design Guidelines

The visual character and historic resources of River Falls' downtown are key characteristics to preserve and enhance. The manner in which private development is carried out can have substantial impact on this visual and historic character. Many of these impacts are related not to the type of use but to design, and the way that design responds to the surrounding context of buildings, streets, and open space. The Design Guidelines focus on private development—how the individual building or building facade, structure, parking lot, rear entrance, or outdoor courtyard is remodeled or otherwise improved. The guidelines have two primary functions:

- To guide developers or business owners wishing to propose expansion, renovation or new construction of buildings or parking within the commercial districts; and
- To assist City officials and the public in reviewing development proposals.

The following outlines the heart of the City building design objectives and illustrates, through photographs and sketches, the design intent of the objective and associated zoning code. Each new building and major exterior renovation proposed in the Central Business District shall be reviewed in terms of details, placement, shape, scale, and materials, as well as its relationship to adjacent buildings and contribution toward a positive image. The following outlines the objectives for the Central Business District and Transitional District. For additional explanatory materials and standards see the Downtown Design Plan.

- **Building Context and Character.** Each new development and major exterior renovation should relate and contribute toward a positive image in terms of details, placement, shape, scale, character, and materials, as well as its relationship to adjacent buildings.
- **Architectural Style.** To ensure general consistency with historic architectural styles found in downtown River Falls.
- **Building Setbacks.** To maintain a consistent street edge, in keeping with traditional downtown character.
- **Corner Buildings.** To emphasize the importance of corner locations for pedestrian circulation and visibility.



1948 Vernacular Commercial Architecture on Main Street. The building had been stuccoed over by 1962.

DESIGN FRAMEWORK



Figure 5-1



DESIGN DISTRICTS



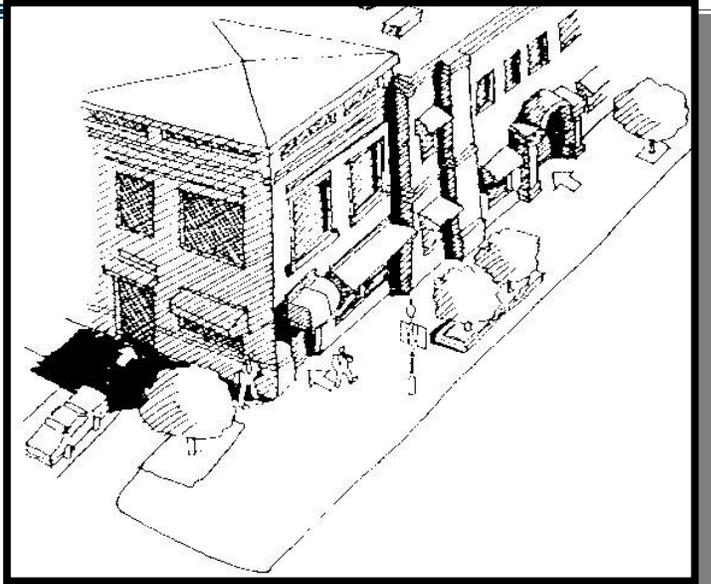
Figure 5-2

- Central Business District
- Transitional District
- Downtown Boundary
- Lakes & Rivers

0 125 250 500 Feet



- **Building Width and Facades.** To reflect typical building widths found in downtown River Falls and to avoid long building facades with a monolithic or monotonous appearance.
- **Ground Level Expression.** To maintain consistent building proportions with traditional storefronts and to emphasize the importance of the ground floor as the primary retail or service area.
- **Roof Treatment.** Roof forms should provide visual interest that is consistent with the building and adjacent rooflines and buildings.
- **Building Height.** To encourage taller buildings in order to better define the street edge, provide a sense of enclosure for pedestrians, and provide opportunities for upper-story housing, offices, or studios.
- **Facade Transparency.** To complement existing patterns of openings on traditional commercial buildings and bring in the streetscape and enhance security by providing views into and out of buildings.
- **Front Entries.** To establish the visual importance of the primary street entrance, and to ensure those entries contribute to the visual attractiveness of the building and are readily visible to the customer.
- **Awnings and Canopies.** To encourage the use of awnings as a way to shelter customers, reduce glare, and conserve energy and provide additional accent color to building facades.
- **Rear Facades and Entries.** To improve the appearance of rear facades, to orient customer parking or walking to the rear of buildings, and to provide safe and convenient access to building entrances.
- **Materials – Front Facades.** To ensure that high-quality, durable, and authentic materials typical of River Falls traditional downtown commercial buildings continue to be used within the downtown.



Well-Defined Primary Entries.

- **Materials – Side and Rear Facades.** Building materials of similar quality should be used on front, side, and rear facades. However, jumbo brick and exterior insulating finish systems (EIFS) may be used as primary materials on rear facades.
- **Roof Materials.** Generally, flat roofs should be used. Covering with gravel ballast to reduce heat gain and glare. Asphalt shingles are discouraged.
- **Architectural Details.** Incorporate architectural details to serve as identifiable and visually interesting enhancements to building facades and help establish a pedestrian supportive environment.
- **Color.** To ensure that building colors are aesthetically pleasing and compatible with surrounding buildings.
- **Franchise Architecture.** To encourage new building design that is supportive of the historic urban “main street” context being reinforced in downtown River Falls.

- **Mechanical Equipment.** To ensure that views of rooftop equipment and service areas from public streets or pedestrian ways are minimized.
- **Parking Lot Layout.** To ensure that buildings, rather than parking lots, dominate the appearance of the downtown streetscape.
- **Landscaping and Screening of Parking Areas.** Soften and buffer the appearance of parking lots when viewed from abutting streets or sidewalks.
- **Signs.** Complement site and building appearance; enhance the architectural, structural, and landscape features; and supplement the dimensional standards in the Downtown Overlay District regulating signs.
- **Outdoor Space.** Encourage outdoor dining and seating facilities.
- **Gateways.** Enhance and create distinctive gateways to the Central Business and Transitional Districts.

5.2 NEIGHBORHOOD AND RESIDENTIAL DEVELOPMENT

5.2.1 Residential Areas

A century of City history has resulted in a wide variety of neighborhoods and housing types. The earliest of these neighborhoods, adjacent to the Kinnickinnic River, were the result of traditional, incremental growth of extended family and settlements. Main Street and other streets are oriented to the river and are tilted 19 degrees. The original plat of the City conforms to a common midwestern form consisting of square blocks set on a grid of streets intersecting at right angles. Later plats, such as Powell's Plat, followed survey lines and compass points for creating the familiar rectilinear grid.

The width of Main Street was determined by the ability of a horse and wagon to turn around to deliver goods. Streets are wide, straight, and uniform, providing an apparent system in their direction. The houses are built close to the street with alleyways to the back. There was a degree of density with a variety of architectural styles and sizes of houses. The housing units were well planned and sited, although inconsistent in size and shape, yet they blend with each other in a unique and satisfying way. These are truly traditional River Falls' neighborhoods.

As the City grew, larger developments were laid out, surrounding Main Street and the river. While the typical housing type in many of these neighborhoods was single family, many of the older neighborhoods integrated single family and multifamily units following a traditional grid pattern. Development to the east and west of UWRF developed with scattered single-family housing and higher density multifamily area such as River Meadows (Sawdust Hills). As development occurred to the south and to the east of Main Street, lots and blocks became bigger with more cul-de-sacs and looped roads.

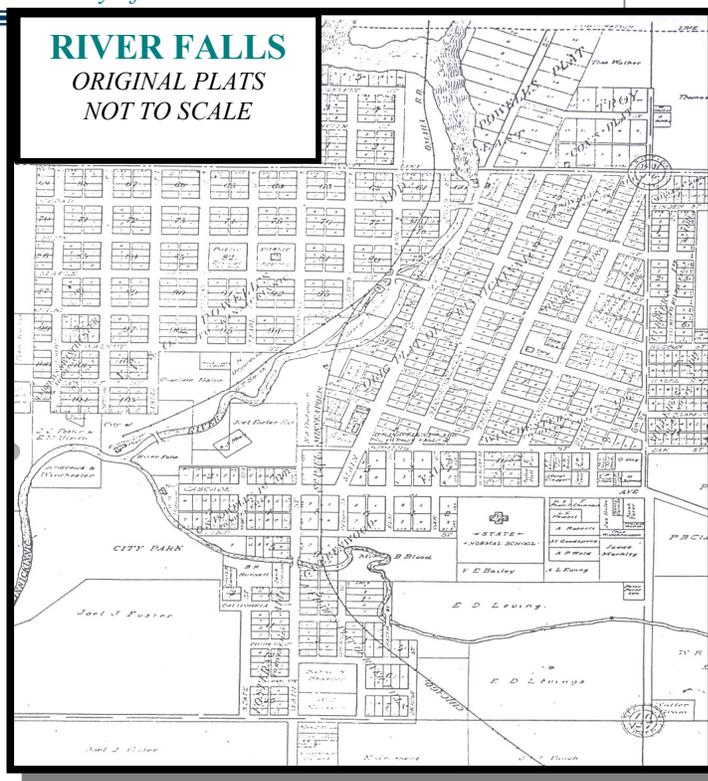


Rooflines, materials and use of color enhance a residence in the Transitional District.

Existing mobile homes, which provide affordable housing, are located to the north and south of the City limits. The Foster Trailer park, near Main Street and just south of Lake George, has some of the last remaining mobile homes in the downtown area.

5.2.2 Evaluation of Existing Residential Development

- **Street Length.** Some of the original plats (subdivisions) in the City of River Falls consisted of shorter blocks. These blocks also determined the street length that runs through these neighborhoods. Most of these streets consisted of wider streets and shorter street length. *Thus, it is not the total length of the street in neighborhoods that define its urban structure, but the manner in which the streets are laid out.* This traditional mid-western square block with wider streets actually required more space for streets than some of the present-day conventional subdivision street layouts.
- **Density.** Because of the mature vegetation in the neighborhoods, the variety of sizes of homes, lots and width of the streets, most people would perceive the densities as being lower than in many other neighborhoods. Some of the newer developments have larger lots, wide streets, less vegetation and lower densities. With the mapping and approval of the Traditional Neighborhood Developments (TND) Ordinance, the density will increase.
- **Intersections.** The number of street intersections in a neighborhood makes it possible to reach destinations within the neighborhood with short routes. Each intersection is a decision-making spot offering a choice. As noted above, the original plats were set up in a typical grid allowing a variety of options for reaching a designated area. Newer subdivisions, such as River Oaks or Rocky Branch, tend to have longer street lengths. In some cases, this is due to the difficult terrain, which requires the use of the automobile to get to destinations that only a few hundred feet away.



The City of River Falls Platted in Approximately 1907-1908, Including Original Plats of Kinnickinnic, Greenwood, and Malone Towns.

- **Through Streets.** Through streets are more prevalent in the older developments. It is possible to get through these neighborhoods on most streets, sometimes with up to three options. There are also fewer loop streets and cul-de-sacs. Some of the newer developments have loop streets and cul-de-sacs, which reduce the number of through streets in the neighborhood.
- **Neighborhood Accessibility.** Neighborhood accessibility is defined as entrance by a street that connects to at least one other street in the neighborhood. Accessibility measures how well the neighborhood is interconnected; the higher the number of connecting points, the less introverted the neighborhood. The concern is to watch for both loop and cul-de-sac designed neighborhoods that purposely reduce accessibility. Some of these may be found in developments prior to the 1950s.



A Traditional Neighborhood Development.

- **Garages.** Garages have been common in subdivisions dating back to the original plats. Garages were located off of an alleyway and were attached or within a short walking distance from the home. Garages in newer developments are not just single or double, but three-car garages built on narrow lots. This creates a visual problem when garages and large driveways dominate the front of the house.

5.2.3 Building and Preserving Neighborhoods

Preserving and enhancing neighborhoods is a fundamental concern of this document. In several public meetings, residents stated that they would like the City to “approve neighborhoods, not subdivisions,” and to orient development in the community to foster public life.

Some organizing principles for residential development and neighborhoods are depicted on Figure 3-6 and in the following policies:

- City comprised of a cooperative network of neighborhoods related to the human-scale and focused on a core with essential neighborhood services, (Human-scale is defined as “*the relationship between the dimensions of a human body and the proportion of the space of which people use.*”)
- Mix of housing types in all neighborhoods,
- Neighborhoods and uses located to foster transit-friendly development,
- Promotion of small-lot single-family dwellings,
- Encouragement of shorter blocks, and
- Minimization of noise impacts.



Mixed-use with retail on the bottom and housing on top.

5.2.4 Traditional Neighborhood Development

- **Principles and Objectives.** TND means: compact, mixed use neighborhoods where residential, commercial, and civic buildings are within close proximity to each other. It is a planning concept of small towns and city neighborhood development principles. TND is, in part, a reaction to the often inefficient use of land and infrastructure and lack of a sense of community in many of the newer developments that have been occurring in the River Falls area over the recent past and throughout the State of Wisconsin. The TND concept is found in older parts of River Falls as well as in Wisconsin's cities and villages. Most of these neighborhoods were developed prior to World War II.

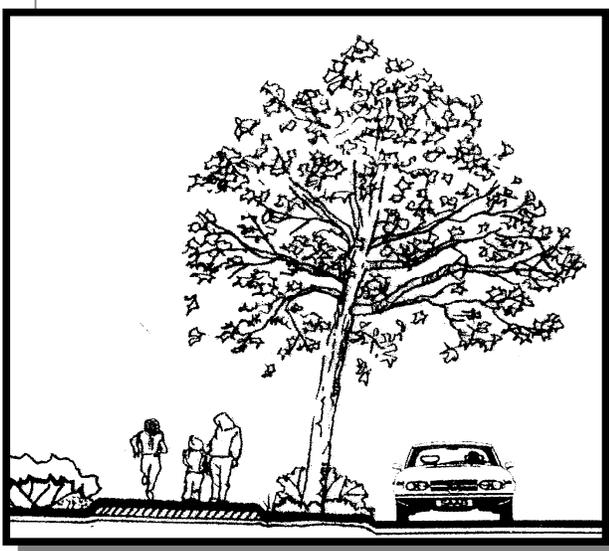
The concept of TND is the subject of a growing body of literature. While there is no single model for a TND, certain principles define the type of development. Understanding the principles and objectives of TNDs was an important process in developing the City's TND Ordinance. As part of drafting this ordinance the development patterns and designs of River Falls were analyzed to develop the context and specific standards contained in this ordinance. These principles are discussed below and were used to guide the development of this ordinance.

- **Compact Development.** TND utilizes compact development patterns that promote a more efficient use of land and lower the cost of providing public infrastructure and services. Compact development is designed on a human scale. This includes paying attention to walking distances, building heights, design of signs, streets, and streetlights, sidewalks and other features. Compact development can also promote social development by including civic spaces such as parks and public buildings. Also residential, commercial, and civic buildings are within close proximity to each other, which can encourage people to walk between the various uses.
- **Mixed Uses.** TND is designed to include a mixture of uses. This means that nonresidential land uses, such as commercial (limited), civic, and open spaces, are mixed with residential land uses. Mixing land uses can broaden the tax base of a community. Mixing uses also promotes walking between the various uses, and different modes of transportation are promoted in the community, such as bicycling, public transit, and automobiles.

Mixed uses also provide a community center or focus area. A community center may be a public facility such as a park, recreational facility, school, library, or it may be a retail area. Mixed uses also means promoting a mix of public housing types and sizes to accommodate households of all ages, sizes, and incomes. This means allowing a variety of lot sizes, densities, and housing types, such as attached single-family residences, townhouses, duplexes, fourplexes, and specialty houses for seniors. A TND shall have approximately 30% of the residential units designated for attached houses (multifamily) and small lot (fifty feet or less in width) detached houses. Mixed uses may also mean that housing is provided above commercial uses such as shops or offices.

- **Multiple Modes of Transportation.** TNDs generally provide for access by an interconnecting network of circulation systems, which facilitate walking, bicycling, and driving. Streets are designed to provide for the safe and efficient use of different transportation modes. An interconnected street pattern limits the use of isolated cul-de-sacs that force circulation onto a few major roads. The use of cul-de-sacs should be limited within a development. Short blocks and traditional grids create multiple, more direct routes for pedestrians, bicyclists, and motorists. Independent sidewalk networks for bicycles complement the street network.

TNDs are also meant to be pedestrian friendly. Given the compact design of the neighborhood, streets may be narrower than what is required in conventional subdivision ordinances. Narrow streets and other traffic calming techniques help slow down traffic to promote pedestrian safety. Front porches and other amenities like tree-lined streets can also encourage walking. The mixed uses of TNDs will also be pedestrian friendly if shops, offices, and public services and facilities are within walking distance.



A boulevard planted with trees and shrubs.

- **Response to Cultural and Environmental Context.** The significant cultural and environmental features of a site (amenities as well as constraints such as steep slopes, wetlands, critical wildlife areas, and highly erodible soils) influence the way the site is developed. Development with a clear sense of place requires careful design and siting of buildings, streets, and other infrastructure. This includes the provision of adequate open space, neighborhood parks and playgrounds, environmentally responsive storm water management systems, the use of indigenous vegetation, and energy conservation measures in the design and orientation of structures; it also helps create sustainable development. The historic and architectural characters of the community are other important design influences.

5.2.5 Future Development

As the City looks to the future, managing growth and development will be of primary concern to both citizens and decision makers. Traffic congestion, parking, wastewater capacity, preservation of open space and the Kinnickinnic River and its tributaries, and affordable housing are among the issues that will affect the future of the community and whether River Falls will continue to be perceived as a good place to live. Managing development will involve balancing growth in residential development and employment opportunities. Growth management decisions should be made to ensure that development is sustainable and that the quality of the environment is protected. Cooperation with the four towns and two counties is essential if River Falls is to achieve a compact urban form and reduce or eliminate future problems associated with suburban sprawl. As the urban area boundary is defined, a staging plan for future development can prioritize the construction of infrastructure, cultural amenities, and other necessary public services.

5.3 OFFICE AND INDUSTRIAL DEVELOPMENT

In order to sustain economic development, there will be an increasing need for new office space, both in freestanding office buildings within existing commercial areas and in new business parks. Sites that can accommodate flexible office space and research and development facilities will be needed in order to diversify the local economy.

The Future Land Use Map (Figure 3-6) on page 19 provides approximately 250 acres for freestanding office development. Additional office space is provided downtown, in neighborhood centers, and in business parks. Offices are also permitted in community commercial areas where new office uses may be located above the first floor or as a secondary use in multi-tenant buildings in order to promote retail continuity at the street level.

Because employment intensity (building space per employee), site configuration, access, and other requirements for industrial uses vary dramatically, this document provides about 150 acres of land for new industrial development in a variety of settings and locations. Sites north of the Whitetail Ridge Corporate Park are reserved for business park establishments.

Plan policies also seek to increase the supply of rezoned, ready-to-go industrial land to enhance River Falls' competitiveness and decrease start-up time for new industrial development.

5.4 IMPLEMENTING URBAN DESIGN POLICIES, GUIDELINES, AND STANDARDS

The urban design framework outlined in this chapter reflects a desire to achieve a particular goal, and implementation of the policies and guidelines will require sincere commitment, openness, and cooperation between the City, businesses, and residents.

The design guidelines will be implemented incrementally, as centers are developed/redeveloped. While large-scale developments will provide opportunities for a full realization of the guidelines and standards in this chapter and in the City Code, small-scale site-level changes can also make important contributions to the vitality and community-friendliness of the centers. The urban design elements in the policies, guidelines, and standards seek to maintain traditional River Falls neighborhood values and heighten a sense of community. The City Code will ensure that development is in accord with the policies and guidelines and will not only benefit the community at large, but also benefit project proponents economically.

The City Code contains development standards relating to building heights and setbacks and may contain additional design standards. If design guidelines and standards are to be implemented, three additional points should be considered:

- **Participation.** An ongoing program for the participation of affected stakeholders should be established. Neighborhood residents and organizations, businesses and business organizations, institutions, and property owners should be included in the decision-making process. The guidelines and standards should also be integrated into neighborhood and area plans.
- **Partnerships.** The implementation of guidelines and standards will require formal and informal interagency agreements, private-public partnerships, and neighborhood-civic partnerships, a shared vision and a civic spirit.
- **Process.** Develop a process that will allow communities to measure the benefits of implementation of the guidelines and standards. The guidelines and standards should be periodically reviewed, embellished, and amended to respond to changing conditions and community needs and preferences.

GUIDING AND IMPLEMENTING POLICIES

5-1-G-1 Preserve and enhance the downtown (Main Street) and protect neighborhoods from encroachment by non-neighborhood oriented commercial development.

5-1-I-1 Implement the Downtown Plan, its design guidelines, design standards and design review committee.

5-1-I-2 Develop a North and South Main Street Corridor Plan that provides guidelines and standards for new and redevelopment areas.

5-2-G-1 Preserve existing neighborhoods and encourage new neighborhoods to provide a mix of housing types, sizes and services that are linked by streets, parks, trails and open space.

5-2-I-1 Develop standards and guidelines for compact, mixed-use neighborhoods with a variety of single-family lot sizes and housing styles that may include provisions for live-work sites in appropriate neighborhoods.

5-2-I-2 Develop standards and guidelines for neighborhood centers so nonresidential uses are compatible with the surrounding neighborhood.

5-3-G-1 For Office and Industrial Development see Chapter 9 Community Services Guiding and Implementing Policies 9-G-2 and 9-2-I-1-3.

CHAPTER SIX



Railroad Service started in River Falls on October 26, 1878 and ended on February 19, 1966.

TRANSPORTATION

Providing a safe and efficient transportation system is essential to promoting sound economic and social growth for a community. As the City of River Falls continues to accommodate a growing population base, transportation system improvements are needed to ensure that both mobility and safety requirements are met. The purpose of this chapter is to guide public policy in regard to the evolution of the overall transportation system, and specifically recommend objectives and actions that are consistent with the land use and urban design components of the Comprehensive Plan.

The automobile is the primary transportation mode in River Falls. Therefore, actions recommended in regard to the road system are the most prominent and influential components of the overall Transportation Plan.

However, this chapter does not focus solely on the automobile as a mode of transportation. Other modes of transportation are important due in part to the UW-RF and River Falls School District student populations within the City. River Falls is generally a compact community that can facilitate walking, bicycling, and other modes of transportation. Through planning, the needs of the automobile can be met while accommodating the needs of alternative modes of transportation. The modes of transportation do not need to compete against one another but can co-exist and create a more livable, thriving community for all residents to enjoy.

This chapter provides policies and standards for a multimodal transportation system (automobile, public transit, pedestrian, and bicycle) that attempts to reduce the dependency on automobile transportation.

THEMES

- **Character.** Maintain and respect River Falls’ unique personality, sense of place, and character.
- **Community-Oriented Development.** Maintain and foster an urban fabric that promotes vehicular/pedestrian circulation, parks, conservation/open space areas, and neighborhood services.
- **Urban Form.** Promote a compact urban form that encourages sensitive/compatible infill development.
- **Mixed Use.** Provide a mix of land uses and housing densities and types throughout the City.
- **Community-Oriented Downtown.** Enhance and maintain community activities in the downtown area.
- **Transportation Alternatives.** Maintain and promote alternative modes of transportation.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services.
- **Intergovernmental Cooperation.** Maintain a cooperative intergovernmental perspective with the towns, counties, and state, and work with private and governmental entities towards that goal.

6.1 TRANSPORTATION

6.1.1 Transportation System Management

Transportation system management refers to measures designed to reduce peak-period traffic by making more efficient use of existing transportation resources and emphasizing ride sharing and non-auto alternatives. It includes public transit, flexible work hours, car and vanpooling, and incentives to increase the use of these alternatives. Such strategies have become increasingly important in the efforts to enhance mobility through efficient use of alternative modes of transportation and to meet federal and state air quality standards. A transportation system management program:

- Is an essential and important element in the continuing effort to achieve acceptable levels of traffic service.

- Can reduce or delay the need for street improvements by making more efficient use of existing facilities.

6.1.2 Transportation Demand Management

Transportation Demand Management is an important component of transportation system management. Transportation Demand Management seeks to provide equitable, multi-modal transportation options, reduce the peak level of demand on the entire transportation system. This can be done by:

- Increasing vehicle occupancy (car/van pools, bus).
- Increasing the use of "smaller footprint" infrastructure (sidewalks and bike paths vs. roadways).
- Spreading the demand for travel over more hours of the day.

Further study should be done to identify transportation demand management strategies that are appropriate for implementation in River Falls.

6.2 STREETS

Providing a safe and efficient street system is essential to promoting sound economic and social growth for a community. Improvements will be made in the coming years to ensure that both mobility and safety needs are met as the City continues to accommodate a growing population base.

6.2.1 Roadway Jurisdiction

Roadway jurisdiction typically defines who is responsible for basic services such as snow removal, general repair, and other typical maintenance of the roadway surface. The City should consider the characteristics and condition of existing roadways within the Urban Area Boundary (UAB). As the urban area develops, roadway improvements will likely be needed to provide the necessary multi-modal transportation choices. Roadways within the UAB generally fall within the following jurisdictional classifications:

Township – In general, roads within the Towns surrounding the City of River Falls that serve local transportation needs are under the Town’s jurisdiction. As growth occurs on the fringe of the City, roads currently under township jurisdiction become City streets through annexation.

City – In general, roads within the City of River Falls that serve local transportation needs will be under the City’s jurisdiction. The City is currently responsible for maintaining public roadways within the City Limits with the exception of State Highway 35/65 on the east side, which is maintained by Wisconsin Department of Transportation (WisDOT).

Connecting Highway – Connecting highways are local roads such as Cascade Avenue and South Main Street that connect segments of the State Trunk Highway System. Although the City is predominantly responsible for these segments of road, the WisDOT retains some authority, such as approving the installation of signal lights.

County – Several county roads enter the municipal area, with maintenance responsibilities generally being performed by the City within the City limits. As growth occurs on the fringe of the City, roads currently under county jurisdiction are transferred to City jurisdiction through agreements with the county.

State – The WisDOT retains jurisdiction of all State Highways with the exception of those that have been designated as connecting highways. These roads generally serve regional or statewide transportation needs such as the STH 35 By-pass.

Jurisdictional assignments should be based on several factors including:

- Functional classification
- Route continuity and connectivity
- Type of trips using route

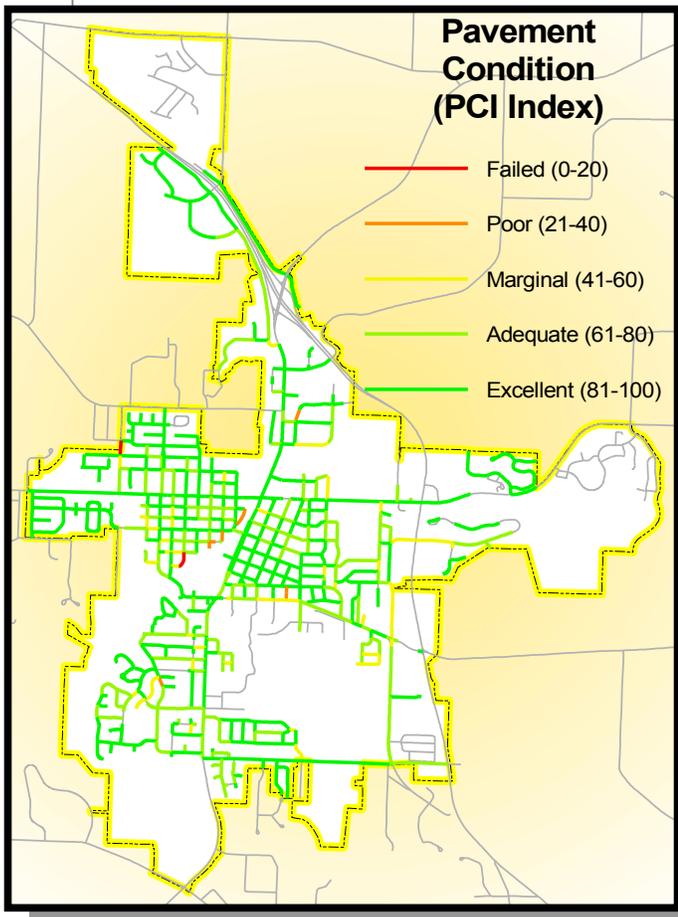
6.2.2 Existing Pavement Conditions - City

In accordance with requirements established by the WisDOT, regular pavement management reports are completed every two years. To complete these reports, the City maintains a pavement management system using the program *MicroPaver*. This program records a pavement rating, date rated, roadway section or location, pavement width, and roadway material. This information is utilized to program timely maintenance that maximizes the life cycle of the roads. The approximate pavement maintenance timeline of public roadways within the City is as follows:

Initial Construction	0 years
Crack Sealing	3-5 years
Seal Coating	6-8 years
Crack Sealing	9-11 years
Seal Coating	12-14 years
Mill & Overlay	20-25 years
Crack Sealing	28-31 years
Seal Coating	32-34 years
Crack Sealing	35-37 years
Seal Coating	38-40 years
Mill & Overlay	45-50 years
Crack Sealing	53-55 years
Seal Coating	56-58 years
Reconstruction	70 years

Pavement conditions for the vast majority of public roadways within the City are classified as adequate or excellent as shown in the following figure.

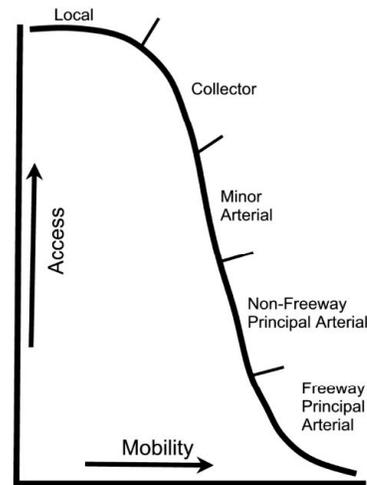
In order to continue to provide an adequate roadway system at a minimal cost and maximum life cycle, funding for maintenance must increase in conjunction with the expanding network of roadways associated with this Plan. Consideration of a Transportation Utility may be prudent to ensure adequate funding for pavement management in the future. A Transportation Utility could charge all property (including tax-exempt properties) within the City on a monthly basis for the cost of transportation services associated with that property.



2005 Pavement Conditions.

6.2.3 Street Functional Classifications

Functional classification is a tool used to categorize roadways according to the service that they are intended to provide and their relationship to surrounding land uses. Travel through an urban area is served by a network functioning in a logical and efficient manner. The functional classification determines the planned role that each individual street should play in moving traffic through the network. Each roadway's role is balanced between providing land access and providing mobility. Four general categories are currently used for defining functional classification:



Source: Scott County Transportation Plan

Figure 6-1 Mobility and Access.

- **Principal Arterial.** Serves longer trips within an urban area and to major outside cities. Limited access allowed due to high preference for mobility. Typically roadways with highest traffic volumes.
- **Minor Arterial.** Provides medium to short trips within an urban area. Restricts access and limits curb cuts with moderate traffic volumes. Connects sub-areas of an urban area. Collects and distributes traffic from freeways/highways to minor arterials and collector streets.
- **Collector Street.** Provides access to residential neighborhoods and commercial or industrial centers. Provides low to moderate traffic volumes for inter-neighborhood trips. Serves as connector between local and arterial streets.
- **Local Street.** Serves short trips with direct land access within neighborhoods and other nearby land uses. Low traffic volume roadways that serve the majority of trips within an urban area.



Figure 6-2 Existing Functional Classification - Current Official Map of City of River Falls

6.2.4 Access Management

Access management is a set of techniques that can be used to control access to highways, major arterials, and other roadways. The City should develop access management policies to enhance or maintain the functionality of the roadway system. This is often done by designating an

appropriate level of access control for each of a variety of facilities. Local residential roads are allowed full access, while major highways and freeways allow very little. In between are a series of road types that require standards to help ensure the free flow of traffic and minimize crashes, while still allowing access to major businesses and other land uses along a road.

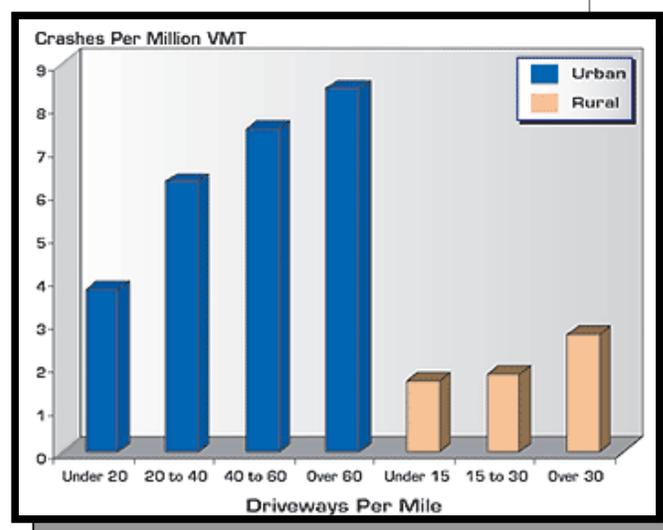
Design standards incorporating the following should be established to increase the capacity of roads, manage congestion, and reduce crashes:

- Increased spacing between signals and interchanges;
- Location, spacing, and design of driveways;
- Use of exclusive turning lanes;
- Median treatments, including two-way left turn lanes (TWLTL) that allow turn movements in multiple directions from a center lane and raised medians that prevent movements across a roadway; and
- Use of service and frontage roads.

Driveway Spacing - Appropriate driveway spacing presents another major access issue. Fewer driveways spaced further apart allow for more orderly merging of traffic and present fewer challenges to drivers, and reduce potential conflicts on the road. A high number of access points causes congestion to increase significantly. It is impossible for a major arterial or highway to maintain free-flow speeds with numerous access points that add slow-moving vehicles. An overabundance of driveways also increases the rate of car crashes. An examination of crash data in seven states found a strong linear relationship between the number of crashes and the number of driveways. Rural areas had a similar, but less strong relationship. Proper planning of driveways should consider the land use being served, property configuration, and peak hour trips.

Intersection Spacing – The importance of intersection spacing is similar to that of driveway spacing. As the number of intersections per mile increase, the opportunity for crashes increase. The existence of too many intersections per mile also increases delay and congestion; while not providing an adequately dense street network forces motorists, bicyclists, and pedestrians to travel farther to their destinations.

Signal Spacing - Increasing the distance between traffic signals improves the flow of traffic on major arterials, reduces congestion, and improves air quality for heavily traveled corridors. The appropriate spacing between signals for a particular corridor depends greatly upon the speed and flow of traffic, but anything greater than two signals per mile has a significant impact on congestion and safety. Improved speeds and travel times translate directly into environmental benefits. Increasing the distance between signals also reduces the incidence of crashes.



Access Management and Crash Rates. (Source: FHWA)

6.2.5 Volume Thresholds

Volume thresholds for roadways are classified so that they can be used to identify possible existing deficiencies or future improvements. The classified capacities are intended to estimate the maximum amount of traffic that can be accommodated by a facility. Classifications are divided into urban and rural sections. Urban sections are characterized by a cross-section that typically provides for multi-modal transportation options within an area developing under urban densities. Rural sections are characterized by cross-sections that typically provide for automobile transportation in rural areas. Thresholds are stated in Average Daily Trips (ADT).

Table 6.1 Potential Guidelines for Functional Classifications.

Functional Class	ADT	Lanes	Turn Lanes	Intersection Spacing	Right In/Out Spacing	Signal Spacing	Speed	On-Street Parking	Pedestrian Facilities	Bicycle Facilities
Principal Arterial	12,000–36,000	4	Left Right	2640' (1/2 mile)	1320'	2640'	40-45	None	Both Sides	Off Road
Minor Arterial	8,000-18,000	2-4	Left Right	1320' (1/4 mile)	660'	2640' Preferred, 1320' Min.	30-35	None	Both Sides	Off Road or Lanes
Collector	1,500-10,000	2	Left	660' (1/8 mile)	N/A	1320'	25-30	1 or 2	Both Sides	Lanes or Shared
Local Residential	200-2,000	Shared	N/A	330' Preferred, 150' Min.	N/A	N/A	20-25	1 or 2	Both Sides	Shared
Local Residential Below 1.5 DU/Acre	100-1,000	Shared	N/A	330' Preferred, 150' Min.	N/A	N/A	20-25	1 or 2	One Side	Shared

Table 6.2 Urban–Volume Thresholds

Code	Description	ADT
U-1	Two-lane at-grade local urban street at 25 mph	8,000
U-2	Two-lane at-grade local arterial street at 25 mph	10,000
U-3	Two-lane at-grade with left-turn lanes/three lanes at 25-35 mph	16,000
U-3a	Two-lane at-grade with left-turn lanes/three lanes and access management/control at 35-45 mph	20,000
U-4	Four-lane at-grade with left-turn lanes at 25 mph	24,000
U-5	Four-lane beltline at-grade with left turn lanes and access management/control at 55 mph	36,000

Many factors can affect roadway volume thresholds. These factors include volume distribution by time and direction, the type of traffic (truck versus automobile), operating speeds and number of access points. Based on these factors, daily capacity can fluctuate from 80% to 120% of the threshold shown.

Table 6.3 Rural–Volume Thresholds

Code	Description	ADT
R-1	Two-lane reduced speed and capacity at 35 mph	8,000
R-1c:	Two-lane County Highway at 45-55 mph	10,000
R-1s:	Two-lane State Highway with gravel shoulders and turn lanes at major intersections, 55 mph	14,000
R-1a	Two-lane with turn lanes and access management at 45-55 mph	24,000
R-2	Four-lane expressway at 45-55 mph	45,000
R-3	Four-lane grade separated at 55-65 mph	60,000

6.2.6 Level of Service and Volume to Capacity Ratios

The standard measures of traffic flow are Level of Service (LOS) and Volume to Capacity (V/C). Traffic LOS is a level for intersections and roadway segments that is characterized by examining peak-period operations. LOS is classified by a letter grade that describes the

quality of flow, ranging from the best conditions (LOS A) through extreme congestion associated with over-capacity conditions (LOS F).

Table 6.4 Traffic Level of Service

LOS	Traffic Flow Conditions	Max. V/C
A	Free-flow: speed is controlled by driver's desires, stipulated speed limits, or physical roadway conditions.	0.6
B	Stable flow: operating speeds beginning to be restricted; little or no restriction on maneuverability from other vehicles.	0.7
C	Stable flow: speeds and maneuverability more closely restricted; occasional backups behind left-turning vehicles at intersections.	0.8
D	Approaching unstable flow: tolerable speeds can be maintained but temporary restrictions may cause extensive delays; little freedom to maneuver; comfort and convenience low; at intersections motorists especially those making left turns may have to wait one or more signal changes.	0.9
E	Approaching capacity: unstable flow with stoppages of momentary duration; maneuverability severely limited.	1.0
F	Forced flows: stoppages for long periods; low operating speeds, and delays at intersections average 60 seconds or more.	>1.0

The volume-to-capacity (V/C) ratio is an index that can be used to evaluate when a roadway will become over capacity. Roads generally operate poorly at or near capacity, and roads are rarely designed to operate in this range. The V/C ratio is intended to estimate the maximum amount of traffic that can be accommodated by a facility while maintaining

desired operational qualities. V/C ratios below .85 allow for good flow, reliable speeds, and safe operating conditions. A V/C ratio above .85 indicates a progressively congested roadway, with increasing safety problems, delays and operational deficiencies.

6.2.7 High-Crash Locations

River Falls receives crash data from WisDOT on a regular basis and maintains an inventory of crash locations within the City. As part of this Plan, crash data was analyzed from 1999 through 2004, with a total of 1,563 crashes occurring in the City. Crash data is useful in determining the cause of crashes and a subsequent evaluation can be completed to reduce crashes from occurring. Angle and rear-end crashes commonly occurred during the last 6 years. Angle crashes are one of the more severe crash types and involve more than one vehicle. Rear-end crashes are often a result of signalized intersections or poor geometric alignments. Additional analysis based on the locations of crashes is needed to make a further determination of the exact cause. Table 6.5 shows crashes by diagram type and severity.

The WisDOT administers a Hazard Elimination Safety (HES) Project that can be used to fund up to 90% of improvements at high accident locations. This program has been used recently for:

- Intersection improvements at the STH 29/35/65 intersection.
- Installation of a signal light on South Main Street at Foster Street.
- Reconfiguration of South Main Street into a three-lane roadway.

Accident data should be checked annually to determine if a particular location is an appropriate candidate for an HES Grant. In order to qualify:

- There must be a crash history at the proposed location. Generally 3 or 4 calendar years of data is used.
- An improvement must be proposed that would have corrected a significant number of those previous crashes.

- A cost estimate of such improvement must be provided.
- The benefits gained by anticipated crash reduction must offset the cost of the improvement.

The City of River Falls had three fatal crashes during the 1999-2004 period. The 1999 fatal crash occurred at the intersection of State Highway 35 and State Highway 29. Traffic signals with medians and turn lanes have since been installed at this location. Future plans include construction of an interchange at this location, which should result in fewer and less severe crashes. The 2001 fatal accident occurred at State Highway 35 and County Trunk Highway U. This intersection is slated for closure upon completion of a grade-separated interchange at State Highway 35 and

Radio Road. The 2004 fatal accident occurred on private property at the River Falls Golf Club.

A significant contributor to the reduction in accidents from 2001 to 2002 was the conversion of Main Street from a four-lane roadway to a three-lane roadway from Division Street to Paulson Road. Pre- and post-reconfiguration studies performed by City staff indicate that only 15 accidents occurred in the year after this road was converted to three lanes compared to an average of 42 accidents per year during the three previous years. This demonstrates the importance of providing for left turning movements on arterial streets.

Table 6.5 Crash Diagram Type by Year.

Year	Crash Type - Crash Diagram Type by Year					Crash Severity			Total
	Angle	Rear End	Side-swipe	Head On	Other*	Fatality	Injury	Property Damage	
99	75	45	33	7	64	1	58	165	224
00	83	63	43	6	76	0	56	215	271
01	100	58	40	10	79	1	54	232	287
02	72	62	33	5	57	0	54	175	229
03	75	73	27	7	76	0	42	216	258
04	65	68	23	3	135	1	63	230	294
Totals	470	369	199	38	487	3	327	1233	1563

**Other crash types included rear-to-rear, fixed objects, and unknown causes.*

6.2.8 Travel Forecast Model

In conjunction with development of this Comprehensive Plan, a transportation forecast model is being developed in order to help identify possible existing deficiencies and future improvements that may be necessary as this Comprehensive Plan is realized. Travel forecast modeling assumes that travel demand is a response to the pattern of land use activity in a city or surrounding region. The modeling process uses existing and forecast land use and demographics as model input. Through daily activity, the people who live, visit, shop, and

work in and around River Falls generate the traffic that the model assigns to the circulation system.

Volume to Capacity ratios will be determined using the model for the following scenarios:

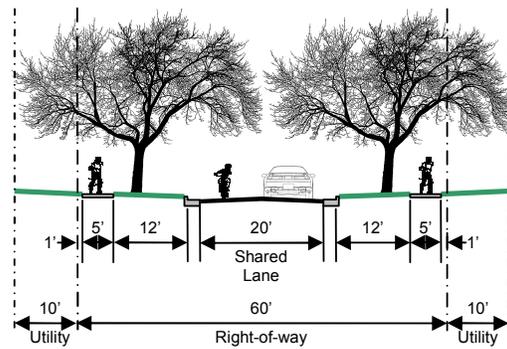
Existing Conditions – Existing land uses and the volume threshold classifications of existing roadways will be utilized for this scenario. This analysis will show possible existing deficiencies within the modeled network.

Future Build-Out/Existing Roads – Future land use within the UAB and volume threshold classifications of existing roadways will be utilized for this scenario. This scenario should include projected 20-year increases in traffic due to growth outside of the UAB. This analysis will show the possible deficiencies that could exist upon full build-out of the future land uses proposed in this plan.

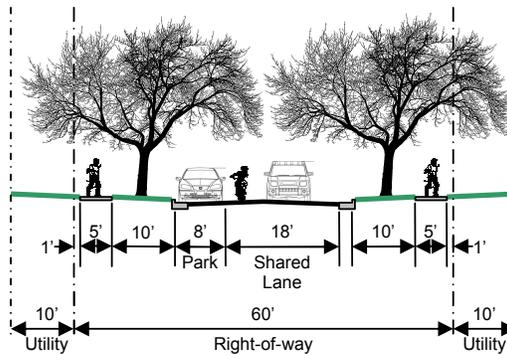
Future Build-Out – Future land use within the UAB and future volume threshold classifications will be utilized for this scenario. This scenario should include projected 20-year increases in traffic due to growth outside of the UAB. This analysis will show the possible volume threshold classifications that should be planned for in order to adequately accommodate full build out of the future land uses proposed in this plan.

6.2.9 Roadway Design

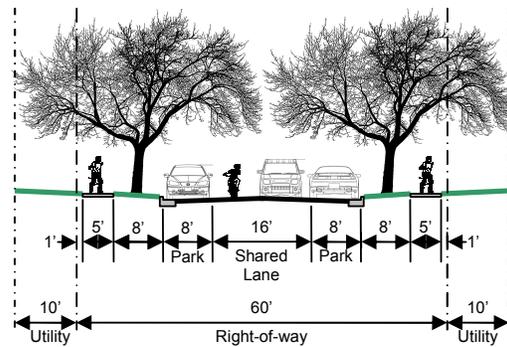
Roadway design is closely tied to the function the road serves in the overall system. Travel-lane widths, the width of road shoulders, the inclusion of sidewalks and bicycle lanes, and the overall nature of the roadway all impact the traveling public by affecting speeds and the volume of traffic that the road may carry. Many streets in the developed downtown area have a historic character, and their purpose or function is clearly defined. Many roads in the developing urban area of the City may transition into different functions as land development occurs. At a minimum, rural roads that are brought into the City by the development process should be upgraded to urban roadways. Minimum roadway widths are not codified. The City does maintain typical design standards for new local roadway widths as shown in Figure 6-3.



*No Parking
(24' Curb – Curb)*



*Parking One Side
(28' Curb – Curb)*



*Parking Both Sides
(32' Curb – Curb)*

Figure 6-3 Current Local Street Standards

Current City Code establishes a minimum right-of-way width and minimum radius of curvature for roadways as shown in Table 6.6. Local streets should be designed to serve the needs of the neighborhoods. Roads that are unnecessarily wide are costly both to build and maintain, and may create a less safe environment for residents. Excessively wide streets tend to move traffic rather than control it, which encourages speeding, and creates hazards. Narrow, curved streets discourage speeding. Over design of roads and walks may result in undesirable environmental defects: more cuts and fills, more runoff, and diminished groundwater supply. Planning and design of residential streets should clearly indicate the functions.

Table 6.6 Roadway Rights-of-Way and Minimum Radius of Curvature.

Street Type	Right-of-Way (Min. width)	Minimum Radius of Curvature
Cul-de-sacs with restricted parking (also loop streets not exceeding 1500' with restricted parking)	50'	100'
Local (provides access to individual lots)	60'	100'
Collector (collects traffic from minor streets)	66'	180'
Minor Arterial (carries traffic from collectors to arterials)	80'	230'
Principal Arterial	100'	300'

6.2.10 Street Network

The community street network is primarily made up of two-lane local streets. As of 2000, the City services approximately 48 miles of streets. The City, over the past few years, has reduced the number of streets with loops or cul-de-sacs through planning standards and working with developers. There is a need for

more through streets and fewer cul-de-sacs. The lack of a continuous street system and growth has resulted in increased use along arterials, such as Main Street, Division Street, and Cascade Avenue.

The City is attempting to reduce vehicular access points to Main Street and provide additional traffic signals at major intersections. The reduction of vehicular access points will assist in providing the needed signalization to ease traffic congestion and offer increased safety throughout the Main Street corridor.

Street grids within residential and commercial neighborhoods (intersections every 300 to 500 feet) make bicycling and walking easy and convenient. Yet local and collector residential streets should have limited continuity to discourage through traffic and high speeds. Since a limited number of streets internal to a neighborhood should intersect with the surrounding arterials (i.e. residential collectors) the street grid pattern must be broken near the edges of the neighborhood.

Streets should be designed to limit meandering and minimize unnecessary vehicle, bicycle and pedestrian mileage. This will also encourage walking and bicycling for short trips. However, this does not mean that: 1) all streets need to be straight, as streets should be designed in context to the terrain, natural and built features of the area; or 2) that residential streets should be long (continuous).

6.2.11 Wisconsin State Highway Plan 2020

The Wisconsin State Highway Plans focus is on the 11,900 miles of State Trunk Highway routes. It accounts for only 11% of the state's total roadway mileage but carries 60% of all traffic. This plan identifies the Corridors 2020 System, which is designed to carry high volumes of auto and heavy truck traffic. State Trunk Highway 35 from River Falls to Hudson is designated in the plan as a Corridors 2020 Collector Route. The WisDOT is currently in the process of adopting a freeway designation for this section of road. As lands are re-

developed or as direct access becomes a safety hazard, at-grade public intersections will be reconstructed or removed. The existing private driveways will be removed from STH 35 and alternate access will be provided to the public road system or the property will be acquired and the access to STH 35 will be eliminated. As part of this process, preliminary plans have been prepared for an interchange to be built at STH 35/Chapman Drive/Radio Road though the improvement has not been included in the State's Six- Year Highway Improvement Program.

6.2.12 Wisconsin 2004- 2009 Six-Year Highway Improvement Program

The Wisconsin 2004-2009 Six-Year Highway Improvement Program identifies the following planned projects within the planning boundary area:

- STH 29 From US 10 (Prescott) to Cemetery Road (River Falls) - Diamond grinding the existing concrete pavement to provide for a safer and smoother riding surface is scheduled to happen between 2007 and 2009.
- STH 65 from STH 35 (River Falls) to US 12 (Roberts) - Resurface existing roadway with new asphaltic pavement is scheduled to happen between 2007 and 2009.

Although not yet part of the State's Six Year Highway Improvement Program, preliminary discussions and planning involving the City and WisDOT have taken place regarding the following:

- Extending STH 35/29 as a four-lane facility south to Division Street and Cascade Avenue.
- Construction of a second "jug handle" at the intersection of STH 35/65 and County Trunk Highway M to eliminate an existing un-signalized cross-traffic turning movements.
- Construction of an interchange at the intersection of STH 35/65 and Cascade

Avenue to eliminate the current signalized at-grade intersection.

6.2.13 City Capital Improvement Program

Each year, the City prepares a Capital Improvement Program (CIP) that attempts to program capital improvement projects over the upcoming 5-year period. The most current CIP is for 2005-2009 and includes the following transportation related improvements:

- Maple Street Bridge Rehabilitation
- Wasson Lane Bridge Reconstruction
- Traffic Control Signals on South Main Street at Cemetery Road
- Cascade Avenue Repaving
- Wasson Lane Reconstruction
- Industrial Park Entrance Road from Quarry Road
- Traffic Control Signal on Cemetery Road at High School
- Radio Road Interchange
- East Division Street from Yellowstone Drive to Liberty Road
- CTH U from STH35 to Chapman

6.2.14 Other Transportation Issues

A number of major transportation issues were identified through analysis, public comment and observation in preparing this Comprehensive Plan. As discussed in Section 6.2.8, a transportation forecast model is being developed in conjunction with this plan that will help to better understand these issues and plan accordingly. Some of the major transportation issues that need to be studied include:

Southwest River Crossing – The Official Map has included a future road crossing the Kinnickinnic River "Canyon" southwest of the city for quite some time. The need for this bridge should be analyzed under the future land use assumptions of this plan to determine if it can be removed from the Official Map.

Southeast Interchange and Connection –

The future land use map suggests an east-west connection between STH 29 and STH 65 south of the city. Also included is a southeast interchange location. The need for this interchange and connector should be analyzed under the future land use assumptions of this plan to determine if it should be added to the Official Map.

Main Street - Historically, Main Street has generally served as the predominant north-south travel route through the City. Construction of the STH 35 bypass has introduced an alternative north-south route. Studies should evaluate the future role of Main Street and STH 35 in handling north-south traffic generated from future growth. Key questions to address include whether Main Street should be designed to accommodate cut through traffic or should cut through traffic be directed to STH 35.

Cemetery Road/STH 65 – WisDOT has proposed closing this access point in conjunction with construction of a grade-separated interchange at STH 29/35/65. Land use assumptions in this Plan should be used to analyze transportation patterns and determine an appropriate long-range strategy for this intersection. Some strategies to consider include signals, grade separation with no access, or cul-de-sac type closure. This issue interrelates with the Southeast Interchange issue noted above.

6.3 PUBLIC TRANSIT

Transit options will reduce the number of single-occupancy vehicle commuting trips and result in a decrease in average trip length and overall vehicle miles traveled.

6.3.1 River Falls Taxi

The City of River Falls has received State and Federal grant dollars to help fund a shared-ride taxi program. This taxi service is open to anyone, including disabled persons and covers the area within the City of River Falls as well as five miles outside the city limits.

Consideration should be given to expanding the taxi service territory to allow residents to connect to other public transit service.

6.3.2 Regional Park-and-Ride

A majority of residents are employed outside the City. Their primary mode of travel is single-occupancy vehicles. A study is needed to find ways to increase the use of higher-occupancy vehicles, such as van pools and express bus service operating from park-and-ride lots, to service commuters traveling to their destinations. There are park-and-ride lots located north of River Falls along State Highway 65 that provide the opportunity for a park-and-ride program.

6.3.3 Bus Service

The City of River Falls is not served by any form of commuter bus service. The nearest point to which the Metropolitan Council’s Metro Transit bus service currently provides service is in Woodbury, Minnesota, approximately 25 miles from River Falls. Greyhound provides limited commercial bus service between Eau Claire, Wisconsin and St. Paul, Minnesota. Airport Passenger Service of Eau Claire, Wisconsin, provides eighteen scheduled trips between Eau Claire and the Minneapolis Airport and V.A. Hospital. This service stops in Menomonie, Baldwin, and Hudson.

In addition, no local bus service exists in the City of River Falls. The University of Wisconsin – River Falls ran a shuttle bus service from October 2001 through May 2002. This shuttle provided service on Cascade Avenue and South Main Street in an attempt to get students to utilize available parking at Ramer Field. Cost was \$50,006 for that time period or about \$1970 for each full week. \$8500 was funded by the Student Senate and \$1361 in revenue was generated from the users. The rest was funded by the campus-parking program. Due to cost and lack of ridership, the University did not reinstate this service in the following fall for the 2002-2003 school year.

The City of River Falls does not have a railroad, water, or airport transportation. The nearest railroad, water, and airport transportation is located in the St. Paul/Minneapolis, Minnesota area. Hudson, Wisconsin has some recreational water transportation.

6.3.4 Commuter Vanpools

The Metropolitan Council's Metro Commuter Services does provide opportunities for vanpools serving River Falls. VPSI Commuter Vanpools are subsidized by Metro Commuter Services as part of their Van-Go! Program. The Van-Go! Program is specifically for those commuting on a route with limited or no transit service. VPSI also participates in vanpools outside of the Van-Go! Program area. There are currently two commuter vanpools originating out of the River Falls area and many others originating out of Hudson and other nearby western Wisconsin communities. Some of the benefits of vanpools include:

- No cost to drivers.
- Passengers can relax, sleep or read.
- Free or reduced rate parking is provided in specific areas of Downtown Cities.
- Many employers offer special parking spaces for carpools, vanpools and for disabled persons.

6.3.5 Transit Corridor Functional Classification

In planning for the future, it is important to promote and reinforce the need for multi-modal transit hubs and transit corridors in new development. Such planning could promote high-frequency inter-city transit service and regional transit between River Falls and the Twin City Metropolitan area of Minnesota. Consideration should be given to creating a Functional Classification on the Official Map for Transit Corridors. The following guidelines should be considered within Transit Corridors to create environments that make walking, biking, and transit use more viable alternatives while still accommodating auto traffic:

- Orient buildings toward the street with short setbacks and parking behind or on the side of buildings.
- Cluster buildings along the street within convenient walking distance of one another.
- Design pedestrian-oriented buildings by ensuring that ground floor space faces the street, street-level retail is included in appropriate areas, structures are built to lot lines, and building fronts are made permeable by the placement of windows and doors.
- Encourage a mixture of uses among and within buildings.
- Eliminate minimum parking requirements that result in dedicating large areas of surface parking. Promote shared parking agreements between uses that require parking at different times of the day and days of the week (e.g. office and entertainment uses).
- Provide streets with wider sidewalks (e.g., 8 to 12 foot minimums), street trees, pedestrian-scale lighting fixtures, planters, pedestrian-scale signage, and street furniture.
- Buffer sidewalks from parking lots with landscaping, fencing, etc.
- Create transit bays within street right-of-way and transit shelters placed in high activity locations.

6.4 BICYCLE AND PEDESTRIAN CIRCULATION

Bicycling and walking will probably never completely replace the need for motor vehicles. However, in relatively compact cities like River Falls, non-motorized modes of transportation are beneficial transportation alternatives for much of the year. Sidewalks, trails, and other linkages need to be made available to enable safe, efficient travel for alternative forms of transportation. Enhancing people's ability to safely and effectively bike or walk throughout River Falls will help preserve the community's unique character. Furthermore, increasing non-motorized transportation opportunities will benefit River Falls by providing healthy, non-polluting and cost effective travel options.

6.4.1 Bicycle and Pedestrian Accidents

River Falls receives crash data from the WisDOT on a regular basis and maintains an inventory of crash locations within the City.

Table 6.7 Pedestrian & Bike Accidents

Year	Pedestrian		Bicycle	
	Acc.	Inj.	Acc.	Inj.
1999	2	2	4	4
2000	8	8	6	6
2001	6	6	2	1
2002	8	8	3	3
2003	5	5	3	3
2004	6	7	2	2
Total	35	36	20	16

As part of this Plan, crash data was analyzed from 1999 through 2004, with a total of 35 pedestrian and 20 bicycle accidents occurring in the City as shown in Table 6.8.

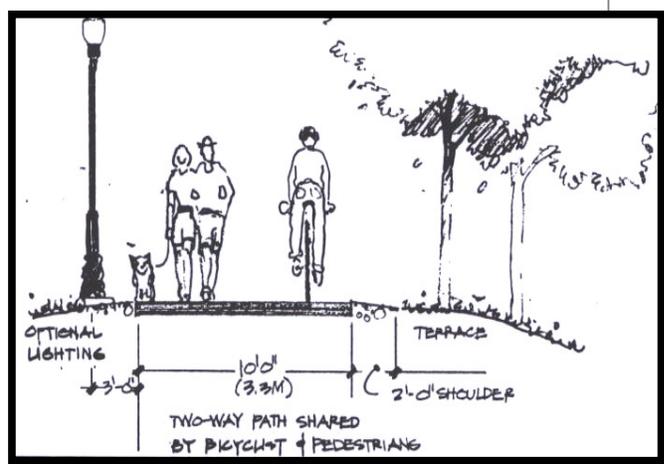
6.4.2 Bicycle and Pedestrian Plan.

The City of River Falls developed a Bicycle and Pedestrian Plan in 1995. The overall goal of the plan was to recommend facilities and policies that would encourage increased levels of bicycling and walking while creating a safe, comfortable environment for existing users including disabled persons. Specific objectives designed to accomplish this goal included:

- Create a bicycle transportation system accessible within a two minutes ride of all urban residences and make the pedestrian system directly accessible (one or both sides of all city streets) to all residences.
- Focus the development of facilities on schools, the downtown area, other commercial areas, transportation nodes, and the University.
- Design an off-street, grade/automobile-separated, bicycle and pedestrian system integrated into the overall transportation system.
- Recommend bicycle and pedestrian support facilities at transportation nodes, schools and businesses.

- Integrate the plan with adjoining towns and counties.
- Recommend community policies such as minimum road width standards and options to accommodate bicyclists on all streets.

This plan has been used as a guide for developing off-road and on-road alternative transportation routes that connect new development to major destinations within the City. The 1995 Plan should be updated by integrating existing bicycle and pedestrian facilities. Planning and design considerations should be explored to identify and recommend additional corridors for bicycles and pedestrian ways.



Bicycle and Pedestrian Circulation.

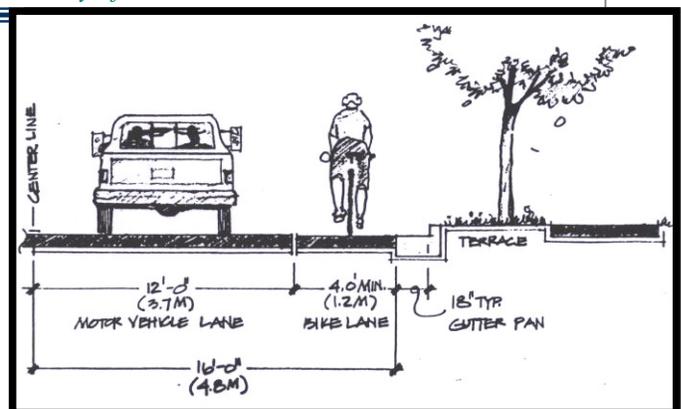
6.4.3 Types of Bicycle Facilities

There are many ways in which roadways can be constructed or improved to enhance bicycle transportation. Paved shoulder bikeways are commonly used on rural highways. In urban areas, a portion of the roadway can be designated as a bike lane for the preferential use of bicycles. Wide curb lanes that allow bicycle traffic to share the traffic lane may be necessary especially where improvements are made to existing urban routes. Bikeways designated to follow a high volume arterial should be located as far as practicable from the roadway on a separate bike path.

Bicycle Paths - Bicycle paths may be exclusive to bicycling or may accommodate pedestrian travel. Paths should be isolated from motor vehicle traffic and, therefore, provide pleasurable utilitarian and recreational riding opportunities. The recommended minimum surface width of two-way paths is 8 feet, with an additional 2-foot clear zone, free from obstructions, on each side. A width of ten feet is highly recommended especially in highly used urban corridors where many skaters and walkers can also be expected.

Bicycle Lanes - Bicycle lanes are delineated in available road space by bicycle lane markings and are intended to give preferential use for respective modes of transportation within a roadway. Bicycle lanes should carry one-way traffic in the same direction as adjacent motor vehicle traffic. The width of the bike lane measured from the face of curb should be 5 feet when the curb is integral with the pavement. The minimum bike lane width should be 4 feet measured between a gutter/pavement longitudinal joint and the motor vehicle traffic lane. Where parking is permitted, the bicycle lane should always be located between the parking lane and the motor vehicle lane. The width of this combined bicycle and parking lane can vary from 14 feet to 16 feet depending on the width required for the parking lane. A reduced total width of 13 feet may be considered where site conditions and right of way restrictions preclude a greater width and providing that the traffic lane next to the bike lane is at least 12 feet wide.

Wide Curb Lanes - Widened curb lanes provide a width that will generally allow bicyclists and motor vehicle drivers to share the roadway while minimizing conflicts. Generally, 14 feet of usable width is necessary to allow motorists to overtake bicyclists. On-street, without parking the usable width should be measured from edge of gutter pan to prevent encounters with drainage grates and curbs. Usable width on streets that include parking should be a minimum of 22 feet from edge of gutter pan to lane stripe.



On-Street Bicycle Circulation.

Shared Roadways - Shared roadways are often effective and efficient facilities that provide common bicycle accommodation within motor vehicle travel lanes. In general, shared roadways are undesignated because of their narrow usable road surface width that must be shared by cyclist and motorist. Nonetheless, roadways with low motor vehicle traffic levels (urban roads below 2000 ADT) can be designated. Low traffic volumes, in the case of many residential streets, and low speed in some downtown regions can be suitable for bicycling. Whether shared roadways are designated or not, they are an integral part of the bicycle transportation system and provide basic accommodation by providing access to the designated bikeway system.

Figure 6.5 shows existing bicycle facilities in and around the City of River Falls. Also shown are proposed facilities from the 1995 Bicycle and Pedestrian Plan.

6.4.4 Pedestrian Circulation

While only about 5% of the commuter trips in the City were made on foot, the actual share of walking trips is probably much higher when trips by non-commuters (such as tourist and students) are taken into account. River Falls' traditional centers (such as Main Street and the University) are hubs for pedestrian activity. These areas have small blocks and interconnected streets and sidewalks that facilitate pedestrian movement with curb cut to assist disable persons. Virtually all trips begin and end with a walking trip, yet over the last 50 years walking as a form of transportation have generally been ignored.

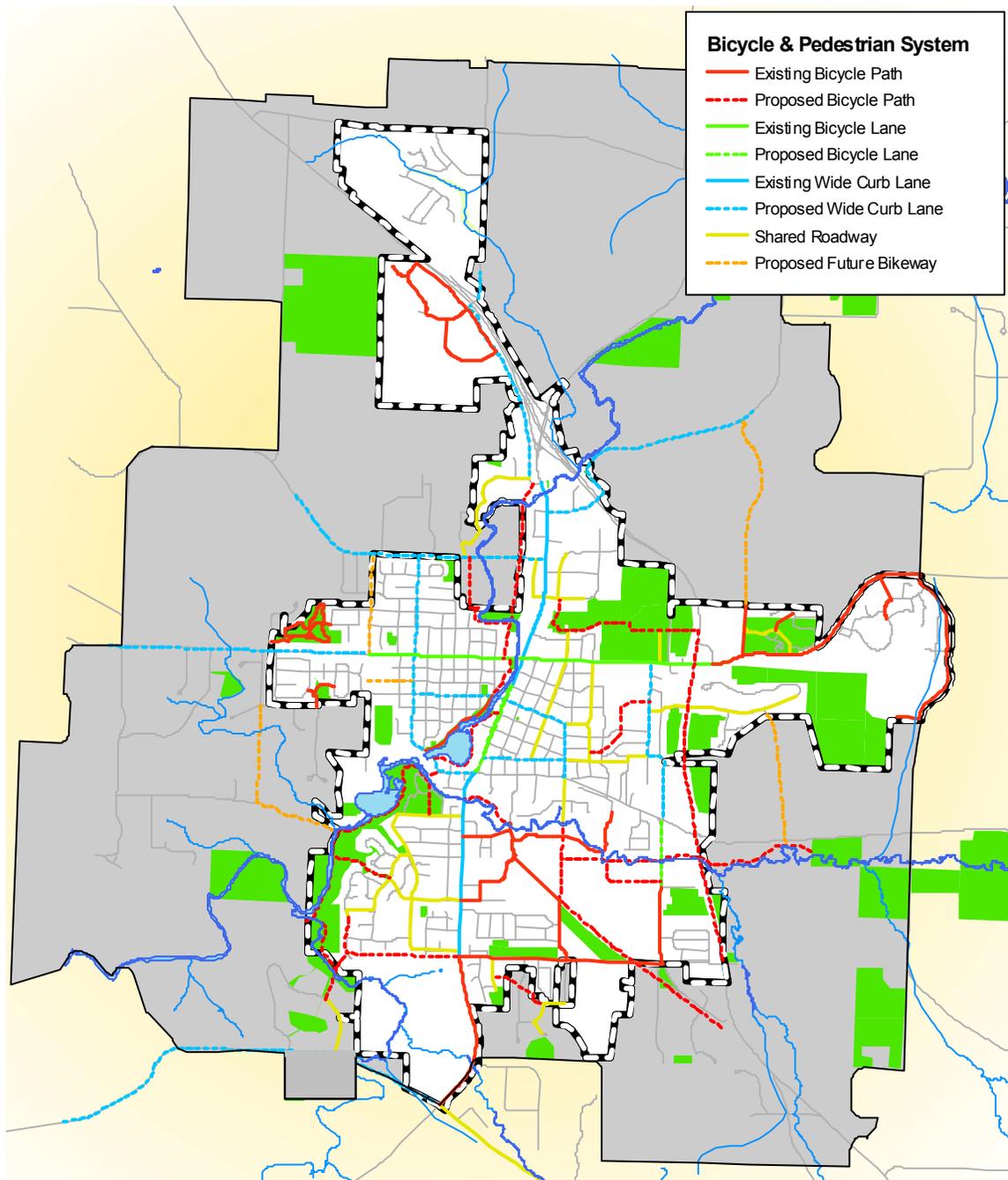


Figure 6-5 The above Bike and Pedestrian System represents the existing conditions as well as the proposed systems as noted in the 1995 River Falls Bicycle and Pedestrian Plan.

Pedestrian issues should not be underestimated or undervalued. Similar to the road network, pedestrian facilities need to be viewed as a system providing for seamless and comfortable pedestrian movements throughout the community. Sidewalks are largely provided in the older commercial and residential areas of River Falls and in the newer subdivisions. However, many regions of the community developed in the 1960–1990 era lack sidewalks. In the township residential developments that are outside of the City limits, no pedestrian facilities have been constructed.

It is important that neighborhoods have an interconnected sidewalk system and that major gaps from the past be retrofitted, at least along collector and arterial streets. While the City can retrofit streets with needed pedestrian accommodations through the Capital Improvement Program, only minimal funding is provided for the program. This limits the process of retrofitting streets with sidewalks, ramps, and street crossings throughout the City. There will also need to be strong support from property owners to build these sidewalks.

As part of updating the 1995 Bicycle and Pedestrian Plan, the City should identify and rank in priority sidewalk infill needs. The plan should include an implementation process and program for funding pedestrian improvements in existing neighborhoods and developments. Improvements should be ranked according to pedestrian benefits, safety, access to schools, parks and

other major pedestrian generators.

Because the towns do not require sidewalks for subdivisions, this is an issue that should be reviewed for all potential subdivisions that may be annexed into the City.

All pedestrian crossings should comply with the Americans with Disabilities Act (ADA) by providing appropriately designed pedestrian ramps. Pedestrian ramps should not be incorporated into the pedestrian system unnecessarily. Generally, the pedestrian system should only be interrupted by public streets, not by private driveways. Instead, private driveways should be built with driveway approaches that match the pedestrian facility allowing it to proceed uninterrupted through the private drive access.

Sidewalks by themselves will not induce walking. As important are an appropriate mix of land uses and densities, the quality and design of the built environment, pedestrian scale streetscapes, and pedestrian comfort. The City should work to create pedestrian-oriented environments by implementing this Plan’s land use and urban design recommendations. Creating pedestrian environments between buildings, even in auto-oriented commercial areas, can encourage more walking between buildings. At a minimum, sidewalks or pedestrian areas should provide connections between buildings within developments. Providing pedestrian amenities (e.g., trees, planters, street furniture, awnings, building windows, etc.) are also desirable.

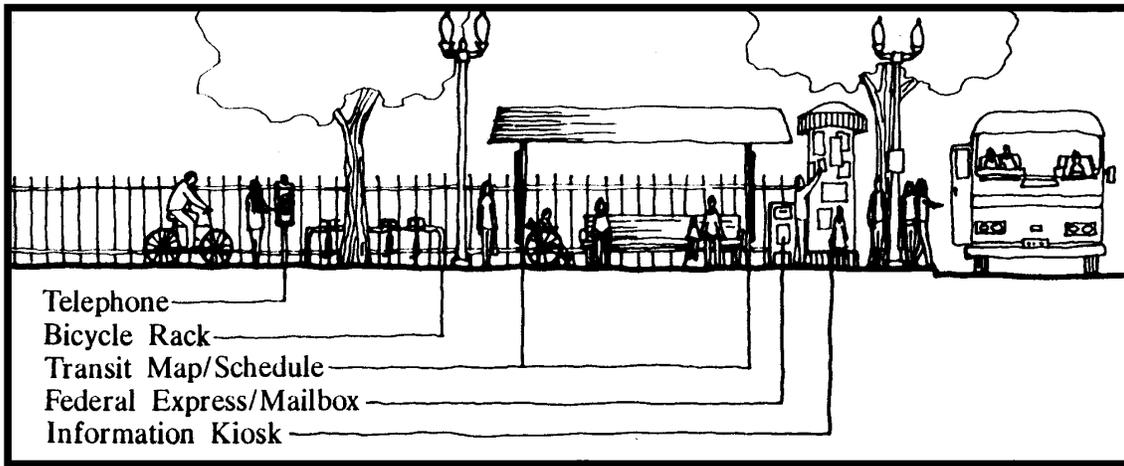


Illustration of a Public Transit Access Point.

Existing Conditions

The City of River Falls downtown has three main parking areas to choose from:

- Metered Public Parking
- Un-metered Public Parking
- Private, Business, and Residential Parking

The Downtown holds 1,934 total spaces. Rarely does the total use of all these spaces reach capacity.

Private business and residential parking areas make up the largest part of the downtown parking total. In the Main Street and Second Street alleys, it is very difficult to differentiate the parking lots of various businesses. Many of the parking lots in the Second Street alley are not well maintained and have been enlarged due to cars parking on the grass. Some lots are severely underutilized, such as the lot south of Econo Foods. Businesses and homeowners hold 46% (880 parking spaces) of the total available parking in the downtown. At peak parking times, 4:00–6:00 p.m., only 56% of the spaces are filled.

Providing for parking is important in creating an accessible downtown. However, it is only one component of many. Clearly, parking should be available, but it should not detract from or overwhelm what makes downtown unique and attractive. Rather than attempting to compete with the large amounts of parking, offered by shopping mall, downtown should compete by offering multi-modal options that create a comfortable, safe, and attractive environment for pedestrians.

The most desirable and convenient parking should be managed to encourage customer and visitor access. Consistently full parking spaces have the same effect as having no parking spaces. A parking lot is generally considered full at 90 to 95 percent occupancy. Parking management strategies should promote higher turnover for the highest demand parking spaces. The least convenient parking should be targeted for long-term and employee usage.

Parking management strategies include:

- Setting time limits and pricing to promote higher short-term parking turnover.
- Limiting convenient parking to customers by prohibiting parking prior to retail hours.
- Increasing on-street parking along low traffic streets (consider angle parking where right-of-way permits). While on-street parking, particularly angle parking has been shown to increase accident rates, the severity of crashes are lower due to the traffic calming effect on-street parking creates.

6.5 PARKING

Public parking issues in River Falls can be grouped into three categories:

- Downtown Parking
- UW-River Falls Parking
- Residential Parking

Parking is both a land use issue and a transportation issue. Parking lots consume considerable space and can be viewed as a barrier to pedestrians, thus discouraging multi-modal trips. Similarly, accommodating parking on streets requires those streets to be constructed considerably wider than if no on-street parking was provided. Therefore, parking policy should not be thought of independently from transportation policy.

6.5.1 Downtown Parking

In May 1989, a River Falls Merchant Survey was conducted for the River Falls Main Street 2000 project. In this survey, parking was listed as one of the issues facing the downtown area. Some of the concerns were as follows:

- Eliminate parking meters and control long-term parking.
- Develop more convenient parking locations.
- Keep employees and UWRF students from parking on Main Street.

Some of these concerns have been addressed, such as development of more public parking areas since this survey. However, there are still lingering problems that need to be addressed.

- Promoting shared parking agreements for compatible uses (e.g. office parking with high demand during the weekdays and entertainment uses with high demand during evenings and weekends).

6.5.2 UW-River Falls Parking

The University of Wisconsin - River Falls is a medium-sized campus (5,000-6,000 students) close to residential areas and downtown businesses. At times this has been the cause of some heated debate among residents. Arguments have been made that due to the overflow from the campus into the streets of the surrounding community, house values have gone down and there is less parking available for the homeowners and downtown businesses. In 2003, the City commenced use of parking permits for one side of the street within neighborhoods adjacent to the University to address the need for parking for residents.

There has been some discussion of constructing a parking ramp or ramps that could be utilized to meet university-related parking demands. The Campus is evaluating the merits of ramp facilities; for both students living on campus with automobiles, as well as for students and faculty who commute to campus. Another idea that has been discussed is that of a combined City/University ramp structure that could benefit both the Downtown Business District and the University.

6.5.3 On-Street Neighborhood Parking

On-street parking in residential areas near university, employment and commercial sites should strike a balance between providing resident parking and providing overflow commercial and employee parking. Requiring off-street parking may result in less attractive and less pedestrian friendly neighborhoods. The City currently prohibits parking on one side of all streets between the hours of 1 a.m. and 6 a.m. from November 1 through March 31. The prohibited side alternates according to the date after midnight on an odd/even basis.

Strategies for addressing residential area on-street parking that allow flexibility for neighborhood-specific situations include:

- “Resident-only” permit zones such as that implemented by the City around the University in 2003.
- Metered on-street parking with residential exemptions with revenues used to benefit neighborhood.
- Time-limited on-street parking with residential exemptions.
- “Resident-only” permit zones with other users allowed to purchase parking permits.

Benefits of allowing or encouraging on-street parking include:

- Traffic calming by narrowing through traffic lanes.
- Buffering between moving traffic and pedestrians.
- Use of “empty” or unused street space.

Detriments of allowing or encouraging on-street parking include:

- Increased street maintenance costs associated with plowing in conjunction with on-street parking.
- Increased impervious surfaces of wider streets needed to accommodate both parking and the safe passage of traffic including emergency and maintenance vehicles.

6.5.4 Minimum Parking Requirements

If more parking than reasonably necessary is required, it yields lower land use density and greater impervious surfaces. Off-street parking areas can quickly grow and consume a tremendous amount of land if it is not examined. Possible measures include:

- Exempt downtown from minimum parking requirements.
- Increase flexibility with minimum parking requirements to reflect typical daily demand and allow innovative parking provisions.
- Encourage mixed-use developments that share parking.

6.6 GUIDING AND IMPLEMENTING POLICIES

6-G-1 Implement a comprehensive strategy to provide for the necessary and efficient use of automobiles, while encouraging the use and accommodating the needs of alternative modes of transportation including transportation for disabled persons.

6-1-I-1 Create a Task Force to identify beneficial strategies for regional and local, public and private transportation options that may be desirable as the City's Comprehensive Plan is realized.

6-1-I-2 Adopt Land Use, Zoning, and other City Codes consistent with the Comprehensive Plan and its commitment to all modes of transportation.

6-1-I-3 Develop parking policies and strategies that will promote and enhance the downtown, university, and entire community and consider the following:

- Requirements for surface parking lots appropriate for land use and character of the area they serve.
- Inter-agency utilization of parking areas to maximize usage.
- Strategies that may result in efficient use of parking facilities.

6-G-2 Develop comprehensive long-range multi-modal transportation plans that identify necessary improvements, minimum standards, and encourage the most efficient and economical means of payment for new and upgraded transportation facilities, especially in new build out areas including transportation facilities for disabled persons.

6-2-I-1 Analyze and identify the transportation needs associated with build-out of land uses proposed in this Comprehensive Plan and revise the City's Official Map accordingly.

6-2-I-2 Adopt minimum but flexible and economical standards for various classifications and types of transportation facilities consistent with this Plan.

6-2-I-3 Develop and implement measures to prioritize, plan, program and fund transportation needs. Consideration should be given to:

- Creating a Transportation Utility for existing deficiencies and ongoing operations and maintenance.
- Creating a Transportation Impact Fee for deficiencies created by future development.

6-2-I-4 Monitor status of transportation system operations on a regular basis to identify unanticipated deficiencies that should be addressed.

CHAPTER SEVEN



INFRASTRUCTURE & PUBLIC SERVICES

Growth that is sustainable in terms of resources and services is a major theme of this Comprehensive Plan. For public facilities and services, sustainability means ensuring that new development does not create demands that cannot be met without diminishing the quality of available services and resources. This chapter provides a context for the existing and future infrastructure and services in the community. By understanding the past and present conditions, we are then able to plan, guide, and manage future resources and demands. This chapter specifically establishes:

- Policies and standards for public facilities, utilities, and services that will maintain or enhance the quality of life;
- Procedures to ensure that growth is approved only upon availability of water and sewer service;
- Thresholds and performance criteria for use and development review to gauge the ability of public service to sustain growth;
- Policies to ensure that infrastructure and public facilities are designed in an environmentally sensitive manner and promote conservation, recharge, and waste volume reduction; and
- An equitable method of paying for facilities and service needed to accommodate new development.

The following themes and guiding policies apply to this chapter.

THEMES

- **Character.** Maintain and respect River Falls' unique personality, sense of place, and character.
- **Sustainable Growth.** Ensure that development is sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.
- **Urban Form.** Promote a compact urban form that encourages sensitive/ compatible infill development.
- **Housing.** Actively participate in the creation of affordable housing.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services for residents.
- **Intergovernmental Cooperation.** Maintain a cooperative intergovernmental perspective with towns, counties, and state, and work with private and governmental entities toward that goal.

7.1 WATER MANAGEMENT

7.1.1 Water System

The City through the River Falls Municipal Utilities (Municipal Utility) has provided water service for all City residents since 1894. As of December 2004, water was provided to 3,884 customers. River Falls Municipal Utility is operated for and on behalf of the City of River Falls. The existing service area includes all land within the corporate limits of the City. Figures 7-1 and 7-2 show the existing water distribution and available fire flow contours for the City.

Municipal Utility is treated as a separate entity with individually maintained booking and accounting records. They are responsible for the management of the water system. The River Falls Municipal Utility Comprehensive Water Plan of October 1999 leads the effort for regional water planning. Growth patterns identified through this Plan will be utilized for determining the need for future supply development.

7.1.2 Water System Facilities

The main features of the City's water supply system are wells, storage tanks, and the distribution network. River Falls operates municipal wells that utilize the underlying Ordovician and Cambrian Sandstones. Specifically the wells obtain the City's water supply from the Jordan aquifer. Within the City there are presently four municipal wells operating. The following is a history of wells in the City of River Falls:

- **Well No. One**, located on North Main Street, will stay abandoned.
 - **Well No. Two**, located on South Second Street, was constructed in 1948. This well is approximately 401 feet deep, and the groundwater flow is from the southwest. This well was capable of supplying 600 gallons per minute (gpm) in 1965, 580 gpm in 1987, and 560 gpm in 1995. In 1998, Well No. Two was reconstructed, and the pumping capacity for the year 1999 increased to 1,180 gpm. The well house electrical system was updated.
 - **Well No. Three**, located on Cedar Street, is west of the Kinnickinnic River. Drilled in 1953 to a depth of approximately 379 feet, the groundwater flow is from the southwest. This well was capable of supplying 575 gpm in 1965, 635 gpm in 1987, and 680 gpm in 1995. In 1999, this was also reconstructed and the electrical system was updated, which increased the pumping capacity to 1,200 gpm.
 - **Well No. Four**, located on Sycamore Street in 1967 and reaches a depth of 415 feet. This well was capable of supplying 985 gpm in 1987 and 1,010 gpm in 2000. Groundwater flow is from the west to northwest.
 - **Well No. Five**, located on Division Street, was constructed in 1979. This well is approximately 440 feet deep and was capable of supplying 1,500 gpm in 1987, 1,509 gpm in 1995, and 1,550 gpm in 2000. Groundwater flow is from the south to southwest.
 - **Private Wells.** The UWRF college farm well and the Golf Course well are private. The golf course well, which is a major well, provides water only to the golf course and is approximately 451 feet in depth and test pumped at 757 gpm. This well has a calculated specific capacity of 30 gpm per foot of draw down; a specific capacity that is greater than the other wells. The well is located to the east at a higher elevation and obtains most of its water from the Prairie DuChien aquifer.
 - **Storage and Distribution Network.** Water is treated with fluoride, chlorine, and phosphate prior to delivery into a network of storage tanks and approximately 51 miles of transmission and distribution lines. Approximately five miles of the water mains are less than six inches in diameter. The smallest acceptable pipe allowed by the WDNR for new mains is six inches. The smallest acceptable pipe allowed by the City for new mains is eight inches.
- The largest pipe size used in the City water system is 16 inches. The majority of pipe is either cast iron or ductile materials. The storage system consists of three water storage reservoirs ranging in capacity from approximately 250,000 to 750,000 gallons, totaling approximately 1,300,000 gallons. Ground storage capacity is 750,000, and elevated storage capacity is approximately 550,000 gallons.

1999 EXISTING WATER DISTRIBUTION

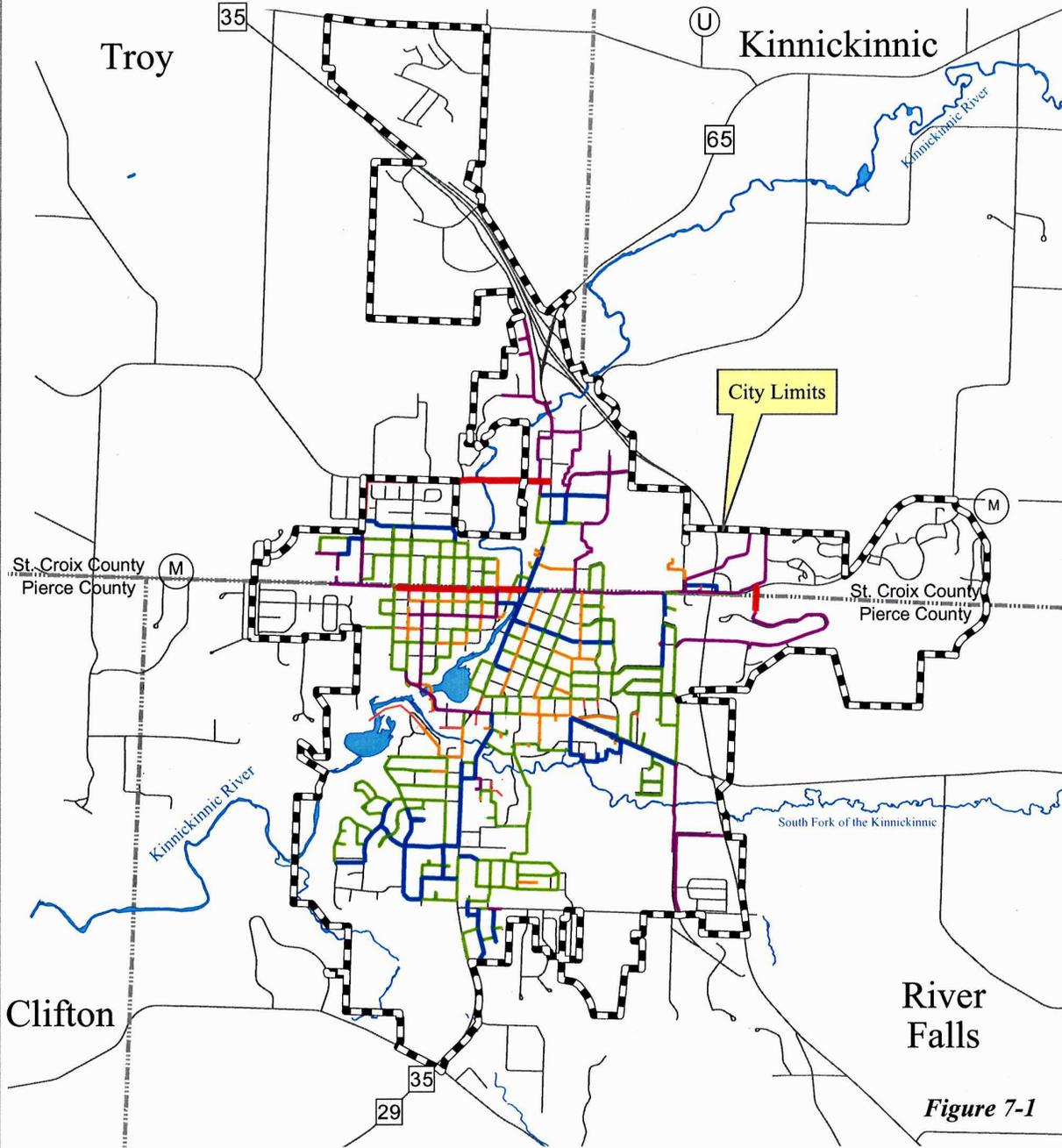
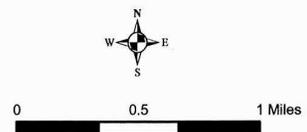


Figure 7-1

Water Main Diameters

 <2"	 8"
 4"	 10"
 6"	 12"

Data Extracted from River Falls
Comprehensive Water
Study October 1999



1999 WATER SYSTEM FIRE FLOW CONTOURS

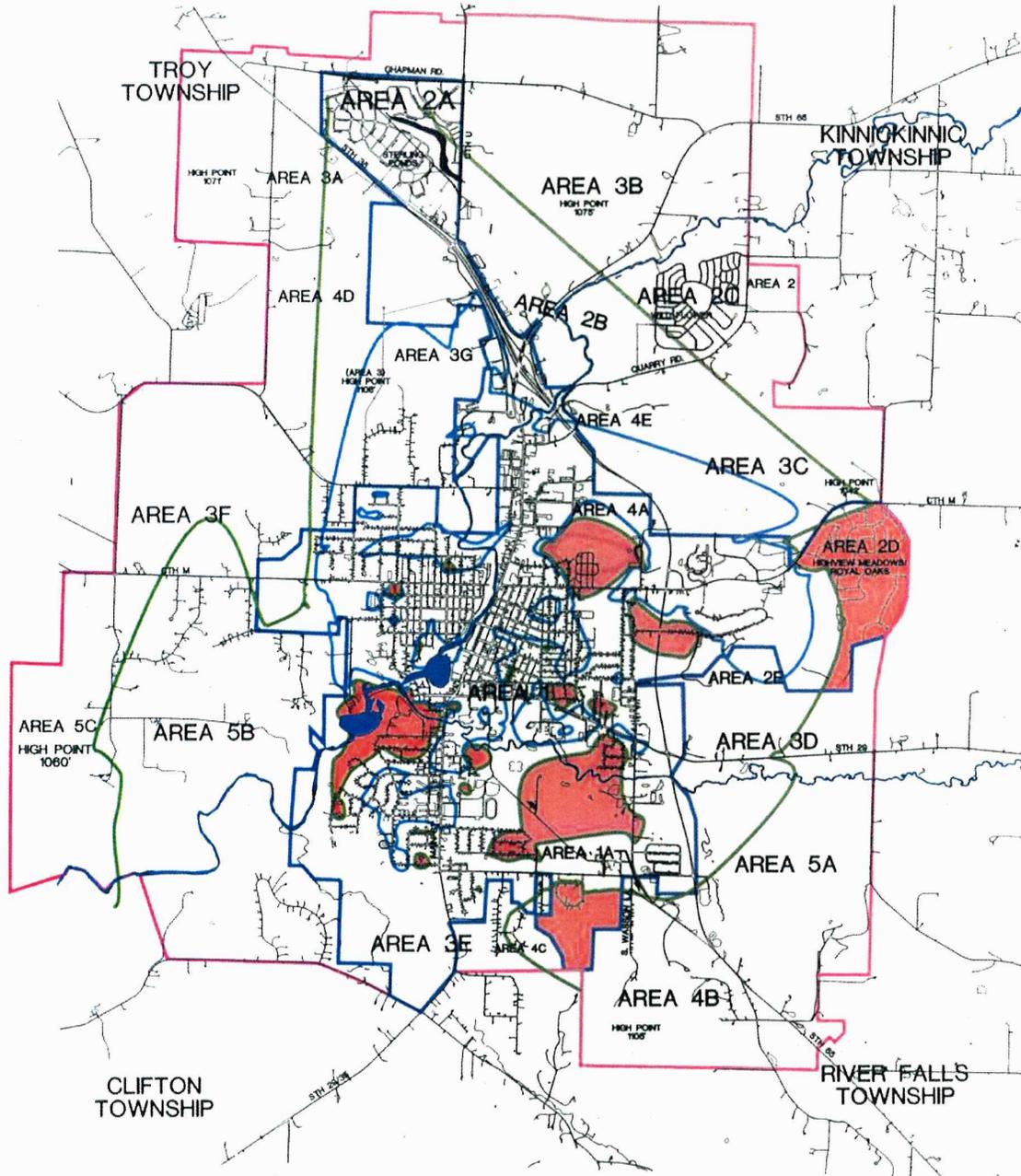
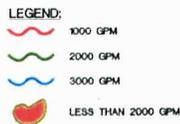


Figure 7-2



DATA EXTRACTED FROM RIVER FALLS
COMPREHENSIVE SANITARY SEWER
STUDY AUGUST 2000

GPM = gallons per minute



City of River Falls Reservoirs

- Reservoir One is located north of Division Street on top of Mound Park. The capacity was upgraded from 200,000 gallons to 750,000 gallons at an overflow elevation of approximately 1,056 feet U.S. Geological Survey (USGS) elevation.
- Reservoir Two is located on Sycamore Street, adjacent to Well No. Four. This elevated tank has a storage capacity of approximately 300,000 gallons and was constructed in 1967.
- Reservoir Three is located on the northeastern edge of the City limits, adjacent to the River Falls Golf Course and near the end of Golf View Drive. This is the most recent of the above-ground water storage systems and was constructed in 1991. The storage capacity of this elevated tank is approximately 250,000 gallons.

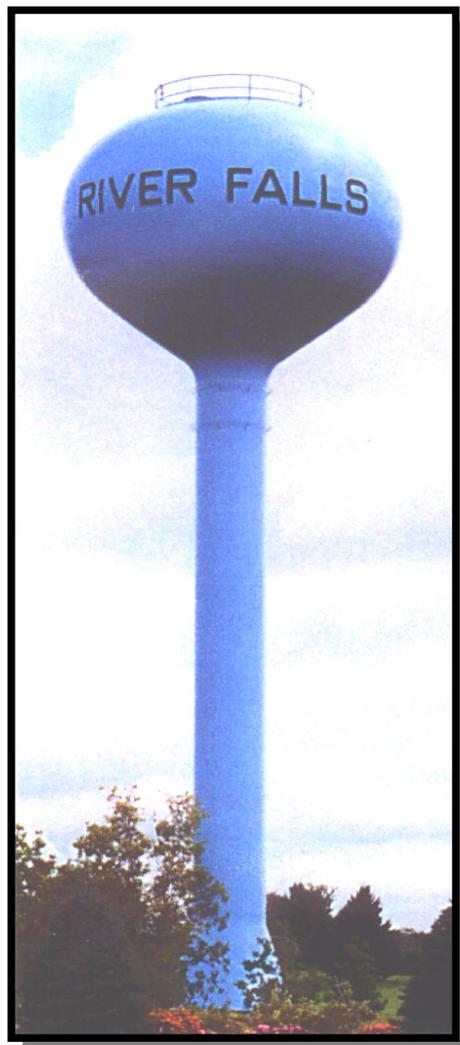
7.1.3 Water Supply

Currently, River Falls operates four municipal wells that obtain water from the Jordan aquifer. Information on the four wells is presented in Table 7.1.

City of River Falls Well Fields

Recharge area information is based on Ground-Water Resource and Geology of St. Croix County, Wisconsin by R. G. P. Borman, and the USGS (1976) and Generalized Water Table Evaluation Map of St. Croix County, Wisconsin by I. D. Lippelt (1990). The groundwater flow in this area and the recharge follow the Kinnickinnic River, generally from the northeast to southwest.

Precipitation is the source of all groundwater in the region. In this area groundwater supplies 100% of the drinking water. Recharge is greatest in the areas where sand and gravel are at the surface. Areas with thin, unconsolidated material overlaying dolomite that contains fractures and solution channels have a higher rate of recharge. The recharge area for the municipal wells was determined from groundwater flow contours. The main recharge area for all of the wells is located generally east and north of the well sites.



Reservoir Three River Falls Golf Course.

The municipal wells are located within the City limits, range in depth from 379 feet to 440 feet, and utilize the underlying Ordovician and Cambrian sandstones. The Prairie DuChien/Jordan (Trempealeau) aquifer is the major principal groundwater source in the region. None of the wells are located in floodplains.

City wells are on an eight-year routine maintenance schedule. Adding new wells in the City or replacing existing ones is difficult and expensive. Most of the City wells were drilled before

Table 7.1 Existing City Well Information.

Well	1995			1999			Well Depth (feet)	Const.	Reconst.
	gpm	gpd	Yield	gpm	gpd ²	Yield ¹			
Well Two (Oak St.)	560	270,000	20	1,180	570,000	20	401	1948	1984 1998
Well Three (Cedar St.)	680	320,000	16	1,200	580,000	18	379	1953	1979 1990 1999
Well Four (Sycamore St.)	1,000	480,000	25	1,010	480,000	25	415	1967	2003
Well Five (W. Division)	1,510	720,000	13	1,550	740,000	13	440	1979	2001
Total	3,750	1,790,000		4,940	2,370,000				

1 = Yield (specific capacity) units are in gpm/ft of draw down.

2 = gpd rating is based on eight-hour run time.

1967, and some date back as far as 1948. Since 1967, only one new well has been drilled in the City. In October of 2001, the Municipal Utility had the City Council approve an ordinance to create a Wellhead Protection Plan.

A groundwater model was developed for the Municipal Utility for the purpose of delineating wellhead protection areas for the four utility wells. The model accurately reproduces stream baseflow discharges and is believed to accurately represent average regional flow conditions in the Prairie DuChien/Jordan (Trempealeau) aquifer.

7.1.4 Water Demand

Municipal Utility has the responsibility of ensuring that an adequate production margin exists between total demand and total supply. A reserve margin will help ensure an adequate supply of water for future growth as well as for present demand.

The current average daily usage is approximately 1,119,172 gallons. The total water pumped in 2004 was 409,617,000 gallons.

The per capita water usage is approximately 89 gpd. The projected water usage over the next 20 years is estimated to increase at the rate of 1.7% each year. The projected daily usage in 20 years is 1,600,000 gallons. This is a result of the anticipated increase in population (Table 7.2).

The maximum day usage for 2004 was approximately 2.5 million gallons. The projected 2020 maximum day is 3.7 million gallons. The projected maximum day was calculated using the current maximum day to average day ratio and then applying that ratio to the 20-year projected average day. The projected 2020-peak hour (maximum day) is 3,310 gpm. The peak hour was calculated using a peaking factor of 3.0 over average day usage.

The River Falls water system provides fire flow volumes to assist the Fire Department in fighting fires. The upper limit of fire flow that River Falls is expected to provide is 3000 gpm. This 3000 gpm fire flow is an upper limit established by the Insurance Services Office.

Table 7.2 Water Demand Projections.

	1995	2000	2005	2010	2015	2020
Population	10,610	13,000	14,000	16,000	18,000	20,000
Average Day (gpd)	1,100,000	1,200,000	1,320,000	1,500,000	1,700,000	1,900,000
Max. Day (gpd)	2,530,000	2,760,000	3,036,000	3,450,000	4,140,000	4,500,000
Max. Day (gpm)	1,750	1,900	2,100	2,400	2,700	3,000
Peak Hour (gpm)	2,270	2,470	2,730	3,120	3,400	3,710

7.1.5 Current Water Planning Efforts

The Municipal Utility prepared a Comprehensive Water Plan in the fall of 1999. This study was intended to cover five major technical areas:

1. System demands,
2. Supply evaluation,
3. Water treatment review,
4. Distribution system modeling, and
5. Capital Improvement Program.

These five technical sections and a wellhead protection plan for the City wells are detailed in this 1999 Comprehensive Water Plan.

7.1.6 Water and Sewer Facilities in Rural Residential Areas

The counties and towns will review any new residential cluster or subdivision development to determine whether individual water and/or sanitary sewer systems will be sufficient to safeguard public health. These decisions will be based on local conditions and the proposed placement of the houses. The counties and towns will also seek advice from appropriate state agencies. In all cases, septic tank siting, design, and construction requirements must be satisfied.

7.1.7 Water Management

Chapter 3, Section 3.1 (Water Services) of the Comprehensive Water Plan outlines the existing water system and facility. This section discusses production, storage, maintenance, distribution, and capital improvements for a future water service

system. The Comprehensive Water Plan states that, “to prepare a water system study that will be useful as a planning document, two basic planning issues must be identified.” The two issues discussed in the report consist of the utility service area and the population projection within the utility service area.

The 1998 Comprehensive Sanitary Sewer Study defined the water utility service area. The population projections for the City of River Falls that were used in this study were based on population projections in the report titled City of River Falls Master Plan Update, 1995-2020 (1995). Detailed land use assumptions were not available to incorporate into the population projections. The 1998 study projections need to be updated. The information below provides a guide for potential and proposed improvements to the year 2020. These data have been extracted from the River Falls Municipal Utility Comprehensive Water Plan of October 1999.

7.1.8 Production

Production facilities are related to the production or supply of water. In the past, the capacity of existing production facilities has managed to keep pace with growth. The recent upgrade of Wells No. Two and Three has given the Municipal Utility a significant amount of new production capacity. The Municipal Utility should continue periodic upgrades of the existing wells. The potential locations are based on groundwater flow and potential contamination sites.

7.1.9 Storage

Due to increased development pressure, there will be a need to construct a storage tank west of the north industrial area. The reservoir will be valuable for fire protection in the growing north industrial area and will add to the total storage volume available in the system. The reservoir will be sized to store the gallons needed and will have an overflow elevation equal to the Mound Reservoir and the South Sycamore tank. Tank sizes and locations are subject to actual development requirements in this area and prudent system design.

7.1.10 Maintenance

Wells No. Two and Three were recently reconstructed. Well No. Five was reconstructed in 2001, and Well No. Four was reconstructed in 2003. The 300,000-gallon Sycamore water tower was painted on the interior and exterior in 1998. Repainting is expected in approximately 2013. The 250,000-gallon Golf View water tower received new exterior paint in 1999. The interior was painted in 2004. The 750,000-gallon Mound reservoir is constructed of concrete and should be monitored for changes in width and length.

7.1.11 Distribution

A calibrated computer model was utilized to analyze projected system projects during the next 20 years. During 2000, a 12-inch loop was installed along Cemetery Road and an 8-inch loop along Sixth Street. These two improvements increased the available fire flows on the south side to 2,000+ gpm. The 2,000-gpm available fire flow meets the needs for the residential land use in this area. For the next 20-year period, a development rate of 60 acres/year was determined using population projections and information from the 1998 Comprehensive Sanitary Sewer Study. The area included for potential improvements is within the 30-square mile study area. Potential areas that will probably develop in the next 20 years include the southeast, East Division and West Division Street, and northwest (along

Highway 35). Potential growth is somewhat limited to the northeast and southwest due to the Kinnickinnic River.

High elevation areas within the study area that would require a separate pressure zone are delineated in Figures 7-3 and 7-4. The critical elevation contour used to determine the pressure zone was calculated using a typical tower operating level and subtracting 35 psi, which is the minimum design static distribution pressure, allowed by WDNR. Figure 7-4 shows the available fire flows with the proposed improvements at year 2020.

- **East Growth.** The Golf View pressure zone is expected to grow over the next 20 years. Potential growth may include some of the area above the 1,100-foot contour. Potential improvements in this area should consist of a 16-inch trunk water main with 8-inch mains in residential areas.
- **Southeast Growth.** Growth in this area during the next 20 years is limited to the area that can be served by the main pressure zone. This area is confined to elevations below 960 feet USGS. A 12-inch trunk water main loop with 8-inch mains in residential developments will serve this area, including the new high school.
- **West Growth.** The west area will also be served from the main pressure zone. There are some small parts of this area that are above the 960 contour. Proposed improvements for this area call for a 12-inch trunk water main extending west on W. Division Street and County Highway MM. Residential development will utilize 8-inch looped water mains.
- **Northwest Growth.** The northwest area along Highway 35 will experience residential, commercial, and industrial growth during the next 20 years. This area is presently served by an existing 14-inch water main that is not looped. The 14-inch line crosses the Kinnickinnic River to serve the north area. Looping, additional line, or work on the existing

1999 PROPOSED WATER IMPROVEMENTS

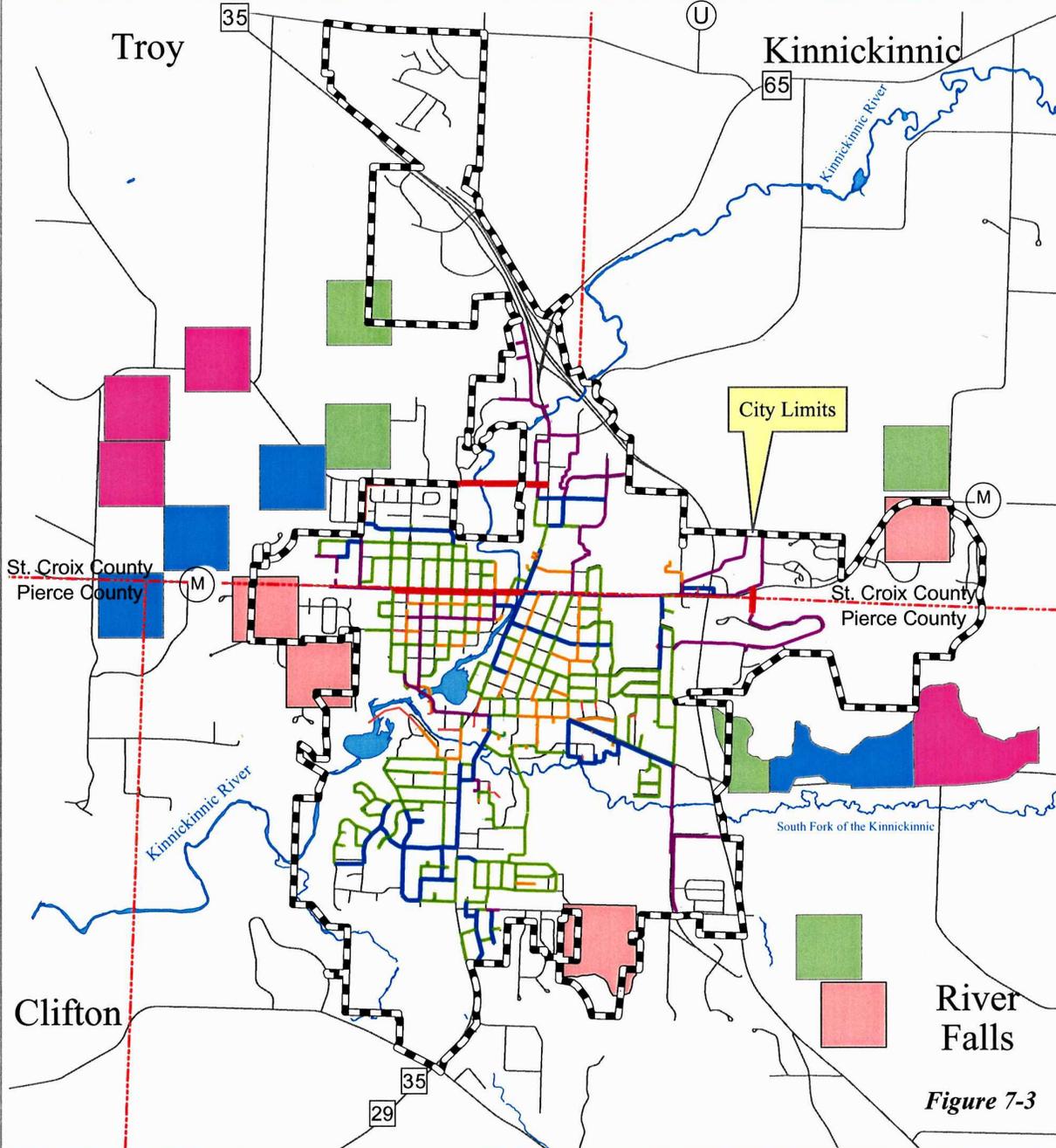


Figure 7-3

Water Main Diameters		Year of Improvements		Elevation	
	<2"		2000-2005		>960 Feet
	4"		2011-2015		>1,104 Feet
	6"		2006-2010		
	8"		2016-2020		
	10"				
	12"				

Data Extracted from River Falls Comprehensive Water Study October 1999

0 0.25 0.5 Miles

1999 IMPROVED FIRE FLOW CONTOURS (GPM)

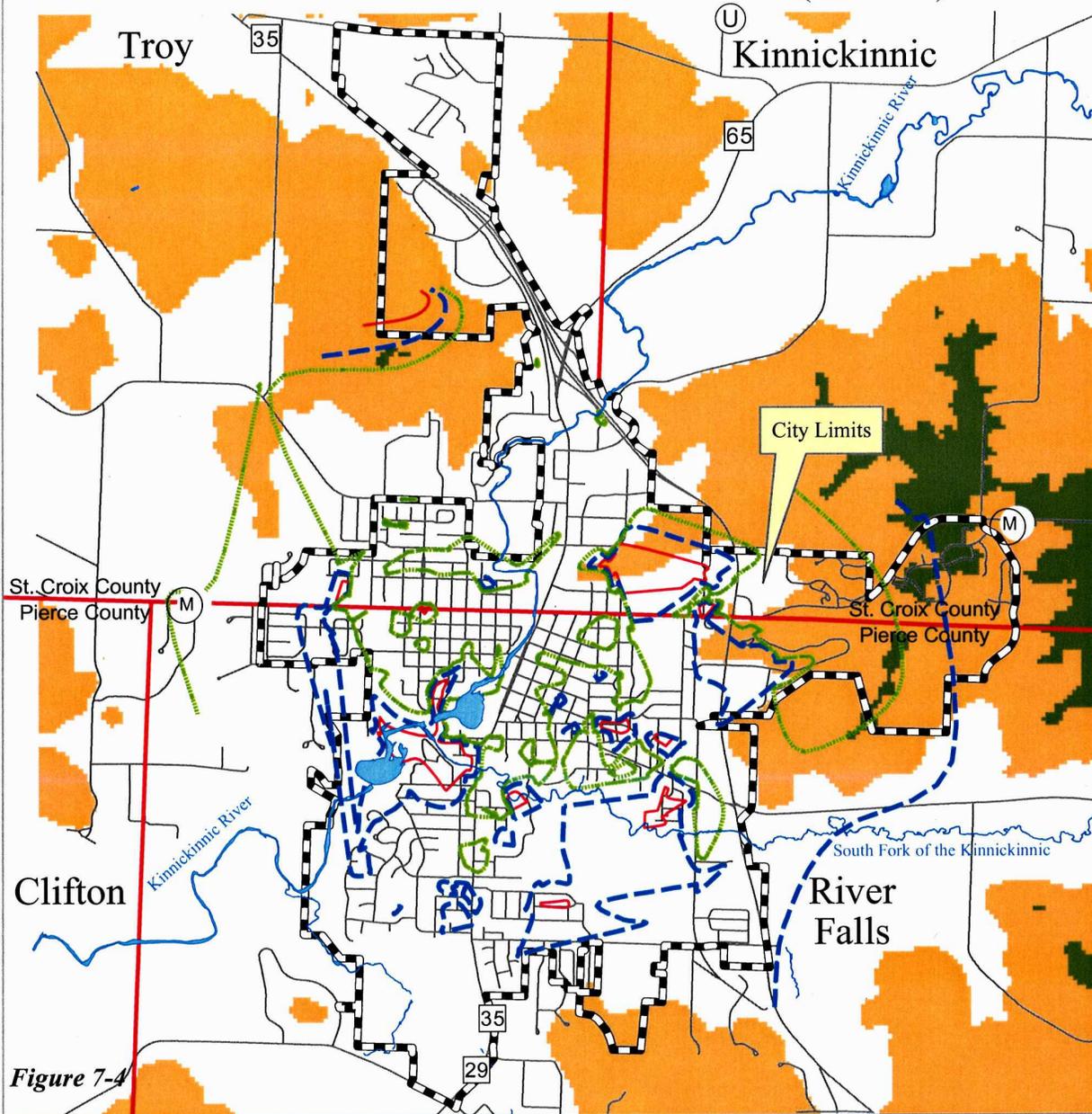


Figure 7-4

-  1000 (GPM)
-  2000 (GPM)
-  3000 (GPM)

Elevation

-  >960 Feet
-  >1,104 Feet

GPM = Gallons Per Minute

Data Extracted from River Falls
Comprehensive Water
Study October 1999



0 0.375 0.75 Miles

water line may be needed to serve additional growth. High elevation areas within the study area would require a separate pressure zone. Figures 7-3 and 7-4 show the available fire flows with the proposed improvements at year 2020.

7.1.12 Capital Improvement Program

One of the objectives of the Comprehensive Water Plan was to develop a 10-year Capital Improvement Program for water system improvements. The Capital Improvement Program provides information on the anticipated cost and timing of future improvements. The Plan was updated in June 2002 and March 2004 with the Needs Assessment for Water Impact Fees.

Schedule of Improvements

Table 7.3 lists a schedule of water utility proposed improvements. This schedule is from the Needs Assessment Report for Water

Impact Fees and is classified as either completed, in the 5-year Capital Improvement Plan or beyond the 5-year Capital Improvement Plan.

The timing of future improvements will be influenced by a number of parameters. Items such as the location of the service area boundary, development pressures in specific areas, aging facilities and/or facilities which are undersized, availability of funds, etc., all play a role in the timing of future improvements. Because of the factors involved, it is difficult to accurately predict the time of future improvements, especially those that may occur far into the future. However, some areas of the study area are more likely to experience rapid development than others. The estimated time of improvements is based on input from Municipal Utility staff as well as knowledge of potential future growth areas.

Table 7.3 Schedule of Improvements.

Improvement	Schedule
Whitetail Ridge to Hwy U (Bypass)	Completed
Oversizing at Boulder Ridge	Completed
Cemetery Road to Hwy 65	Completed
Quarry Road to Sterling Ponds	Completed
Sterling Ponds Water Main Oversizing	Completed
E. High Pressure Zone Booster Station	Completed
Hwy 65/Hwy 29 Main Crossing	5-Year Capital Improvement Plan
New Well Investigation	5-Year Capital Improvement Plan
North Booster Station	5-Year Capital Improvement Plan
Boulder Ridge to Quarry Road	Beyond 5-Year Capital Improvement Plan
North Reservoir Construction	Beyond 5-Year Capital Improvement Plan
New Well Construction	Beyond 5-Year Capital Improvement Plan
Golfview Booster Station	Beyond 5-Year Capital Improvement Plan

Source: *Water System Needs Assessment, SEH (2004)*

7.2 WASTEWATER MANAGEMENT

The Municipal Utility has managed the wastewater since 1930. The Municipal Utility performs all administrative duties, plant operation, plant maintenance, development and review, facility planning treatment, collection system maintenance and repair, and mapping and modeling of the City's sewer system. The wastewater service area generally includes land whose sewage can be drained by gravity or by the use of lift stations to the City's Wastewater Treatment Facility. This area includes all land within the City limits as shown in Figure 7-5 Current Sanitary Sewer Service Area and Figure 7-6 Current Sanitary Sewer Flow Diagram. The sewer system in River Falls consists of a Wastewater Treatment Facility, four small pumping stations, and collection and intercepting pipes. The existing system is capable of expansion to the northwest and northeast with some expansion to the north and very minor expansion to the south.

The City's Wastewater Treatment Facility was constructed in 1962–1963. Its is located south of Maple Street at the south end of a private road called Apollo Road along the western City limits and adjacent to the Kinnickinnic River. In 1968, an aerobic digester was added, and in 1980, major upgrades of the facility were performed to provide the current treatment capacity.

In 1996 River Falls joined with 10 other area communities to construct a regional sludge processing facility in Ellsworth, because new WDNR standards limit land spreading to only summer months. The West Central Wisconsin Biosolids Facility produces a high quality Class A sludge that has less restrictions on it because of the quality of the end product. In 1999, new regulations required the reduction of phosphorous being released into the waters of Wisconsin. A biological phosphorous reduction unit was constructed and put on line in March of 2000. This consisted of two anaerobic basins, one anoxic basin, six

mixers, a chemical feed system (acetic acid), central system, and building to house the chemical feed system and control system.

In March 2002, the dissolved air floatation thickener (DAFT) unit was completed. The building that houses the DAFT unit is used to thicken waste activated sludge from the activated sludge process. Thickened sludge is discharged from the DAFT unit to the sludge storage tank located immediately adjacent to the east side of the DAFT building. Presently, solids are thickened to 1.9–2.9% by the DAFT unit.

7.2.1 Collection System

The existing wastewater collection system consists of approximately 55 miles of sewer mains and currently serves an area of 1,720 acres (2.7 square miles). The plant is a secondary-type treatment system utilizing a modification of the activated sludge process. Treated effluent is discharged into the Kinnickinnic River upstream of the “lower dam.” In 2004, the plant was treating an average of approximately 1.1 million gpd, approximately one-half of the total capacity. Presently River Falls wastewater is collected at the treatment plant via four major collection routes:

- **Northeast.** The South Side Lake George Interceptor services the downtown portion of the City and the immediate adjoining areas east of the Kinnickinnic River.
- **Southeast.** The South Fork Interceptor services the southern and eastern areas. Improvements to the system have been made, and the lift station that services the southwestern portion of the City was replaced in 1991.
- **West.** The Common Interceptor, commonly known as the Mann Valley sewer, collects wastewater generated west of the Kinnickinnic River.
- **North.** The Lametti Interceptor collects wastewater generated north of the Kinnickinnic River.

Several lift stations that are operated and maintained by the Municipal Utility are used because of topographical constraints. The City Wastewater Treatment Facility was upgraded in 1980 to treat an average-day flow of 1.8 million gallons per day (mgd) and biochemical oxygen demand (BOD) loading of 3,150 lbs. (BOD/day). Projected flows and BOD loading are as follows:

Table 7.4 Wastewater Plant Projected Flows and BOD Loadings.

Year	Flow (mgd)	BOD (lbs/day)
Design	1.8	3,150
2020	1.85-2.78	3,705-8,895
2050	3.88-5.82	7,770-18,650

Source: *Comprehensive Sanitary Sewer Study (1998)*.

7.2.2 Septic Systems

The adjacent towns and St. Croix and Pierce Counties are all working to protect groundwater through proper siting, design, and maintenance of all septic systems. Development in these rural areas will only be allowed where testing indicates that soils are suitable for on-site treatment systems over the long term. Septic tank sites and their design shall meet state requirements. A site proven suitable for a back up (replacement leaching field) for all septic systems will be required. A policy is being considered that will require septic systems to meet minimum standards when property is sold or transferred by mortgage, contract for deed, or other device.

The counties are presently working on an on-site system ordinance that would require an application and review procedure and requirements for the issuance of an on-site system permit. The counties intent is to have all applications include subsurface testing. Preliminary plats will be approved only upon a determination that the soils in the platted area generally are suitable for the installation of on-site systems consistent with the ordinance requirements. The ordinance will contain installation,

inspection, and acceptance procedures and maintenance requirements. The program is intended to provide for record keeping, remedial action, enforcement, public education, and the bonding and licensing of installers and pumpers. It should be noted that septic systems are not allowed within the City of River Falls. The Towns of Kinnickinnic and Clifton do not have town land use plans. River Falls Town and Troy Town Land Use Plans state the following in regard to septic systems:

- **Town of River Falls Septic Systems.** The 1982 River Falls Township Land Use Plan states the following for soil suitability for septic systems: The soil suitability for on-site septic systems is very limiting in River Falls. Only 11% of the land area of the town has soils that are suitable for the installation of private septic systems as determined by the Soil Conservation Service (presently National Resource Conservation Service). Seventy-six percent of the town soils are classified as having severe or very severe limitations for septic systems. The remaining 13% of the soils have a moderate limitation that means a septic system can be installed with sufficient design modifications.
- **Town of Troy Septic Systems.** The 1992 Town of Troy Growth Management Plan provides a map that delineates the limitation of soils to support septic systems. The map provides information regarding areas for good percolation that support septic systems; areas of moderate percolation that are slow and where drainage fields would need to be enlarged to ensure proper septic functions; and areas of severe percolation for septic systems. Areas near the St. Croix River are underlain by out-wash gravel that would pose very rapid percolation rates with minimal filtration of septic tank effluence. The result is groundwater contamination. Areas in the eastern part of the town are underlain by clay soils that provide a very slow percolation rate. Septic effluence would not move through the soil fast enough to allow effective septic tank function.

7.2.3 Wastewater

Expansion of Collection System and Treatment Plant Capacity

The City of River Falls Municipal Utility prepared a Comprehensive Sanitary Sewer Study in the fall of 1998. This report was intended to be used as a reference document for sanitary sewer system improvements to serve the future development areas by gravity feed.

The recommendations in the report were made to provide the most cost-effective means to accommodate future growth around the City of River Falls. The report was divided into sections that represented five distinct future service areas. The areas of future development surrounding the City of River Falls were defined in a joint effort involving the Municipal Utility and the River Falls Planning Department. The total future service area evaluated as part of the study is approximately 7,320 acres (11.4 square miles), which is more than four times larger than the current service area. Figure 7-7 Sanitary Sewer Service Area Overview shows the location of the five service areas; they are also listed in Table 7.5.

Table 7.5 Future Service Areas.

Future Service Area	Acreage
Northeast	670
Southeast	1,000
Southwest	430
West (Mann Valley)	2,540
North	2,680
Total	7,320

Year 2020

The maximum projected flow (1.8 mgd) exceeds the average-day design flow and at 2,837 lbs/day exceeds 90% of the corresponding BOD average-day design loading. This projected loading suggests that some year 2020 daily flows and loadings will exceed capacity. A Facility Plan Amendment (1994) prepared by RUST Environment and

Infrastructure determined that the Wastewater Treatment Plant’s capacity would be reached near year 2015. The RUST flow and loading projections included an unspecified flow and BOD loading of 10% of the projected growth (as allowed by Wisconsin Administrative Code NR 110).

The Municipal Utility approved a Wastewater Treatment Facility Master Plan in December of 2002. It identified major key improvements and/or upgrades needed at the Wastewater Treatment Facility:

- Phase I Improvements
 - Hydraulic profile to ultimate build out.
 - New headworks facilities including new screening and grit removal.
 - Expand the final clarifier complex including the replacement of two clarifiers.
- Phase II Improvements
 - Increase influent pump station capacity.
 - Expand biological treatment capacity or implement interim biological improvements.
- Phase III Improvements
 - Expand sludge handling/storage.
 - New administration building.
 - Refurbish administration/laboratory building.
 - Upgrade disinfection system.

The Municipal Utility approved the Wastewater Treatment Facility Phase I Facility Plan in 2003. The expansion and refurbishing of the administration/laboratory/personnel building will be moved from Phase III to Phase I to streamline required lab processes and procedures and provide new personnel facilities. Construction for Phase I is scheduled for 2004–2005. Phase II is scheduled for years 2009–2011, depending on growth. Phase III is scheduled for years 2018–2020.

1998 CURRENT SANITARY SEWER SERVICE AREA

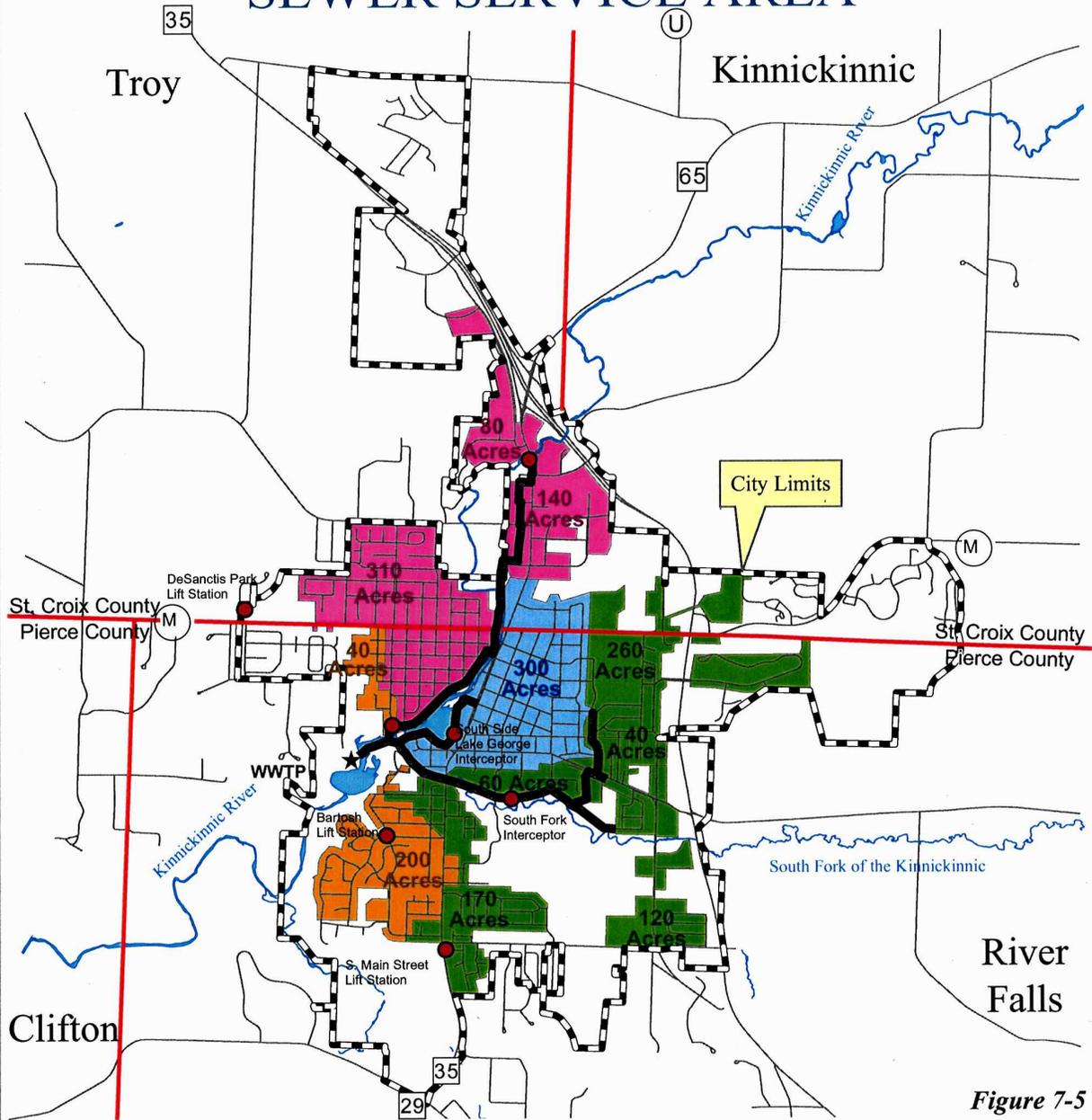


Figure 7-5



Data Extracted from River Falls
Comprehensive Sanitary Sewer
Study October 1998

1998 CURRENT SANITARY SEWER FLOW DIAGRAM

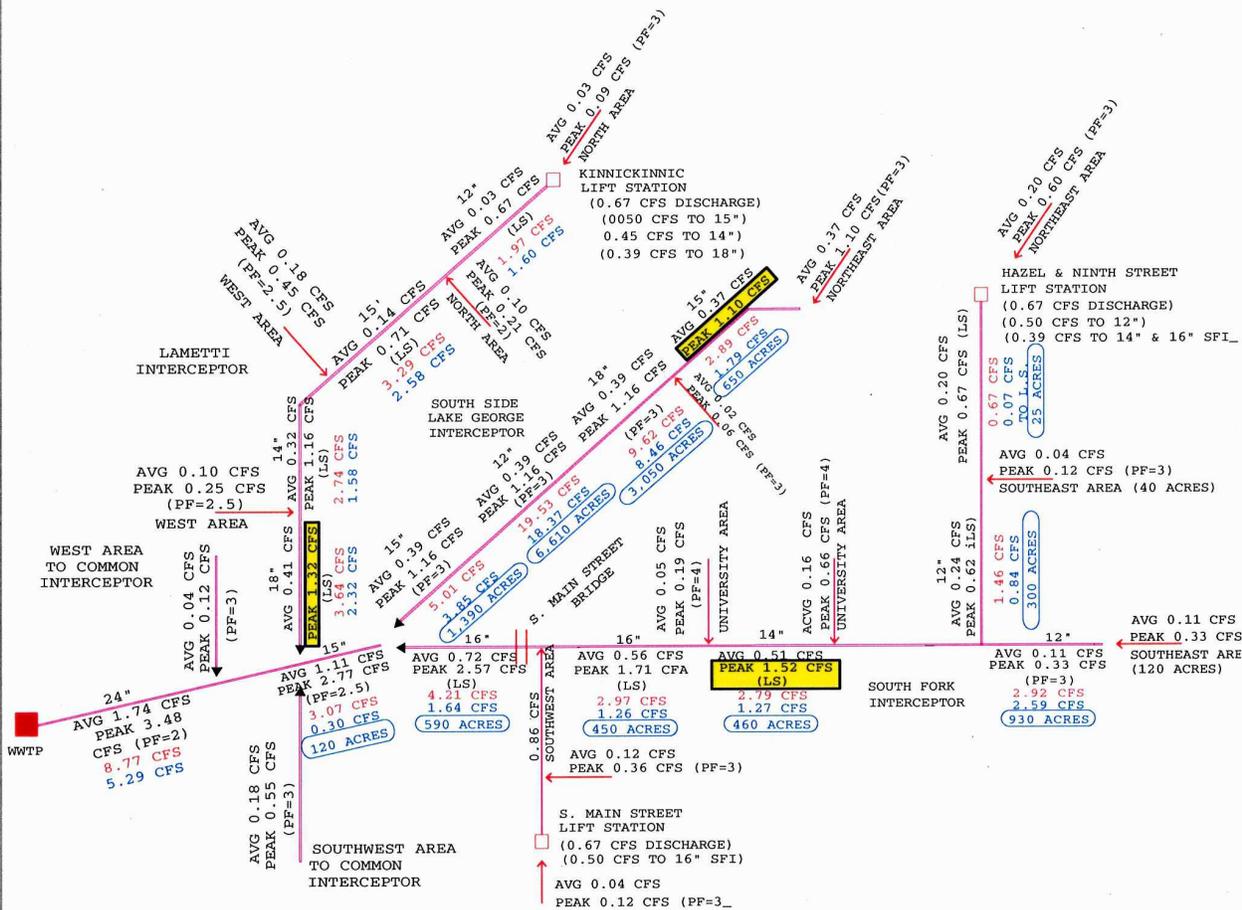


Figure 7-6

0.11 CFS Current Flow **1.52 CFS** Monitored Flow
 2.92 CFS Pipe Capacity (PF=3) Peak Factor = 3
 930 Acres Potential Future Service Area (LS) Peak Influences by Lift Station
 Based on Excess Capacity



No Scale

Data Extracted from River Falls
 Comprehensive Sanitary Sewer
 Study October 1998

1998 SANITARY SEWER SERVICE AREA OVERVIEW

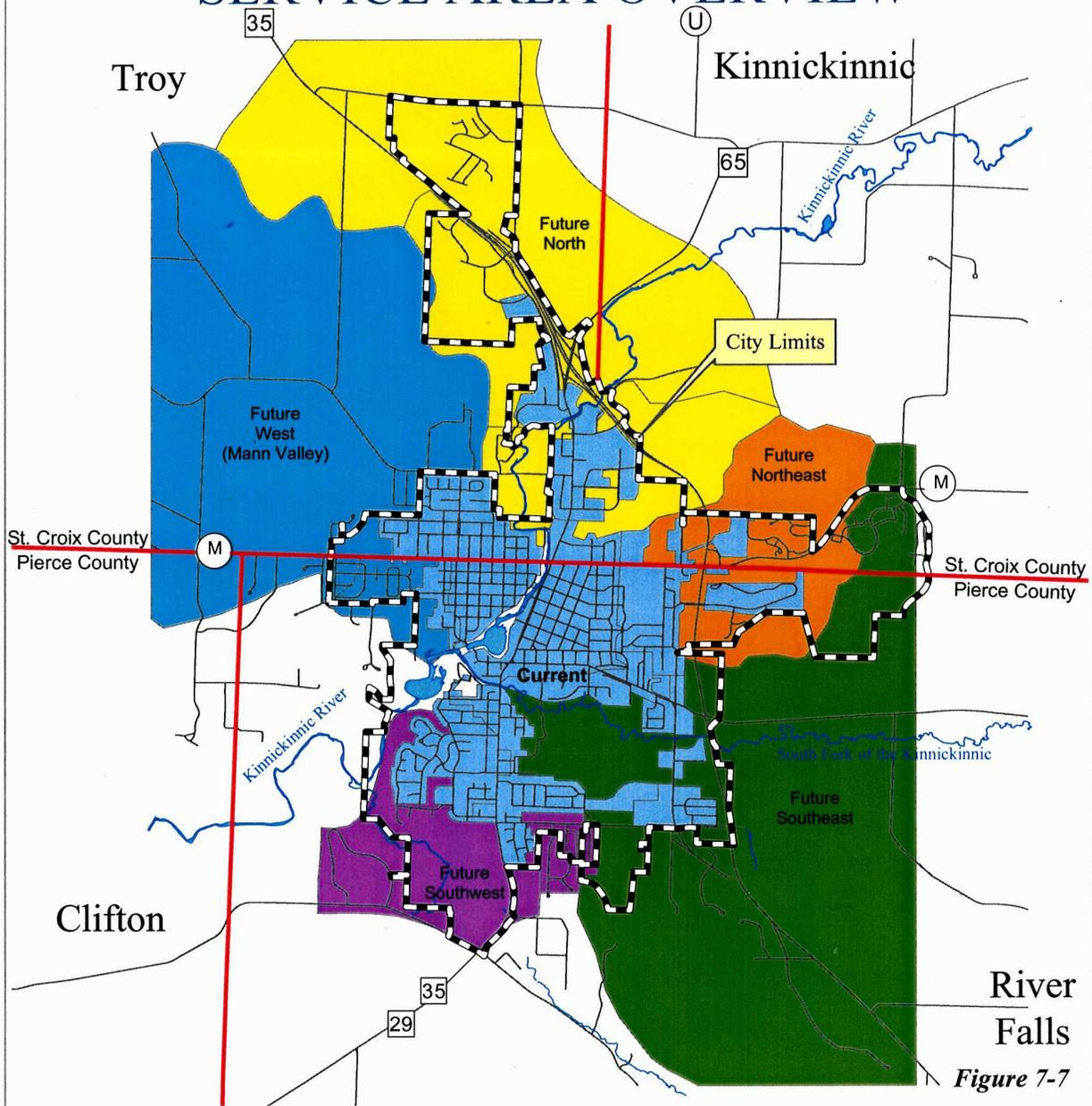
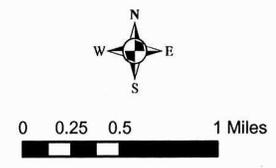


Figure 7-7

- | | |
|--|---|
| North | Southwest |
| Northeast | Current |
| Southeast | West (Mann Valley) |

Data Extracted from River Falls
Comprehensive Sanitary Sewer
Study October 1998



MINOR WATERSHED BOUNDARIES

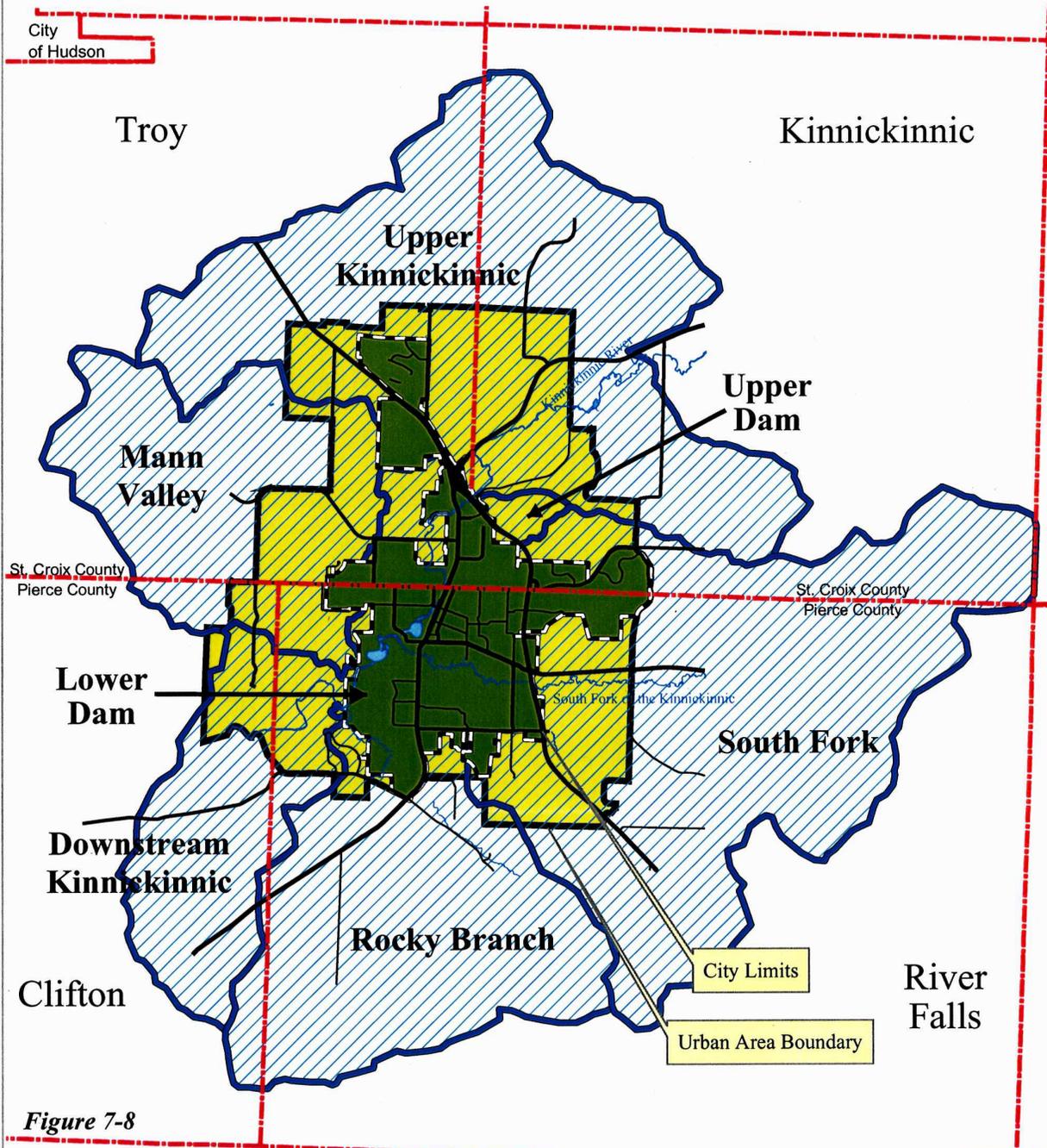
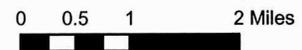


Figure 7-8

-  Minor Watersheds
-  Main Roads



7.3 SOLID WASTE MANAGEMENT

In areas within the Urban Area Boundary, burning refuse has been a method employed for disposal. Although waste incineration has been practiced in the community, this practice was brought to an end within the City limits. The community has modified collection methods and made efforts to reduce solid waste; however, landfilling still remains the form of disposal.

7.3.1 Disposal

The 16-acre community landfill located southwest of the City is no longer operational. Waste Management, Inc. now provides solid waste and curbside recycling services in the City. Presently, the City contracts for the transfer of solid waste and recyclable materials.

The 1992 Town of Troy Growth Management Plan states that solid waste is managed through the town's household waste disposal and recycling center. The center is located next to the town garage at the intersection of Townsvalley Road and Chinnock Lane. Residents pay an annual fee that allows them to drop off their household waste and recyclables. Household waste and recyclables are in turn transported and disposed of by a private hauler. Other adjacent towns also provide such services for their residents.

The River Falls Landfill was closed in 1998 in accordance with federal and state requirements and conditions contained in the closure plan. Landscaping and land use (conservancy) consistent with this Plan have been implemented for this site.

7.3.2 Waste Volume Reduction Program

Several initiatives are being pursued toward reducing the volume of waste generated in the community service area. These initiatives include recycling of waste materials, reduction of waste at the source, waste exchange, backyard composting, community composting sites, green waste processing and utilization, and construction and demolition waste reprocessing.



The Closure and Capping of a Landfill Site.

7.3.3 Looking Ahead

The community's approach to solid waste has been reactive to the waste disposal needs of the area. The community may face a much more complicated and costly network of waste management issues—transfer and transport, reduction, expanding service areas, and heavily regulated disposal requirements.

Because of this, efforts are needed to deal with the financial and operational demands of changing regulations, technology and service demands, and expectations regarding solid waste collection and disposal. A intergovernmental cooperative waste management plan with the City, towns and counties could further address the financial and operational demands.

7.4 STORM WATER MANAGEMENT

The community of River Falls is located in southern St. Croix County and northern Pierce County in western Wisconsin. The Kinnickinnic River bisects the community from the northeast to the southwest. The South Fork of the Kinnickinnic River splits the UWRF campus, which is located in the southeastern part of the City. The Kinnickinnic and its tributaries are valuable trout streams, representing a major natural resource for the community. Numerous watersheds surround the community, as shown in Figure 7-8.

The City of River Falls and adjacent townships are facing growing development pressures from the Minneapolis/St. Paul Metropolitan area. The Kinnickinnic River and its tributaries are valuable trout waters of regional significance, representing a major natural amenity of the community. However, the effect of storm water from the City and the surrounding towns has the potential to degrade the physical and biological characteristics of the Kinnickinnic River and its tributaries. The increase in urban and rural runoff, and the associated thermal and sediment-related pollution from present and future land uses will have a detrimental effect on the cold-water fishery of the Kinnickinnic River and its major tributaries without proper management of surface and ground water.

The protection of the water quality of the Kinnickinnic River is critical to the environmental and economic future of the community. Development in the Kinnickinnic River Watershed needs to be carefully planned to protect the existing resources.

With an increase in development pressure, there is less opportunity for run-off to infiltrate and recharge groundwater and cold-water feeder streams. Uncontrolled storm water runoff will result in increased water temperatures that threaten high quality trout waters. Beginning in 1991, the City prepared a Water Management Plan entitled “Water

Management Plan for the Kinnickinnic River and Its’ Tributaries.” The Water Management Plan was completed in 1995. The intent of this Plan was to gather all basic information and planning data into a single document that described existing conditions, specific policies and standards, and recommended actions for the future enhancement of the community’s water resources. This plan was prepared in accordance with the Wisconsin Department of Natural Resources (WDNR) administrative 205 J grant program, with input from the UWRF, Trout Unlimited, and the adjacent towns. Implementation of this plan will require the cooperation of neighboring towns, as well as counties, state and federal agencies, and the WDNR. The Water Management Plan was designed to “deliver good quality storm water runoff to the Kinnickinnic River at acceptable rates and volumes to reduce pollutant loading and stream bed/stream bank degradation, and maintain a river temperature suitable to support a cold water fishery.”

The Water Management Plan identified the need for revisions to existing City ordinances regarding Storm Water Management. The City Council adopted a new Storm Water Management Ordinance on April 9, 2002 that sets forth storm water management and erosion control standards which apply to all land development and land disturbing activities. Key strategies that have been implemented in this ordinance include:

- Controlling rates of storm water runoff from developing and redeveloping areas as a method of preventing downstream flooding;
- Controlling the volume of storm water runoff leaving developing and redeveloping areas as a method of replicating pre development hydrology.
- Controlling the amount of sediment and associated pollutants contained in storm water runoff from developing and redeveloping areas.

7.4.1 Rate Control

Since 1982, City of River Falls ordinances have regulated rainfall events up to the 6", 100-year, 24-hour design storm, which have a 1% probability of happening in a given year. The main purpose of such rate control regulations is to prevent flooding due to development. The current ordinance continues to require runoff from 2, 10, and 100-year events to be captured and controlled such that the rate of storm water discharge does not exceed pre-development conditions. This follows the guidelines for quantity discharge as published in the Wisconsin Stormwater Manual which was created by the WDNR and the University of Wisconsin-Madison. Ironically, newly adopted Wisconsin DNR rules regarding runoff management (NR151) only regulate the 2-year, 24-hour design storm.

7.4.2 Volume Control

As stated by the WDNR in the Wisconsin Storm Water Manual, the first flush of storm water runoff carries the pollutants from impervious surfaces typical of urban areas.

"It is well-established that relatively small storms are responsible for the majority of the annual pollutant loads in urban runoff (Schueler, 1987; Pitt, 1989; Roesner, 1991) and that the runoff volume is the critical determinant of pollutant loading and control (Pitt, 1989). Therefore, management practices designed for water quality control need to adequately treat these frequent, relatively small storms."

"Studies in the Midwestern United States have shown that 90% of the average annual rainfall depth is produced from rains equal to or less than about 1 inch (Roesner, L., et al, 1991; Pitt, R., 1991). Practices that encourage infiltration of storm water from these numerous small rainfall events may also effectively improve water quality."

The City of River Falls has chosen to adopt a higher threshold in its Storm Water Ordinance. It requires infiltration of

additional runoff generated by a 1.5 inch rainfall. Furthermore, before being accepted by the City, infiltration performance must be tested and shown to be twice that required by the ordinance. This safety factor is required to account for anticipated degradation in performance over time.

7.4.3 Sediment Control

In the Wisconsin Storm Water Manual, the WDNR recommends that urban water quality basins be designed to remove 80% of the total suspended solids from runoff generated from developed areas. Current City Code requires that development implement measures to remove 85% of the total suspended solids carried in runoff from new development.

7.4.4 Monitoring

Successful implementation of these strategies should result in the following desirable outcomes:

- No downstream flooding attributable to storm water runoff from developing and redeveloping areas.
- No detectible change in the thermal regime of the Kinnickinnic River associated with storm water runoff from developing and redeveloping areas
- No detectible increase in the amount of sediment and associated pollutants attributable to storm water runoff from developing and redeveloping
- No reduction in groundwater recharge attributable to developing and redeveloping areas.
- No reduction in base flow of the Kinnickinnic River associated with storm water runoff from developing and redeveloping areas.
- No detrimental change in the macro-invertebrate habitat of the Kinnickinnic River associated with storm water runoff from developing and redeveloping areas.
- No reduction in the Trout populations of the Kinnickinnic River associated with storm water runoff from developing and redeveloping areas.

- No detrimental change in Trout habitat in the Kinnickinnic River associated with storm water runoff from developing and redeveloping areas.

Ongoing monitoring of storm water management strategies to determine if the desired outcomes are being met is crucial. If monitoring results show that strategies are not achieving desired outcomes, strategies should be revised based on the monitoring results.

7.5 UTILITIES

7.5.1 Gas Services

Natural gas service for the community area is provided by the St. Croix Valley Natural Gas Company, a private company based in the City of River Falls. St. Croix Valley Natural Gas serves residential, commercial, industrial, and public customers.

7.5.2 Telecommunications

Telephone service is provided by SBC (Ameritech) with easy links to the Twin Cities fiber optic network. The City maintains a City cable access television station: RFCC-TV, Public Access Television, (Channel 16).



Logo for Municipal Utilities.

7.5.3 Electric Service

Electric

The existing electric production and delivery system consists of three basic components: generation, transmission, and distribution. Traditionally large generating stations or power plants fueled by nuclear energy, fossil fuels, or hydropower have produced electricity. From these central generating stations, electricity is transmitted by major power lines and stepped down at substations several times before it is finally distributed to the end users or customers. The electric system serving the River Falls area is linked to other systems to form regional multistate grids designed to balance supply with demand and to ensure reliability. The size and complexity of the system serving a particular area is directly related to the area's population and economic base, the sources of generating fuel, and the specific mix of residential, commercial, industrial, and institutional activities of the community and surrounding area.

The City of River Falls has owned and operated its own electric utility since 1900. In 1900, the Municipal Utility installed generation consisted of one hydroelectric unit rated at 250 kW. Today the Municipal Utility operates 375 kW of hydroelectric generation and 21,474 kW of dual fueled engine generation. The municipal power plant is located along the Kinnickinnic River in southwestern River Falls. During the last 105 years, the City has purchased power and energy from Dairyland Power Cooperative, and Northern States Power Company. The City of River Falls is one of 39 municipal owner/members of Wisconsin Public Power Incorporated (WPPI). The Municipal Utility is funded entirely by retail rates that are reviewed and authorized by the Wisconsin Public Service Commission. As of December 2004, there were approximately 5,342 consumers receiving electric service.

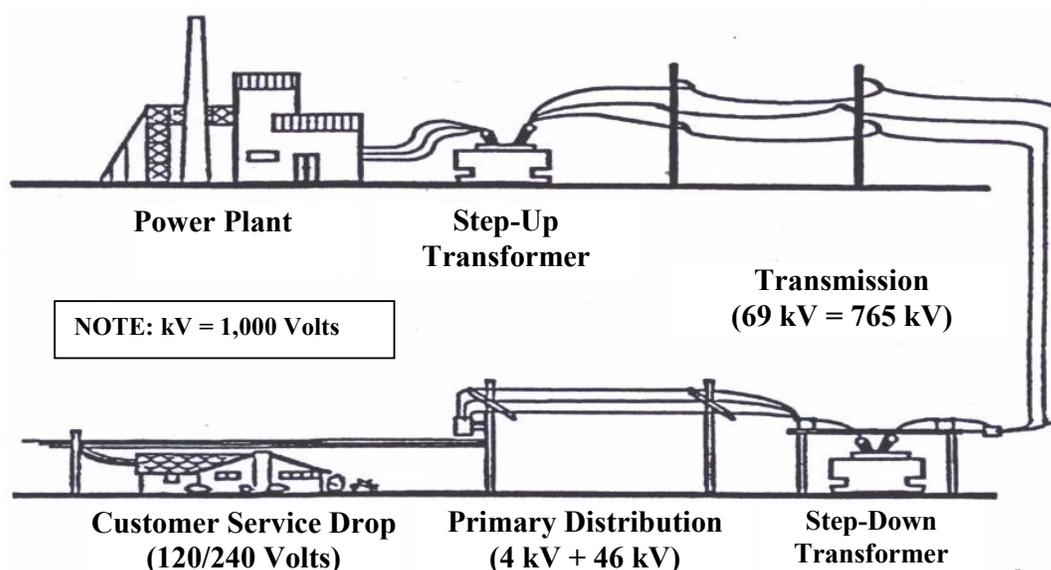


Figure 7-9 Power Plant Flow Chart.

Electric Facility Plan

There is a need for an electric facility plan that promotes the policies adopted in the City of River Falls Master Plan and this Plan. The electric facility plan should reflect the goals and determination of these documents, as well as those expressed in public hearings held throughout the development of the above plans. The electric facility plan should advocate a model of sustainability, including the use of emergent technologies for the implementation of cleaner, more efficient, and more cost-effective electric generation that is connected to the existing power grid.

The electric facility plan should anticipate traditional expansion needs with sufficient capacity and reliability to accommodate future growth. Finally, the electric facility plan should provide site criteria and design standards for electric generation, transmission, subtransmission, and distribution facilities and should detail the review process, including early neighborhood notification for work related to existing and proposed facilities.

Recognizing the changing regulatory framework as well as the emerging technologies related to the electric industry, the electric facility plan should anticipate how these

issues might affect planning for the River Falls area. The Plan could do this through the siting and development standards and by prescribing a review process for both facilities proposals and for changes in the Plan. The primary goal of an electric facility plan is to provide a framework for the planning and implementation of an electric facility for the River Falls area. In light of the changing technology resources, the plan should attempt to balance health and environmental concerns with economic considerations and establish a form for public review and input.

At the same time, working with the best available models for future growth of the area, the plan should attempt to identify those areas where growth will necessitate electric facility expansion. A facility plan should apply to all service providers within the sewer service area. Through this Plan and past documents, the community has expressed an interest in implementing policies for energy efficiency and renewable energy technology for the purpose of energy conservation and improvement of air quality. Due to concerns about the environmental effects and long term availability, the facility plan should advocate actions at the local level that help reduce

reliance on conventionally based power. The increased energy efficiency and use of renewable energy will help lower concerns about climate change, ozone, acid rain, and other adverse environmental effects. An electric facility plan would serve the best interest of the public and the community, work with the established electric provider network, and at the same time, consider growth and new opportunities in the field. To support the above, the electric facility plan should consider the following objectives:

- Plan for future growth and provide standards for site development and design.
- Provide a forum for public input in electric facility planning.
- Promote energy saving and energy efficiency.
- Incorporate reliable energy resources into electric facility planning.
- Continue to monitor scientific research regarding electric and magnetic fields.
- Conserve archaeological, natural, and cultural resources within state guidelines.



City of River Falls Power Plant.

Underground Lines

Undergrounding is the placement of electric or other utility lines (such as telephone, cable, etc.), structures, and equipment below ground. The benefits of and desire for undergrounding includes improved aesthetics through a reduction of visual clutter, improved road safety, the potential for greater reliability because equipment is less vulnerable to damage, and in some cases, reduced wear and maintenance costs. Figure 3-6 in the Sewer Service Area Water Quality Management Plan (2000) shows an example of shared space for utilities. The Municipal Utility has details of existing practices outside the road right-of-way. The disadvantages of underground lines are: significantly increased costs, especially for exiting lines, and increased repair time following an outage

New corridors or line locations, whether in the City, the county, or both, must balance the desire to protect open space and to mitigate negative impacts on view sheds. There is an equally important need to protect sensitive natural resource areas and to provide design solutions that weigh the benefits of protection against factors of economy and cost.

Electric and Magnetic Fields

National and international research on the possible relation of ELF-EMF to health has been ongoing for over 20 years. In the Energy Policy Act of 1992 the United States Congress authorized the Electric and Magnetic Field Research and Public Information Dissemination (EMF-RAPID) Program. Three government agencies, the National Institute of Environmental Health Science, the National Institutes of Health, and the Department of Energy were directed to manage a program to research, analyze, and provide scientific evidence of possible health risks related to exposure to low frequency electric and magnetic fields.

The National Institute of Environmental Health Science was charged with oversight of the health effects portion of the program and was directed to provide a report at the conclusion of the study. The report was released in June of 1999. Briefly stated, the program looked to two kinds of analysis for possible human health risks associated with exposure to ELF-EMF. Epidemiological studies, which identify statistical correlations between disease and select factors that may be related to the human population, provided the strongest evidence for an association to two forms of cancer: childhood leukemia and chronic lymphocytic leukemia in occupationally exposed adults. Laboratory studies failed to find any relationship between EMF exposure for changes in biological functions or disease status. The report concludes that while the evidence was influenced to warrant aggressive regulatory action, passive regulatory action was warranted because of the “fairly consistent patterns of a small, increased risk of increasing exposure that is somewhat weaker for chronic lymphocytic leukemia than for childhood leukemia.”

The report noted that the lack of connection between the human data and the laboratory data “severely complicate the interpretation” of the results. It added, “given the weak magnitude of the increased risk, “some other factors or common source of error could explain these findings. However, no consistent explanation other than exposure to ELF-EMF has been identified.”

7.5.4 Alternative Energy and Conservation

There has been a growing interest in using energy resources more wisely than in the past. With concern about America’s dependence on foreign oil or the pollution caused by using fossil fuels, the idea of living within our means—sustainable energy use—continues to gain in popularity. In a larger context, the use of renewable resources promotes greater self-reliance, energy stability, and a cleaner environment for future generations. The following are two examples:



These wind turbines are part of a wind farm in Minnesota.

7.5.5 Wind Energy

Wind turbines are a good example of the growing competitiveness of renewable energy technologies. The cost of electricity produced by modern wind turbines has declined from over 25 cents per kilowatt-hour in 1981 to 7 to 9 cents per kilowatt-hour today, and industry estimates suggest it could fall as low as 4 to 6 cents per kilowatt-hour in five years. At the current price, wind power is competitive, or nearly so, with electricity generated by new fossil-fired power plants, and in the 2000s, it should be one of the least expensive sources of electricity, fossil or renewable.

Reliability problems affecting early wind-turbine designs have been largely resolved, and mature and well-maintained systems are available 95–98% of the time. Other renewable sources of electricity, such as solar-thermal electric power plants and photovoltaic cells, also promise to become competitive within a decade, particularly if market demand grows to allow greater production of systems.



The people in this house enjoy hot water that is heated with a solar thermal system.

7.5.6 Solar Energy

Solar energy has the potential to help meet current and future energy demands. Solar collectors covering less than 1% of U.S. territory—one-tenth the area devoted to agriculture—could make more energy available than the United States consumes in a year. There is an interest in passive solar heating and cooling systems because they simplify rather than complicate life. Passive systems are simple in concept and use, have few moving parts, and require little or no maintenance. Also, these systems do not generate thermal pollution, since they require no external energy input and produce no physical by-products or waste. Since solar energy is conveniently distributed to all parts of the globe, expensive transportation and distribution networks for energy are also eliminated.



7.5.7 Intergovernmental Cooperation

Joint Powers Agreements or Cooperative Agreements allow the City and towns to work jointly to establish impact fee structures, reduce sprawl, and ensure realization of this Plan. A City and towns agreement should be discussed for impact fees and future services.

Areas of cooperation that are relevant to impact fees include:

- **Water Systems.** The City and towns could plan for areas to be connected to the City water system, in order to promote development within the future growth area of the Urban Area Boundary (future growth area is the area between UBA and city limits). An agreement would then become the basis for the assessment of impact fees to finance capital facilities for water supply needed to serve the new growth within the Urban Area Boundary. Agreements could be drafted between property owners so that they would not resist annexation or attachments when the property is serviced by City infrastructure and is contiguous to the City limits. Criteria would need to be developed for such a program.

The City and towns would need to collaborate to upgrade or develop new water wells, reservoirs, and water supply lines. The City and towns could agree that the City would undertake this project, with funding provided at least partially by impact fees, if the required nexus between this upgrade and the increased need for water necessitated by growth is made. Impact fees could be assessed by the City both in the City and within the future growth area to be serviced by this upgraded water supply system, pursuant to the Development Fee Act, if the City and towns entered into a Joint Powers Agreement. A Joint Powers Agreement or Cooperative Agreement could also identify areas intended for annexation into the City, which are now within the future growth area and may enable the City to assess and collect impact fees in these areas to extend water service to them in special circumstances.

- **Wastewater.** The Municipal Wastewater Treatment Facility and sewage collection system serves a significant need within the Urban Area Boundary. The City and the towns should consider developing a means for legal cooperation and enforcement of wastewater service related ordinances in the future growth area. The towns could include in their codes the same provisions the City has as a basis for sanitary sewer service. An ordinance would provide for services within the future growth area to be offered on the same basis as they are offered anywhere else in the City.
- **Streets.** An agreement might also be utilized to enable the City to assess and collect impact fees in the future growth area for arterial roads, which are impacted by growth.

The City and the towns also have the option of cooperation in other areas, including fire protection/buildings, parks, and community services. The City will need to enter into agreements with the towns or amend the current extraterritorial agreement to enable impact fees to be assessed by the City within the future growth area.



7.6 IMPACT FEES

The purpose of impact fees is to generate funds to pay for the capital cost of growth. New residents and businesses place demands on public roads; water and sewer systems; drainage systems; parks; and library, police, fire and emergency facilities. A development fee act would enable local governments to charge new developments for the costs of capital improvements needed to serve the new developments.

The use of impact fees to cover costs for capital improvement projects is becoming more popular for communities. Although an impact fee can be structured several ways, it is typically a per acre fee which is charged to new development within a particular impact area. The impact area has a boundary and contains a certain number of acres. As these acres are developed, an impact fee is collected from the developer based on the size of the parcel. From an audit standpoint, financial advisors often prefer the use of impact fees to other methods for financing capital improvement projects. Because an impact fee is usually project-specific and links a specific project to a defined benefit area, it can be easier to justify and, therefore, is less likely to be challenged. However, state statutes contain specific requirements for the use of impact fees, and these must be closely examined prior to implementation.

Impact fees are not a panacea for all capital needs. They may only be used to pay for the costs of new capital projects that directly serve growth in the area. They cannot be used to pay for renovation or for deficiencies in service levels to existing developments. A project funded by impact fees must serve the area for which the fees were collected, and the projects must be completed within a given period of time from the date the fees are assessed. A more detailed review will be needed to assess the benefits of developing a fee act that would allow local governments to charge new developments for the costs of capital improvements needed to serve the new developments.

In June 2002, the City Council approved Ordinances for Water Impact Fees and Sanitary Sewer Connection Fees. The water utility has one fee covering the needs assessment project cost for a 20-year project plan. The sanitary sewer has five different areas with needs assessment project costs for each area. The five areas are the north, northeast, west, southeast, and southwest. Another charge for the sanitary sewer is a cost for the Wastewater Treatment Facility. The ordinance allows for the fees to be reviewed every two years, which the Municipal Utility has done and the City Utility Commission and City Council approved the review in March 2004.

There are park, fire and library impact fees for the city. These impact fees shall be paid sixty percent (60%) at the time of recording of the final plat with the county and forty percent (40%) at the time of building permit issuance.

GUIDING POLICIES AND IMPLEMENTING POLICIES

- 7-G-1** Cooperate with the state, counties, and towns in protecting and conserving safe, reliable groundwater resources.

 - 7-1-I-1** Maintain, and enforce comprehensive water supply protection policies, including watershed, wellhead protection plan, and aquifer protection measures.
- 7-G-2** Cooperate with the state, counties and towns in managing runoff so as to promote the recharge of rivers and groundwater resources while protecting human life, property, and the Kinnickinnic River watershed from the negative effects of storm water runoff and snow melts.

 - 7-2-I-1** Maintain and update the water resource management and wellhead protection plans. Include elements for conservation programs, reuse of treated wastewater effluent, river and surface source protection, staging areas; update this plan every five years.
 - 7-2-I-2** Control rates, amounts, volume storm water runoff.
 - 7-2-I-3** Ongoing monitor to determine if the controls are achieving the desired outcome or if revised strategies are necessary.
- 7-G-3** Provide for the installation and maintenance of safe, cost-effective public water system and sanitary sewer infrastructure according to Municipal Utility Capital Improvements plan and master plan for properties deemed serviceable within the Urban Area Boundary.

 - 7-3-I-1** Maintain and update the public water system and wastewater collection system to ensure that the design and construction standards reflect evolving technology and the community's needs.
- 7-G-4** Protect groundwater resources and the Kinnickinnic River by providing adequate wastewater treatment capacity and, where practicable adopt methods and practices that reduce the amount of treated effluent that is discharged into the Kinnickinnic River .

 - 7-4-I-1** Maintain and update the wastewater management plan and include elements for conservation programs, reuse of treated wastewater effluent, river and surface source protection, staging areas; update this plan every five years.
- 7-G-5** Cooperate with the state, counties and towns in managing solid waste recycling, processing and disposal in an environmentally sound and cost effective manner.

 - 7-5-I-1** Encourage private and public sector-planning, regulations, programs for waste reduction, education and recycle.
- 7-G-6** Ensure that safe, efficient services are provided for existing and new development within the Urban Area Boundary by cooperating with regulatory agencies and utility providers.

7-5-I-1 Work with utility providers to maintain and update facility plans for current and future needs and encourage conservation of resources and innovative solutions to environmental problems.

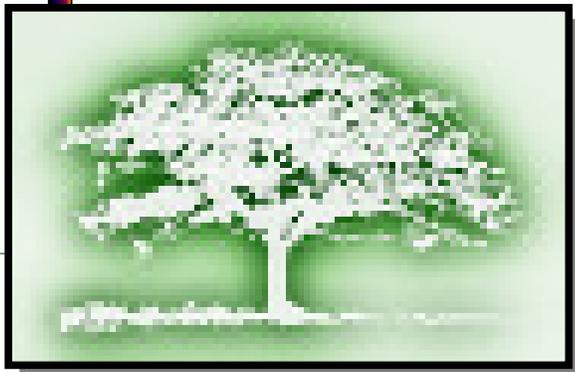
7-G-7 Provide cost-effective shared services to customers.

7-7-I-1 Manage expenses and debt for the maintenance, upgrading and expansion of infrastructure and services while assess all applicable fees for new and redevelopment.

7-6-I-1 Coordinate a regional (City/towns/counties) effort for reviewing, updating and initiating fees for growth and development of shared use capital facilities within these jurisdictions.

CHAPTER EIGHT

NATURAL RESOURCES MANAGEMENT & CONSERVATION



The preservation, enhancement, and restoration of the community's character and resources are pivotal issues that have shaped this plan. Open space, bluffs, coulees, Kinnickinnic River and its tributaries, and environmental resources were cited throughout the public participation process as some of the community's major assets.

The mapping of existing environmental resources, conditions, and constraints provide the basis for resource conservation and management policies. Aerial photography research and fieldwork were performed prior to analysis.

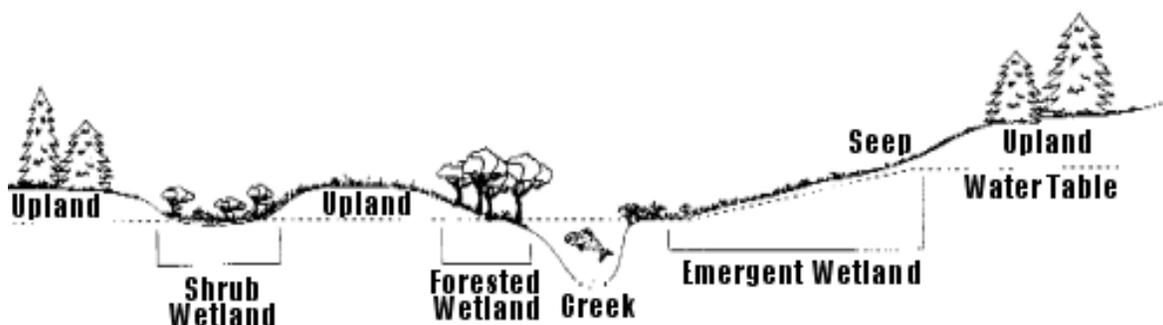
Resource conservation and management policies help determine a service area while protecting and preserving valuable areas from development. To do this, Resource Protection Areas are delineated and growth is prohibited or limited from occurring in these areas. Two classifications are defined that protect habitat that is sensitive and declining or that represents valuable, biological resources in the community. In general, these two classifications are Resource Protection Areas (RPAs) and Sensitive Resource Areas (SRAs). RPAs

contain the most sensitive and valuable habitat and require protection. The SRAs shall be investigated with particular attention to sites that include habitat for sensitive species of plants and animals. The Natural Resources management and conservation issues are addressed in the following Plan elements:

- Biological and Natural Resources and habitat conservation,
- Soils,
- RPAs and SRAs,
- Natural landscapes and landmarks, and
- Environmental protection.
- Additional environmental issues are referenced and addressed in other chapters.

THEMES

- **Sustainable Growth.** Ensure that development is sustainable and that growth, conservation, redevelopment, and Natural Resources protection are balanced.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services for residents.



Shorelands provide valuable habitat for both aquatic and terrestrial animals and vegetation.

8.1 BIOLOGICAL AND NATURAL RESOURCES AND HABITAT CONSERVATION

8.1.1 Kinnickinnic River

The Kinnickinnic River is perhaps the finest coldwater resource in the Upper Midwest, if not in the entire United States. Designated as an Outstanding Water Resource by the Wisconsin Department of Natural Resources, the Kinnickinnic River (also known as the Kinni) is one of the two Class 1 Trout streams in Wisconsin that flow through a City of 10,000. This natural gem is truly unique and the centerpiece of our community which is located on the falls of the Kinnickinnic River.

The Kinnickinnic River contributes a unique character and quality of life to the City of River Falls and surrounding area. It provides a pleasant natural environment close at hand, and contributes to the economic and social prosperity by enhancing the attractiveness of the community to businesses and residents. These benefits can only derive from a healthy and vital river. The Kinni is a major natural community amenity that deserves our very best efforts to protect it as growth occurs.

As such, this comprehensive plan strives to:

- Maintain a healthy, clear, clean, cold flowing river and its critical habitats
- Participate in developing strategies for the City, townships and general public to protect the Kinni and its watershed
- Recognize the river as a powerful core amenity that makes River Falls unique and attracts residents and visitors
- Provide protection of this natural treasure for present and future generations through sustainable development
- Provide an opportunity for the public (residents and visitors) to enjoy the river

Urban growth is a permanent process that irreversibly changes the landscape. Protection of the Kinni requires that growth be carefully crafted to preserve its water quality and critical habitats. The health and future of the Kinnickinnic River depend on three key elements:

- Protecting the groundwater supplies that sustain the river and provide a water source for all watershed residents
- Protecting the natural flow regime, water quality and aquatic residents of the river
- Protecting the critical natural habitats that enhance water quality and defines the scenic beauty of the river way.

According to the guidance for watershed Stewardship, Lower St. Croix River: A Stream Protection Strategy, 1998 to achieve river protection ten key sustainable actions need to be addressed as growth occurs:

1. Watershed-based planning and zoning
2. Protect sensitive areas and Natural Resources from development
3. Establish a river buffer network
4. Reduce, where possible, the creation of impervious cover
5. Limit the disturbance and erosion of soils
6. Treat the quantity and quality of stormwater runoff, and promote stormwater infiltration whenever possible
7. Maintain stream protection measures
8. Promote water conservation, and treat wastewater at a high level
9. Actively encourages river protection and stewardship by all residents
10. Monitor river water quality, to ensure that protection is being achieved

The Kinnickinnic River watershed covers many jurisdictional boundaries. The ideal method of planning for river protection is watershed based. In the absence of this the City and surrounding townships must work together to ensure protection of the Kinni. Decisive action will be required for river protection. Chapters three Land Use and Chapters four Growth Management provides implementation steps for protecting the Kinnickinnic River and natural resources.

The future of this unique water resource requires the efforts of the entire community and residents of the Kinnickinnic watershed. Traditional approaches to development endanger this community centerpiece. The City has adopted and continues to work on updating and passing ordinances on storm water management and shore-land protection.

The City is in the process of removing some old gas tanks located north of Lake George and along Kinnickinnic River and White Pathway, and turning the site into a park. The City presently has no contaminated sites that they are planning to develop for commercial or industrial uses.

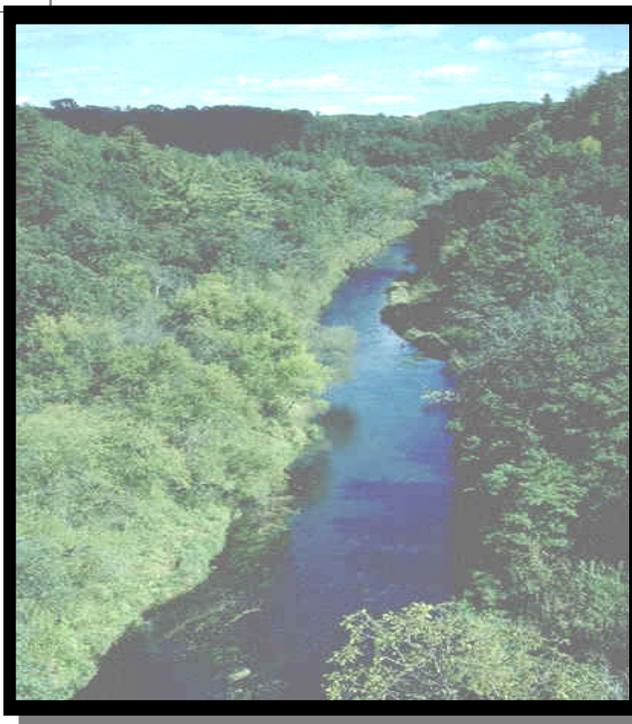


A wild Brown Trout from the Kinni.

This comprehensive plan in its Natural Resources management and conservation guiding and implementation policies, outlines approaches to protect the Kinni and its watershed for the future residents of River Falls.

Early Notification

This document supports the enhancement of the development review process to better facilitate community involvement and encourage public input on development proposals. For example, chapter nine Community Services outlines a Early Neighborhood Notification (ENN) process (see appendix G). The adoption of an **Early Neighborhood Notification** process will provide for an exchange of information between the prospective applicant and the affected neighborhoods, property owners, concerned citizens and organizations before plans become too firm to respond meaningfully to community input and before changes in plans might require major financial losses by the applicant. The Comprehensive Plan also proposes development of a Public Participation Handbook that will explain the development review process and the stages and methods for public input.



Kinnickinnic River.

8.1.2 Riparian Corridors and Wetlands

The riparian regions provide valuable habitat as well as corridors for wildlife movement. These areas include the Kinnickinnic River and the South Fork of the Kinnickinnic River. The riparian corridors and wetlands include marshes, bogs, swamps, wet meadows, potholes, sloughs, and river overflow lands. Wetlands are significant because they provide habitat for wildlife and fish; reduce flood peaks; maintain water quality; and serve as groundwater recharge zones, open space, and educational areas.

Protection of these valuable resources from intrusion and infill due to development is important in maintaining a balance between nature and manmade development. Historically, wetlands have not been viewed as important and have been filled in for “convenience” and “progress.” Updates in the City Code have assisted in minimizing the effect of development on these areas.

Wetlands. State Statute defines wetlands as areas where water is at, near, or above the

surface long enough to support hydrophytic vegetation or water-loving plants with soils indicative of wet conditions. Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, or bogs. These areas serve as groundwater recharge zones and also as habitat for a variety of plants and animals. Wetlands act as a sieve, filtering out silt before it can enter streams and lakes. Particular attention must be given to wetlands within lakes to assure that they are protected from development. The federal government and the WDNR restrict development in wetlands through Section 404 of the Clean Water Act and NR 103, respectively. Wetlands can be damaged, resulting in restoration costs, fines, and/or restrictions. The WDNR has an inventory of wetlands of two acres and larger. All wetlands, no matter how small, that meet the state definition, are subject to WDNR regulations. Federal regulations may also apply.

Attention must be given to wetlands within shorelands to ensure protection from development. Site investigation is required to ensure compliance with federal and state regulations. The Wisconsin Wetland Inventory Map, and aerial photographs, were used to assist in delineating all regulated wetlands within the study area.

A description of wetlands by type follows.

- **Emergent.** These wetlands are also frequently called marshes. They are characterized by standing water and usually dominated by cattails, bulrushes, and sedges.
- **Forested.** These wooded wetlands are usually associated with bogs and floodplains and are dominated by silver maple, cottonwood, elm, green ash, and black spruce. If standing water is present, it is only several inches deep.
- **Scrub/Shrub.** Short trees and woody shrubs such as alder, willow, birch, and dogwood dominate these wetlands. If standing water is present, it is only several inches deep.

- **Wet meadow.** These wetlands have saturated soil rather than standing water and are dominated by sedges, reeds, grasses, marsh marigold, and asters. The state threatened wood turtle (*Clemmys insculpta*) is found in wet meadows, as is the wild licorice plant (*Glycyrrhiza lepidota*).

A description of the wetlands by minor watershed, as shown in the City of River Falls Water Management Plan (1995), follows.

Upper Kinnickinnic Minor Watershed.

The wetlands in this area are generally associated with the Upper Branch of the Kinnickinnic River; those located directly along the riverbanks are forested with cottonwood, silver maple, and willow. These forested wetlands provide high quality resources for wildlife; wood ducks were observed in the field, and the shading provided by the overhanging trees helps to maintain the low temperatures that support the trout population. In wider areas of the river, there are islands vegetated with diverse wetland vegetation including reeds and marsh marigold. There are also several wet meadow/emergent wetlands that are associated with prairie remnants in this watershed that provide additional wildlife resources. Protecting the wetlands in this area from development impacts is crucial to maintaining their value to wildlife and to preserving the quality of the river for trout habitat.

Upper Dam Minor Watershed. The large wetland in this area is mostly forested with cottonwood, silver maple, ash, and box elder, with some interspersed open areas. This wetland likely serves as an important wildlife resource along the section of the Kinnickinnic River that runs through the City, as it is one of the only areas that is not developed close to the riverbanks.

Lower Dam Minor Watershed. The wetlands associated with Lake Louise are both forested and emergent. The trees are generally willow and cottonwood, while the

emergent wetlands are cattails, willow shrubs, and reed canary grass. Lake Louise is the largest water body in the study area, and these associated wetlands provide important buffers to its water quality, as well as adding diversity of habitat for wildlife, such as water birds, amphibians, and larger mammals.



Water Lilies blooming on a lake.

South Fork Minor Watershed. There are several high quality wetlands associated with the South Fork of the Kinnickinnic River. As with the Upper Branch, most of the wetlands closest to the riverbanks are forested with cottonwood, silver maple, and willow. There is a high quality sedge meadow wetland located at the southeastern edge of the study area; this large wetland has many sensitive species, such as marsh marigold and hummock sedges, and appears to have been minimally impacted by the surrounding agricultural land uses. Protecting the wetlands in this area should be a high priority because they offer unique habitat.

Floodplains. Floodplains primarily occur along the Kinnickinnic River, South Fork of the Kinnickinnic River, and along streambeds that serve as tributaries. Except north of the City, floodplains do not extend to any great distance beyond the shoreline of the Kinnickinnic River due to the steepness

of the slopes. The South Fork of the Kinnickinnic River has a floodplain of approximately one-eighth to one-quarter mile because of the shallow flow and nearly level stream terrace. There are, however, tributary areas of the City that experience periodic flooding. Floodplain zoning is required and implemented by counties, cities, and towns by Wisconsin State Statute.

The purpose of the Wisconsin Administrative Code NR 116, Floodplain Management Program is to protect property and public investment from the effects of flooding. Federal Emergency Management Agency 100-Year Floodplain Maps were used to delineate flood hazard areas within the study area. Flood hazard areas are prevalent throughout the study area. Variations in the width of the flood hazard zone are due to topography and water volumes. In the Urban Area Boundary, there is minimal development within the 100-year floodplain. Enforcement of local floodplain ordinances has reduced the amount of development within the 100-year floodplain.

Shorelands. Shorelands are usually considered prime development areas because of their scenic beauty. It is these shorelands that provide valuable habitat for both aquatic and terrestrial animals and vegetation. Shorelands also provide a buffer and serve to protect water quality. The State of Wisconsin requires communities to protect and prevent the loss and erosion of these valuable resources by adopting and enforcing a shoreland ordinance. The authority to enact and enforce this provision comes from the Wisconsin Statutes, Wisconsin Administrative Code NR 115, which outlines the Shoreland Management Program. Ordinances can be more stringent but must not be less stringent than the Wisconsin Administrative Code. The surrounding towns have adopted either St. Croix County's or Pierce County's shoreland zoning provisions. In 2003, the City adopted a more stringent shoreland ordinance. The City's shoreland zoning provisions come into effect when any land is annexed into the City.

8.1.3 Potential Impact of Development on the River

The cold, clear water of the Kinnickinnic is vulnerable to impacts from development. The river's trout population, being very sensitive to the effects of these impacts, can act as a "canary in a coal mine," possibly showing great impacts from small changes in water temperature or quality. Potential impacts from development are outlined below.

It is important to realize that a river's watershed extends far beyond its banks and the land and wetlands directly adjacent to it. As shown on the Water Management Plan (1995), the minor watersheds for the Kinnickinnic and its tributaries within the study area range from under .5 square mile to over 15 square miles in area. Any change in land cover or surface water management within a watershed, from filling wetlands to farming a hilltop miles away from the river, has the potential to impact the river environment. As the percent of impervious surfaces is increased in a watershed, the volume of runoff increases. Increased runoff, if not properly managed, can have a variety of negative impacts on receiving water bodies such as the Kinnickinnic. These potential impacts include increased chances of flooding, erosion of stream banks and drainage ways, warming of stream waters, and decreased ground water base flow due to less infiltration. Storm water management practices are routinely used to reduce the magnitude of these potential impacts.

In addition to increasing impervious surface areas, other infrastructure requirements of development can negatively affect water quality:

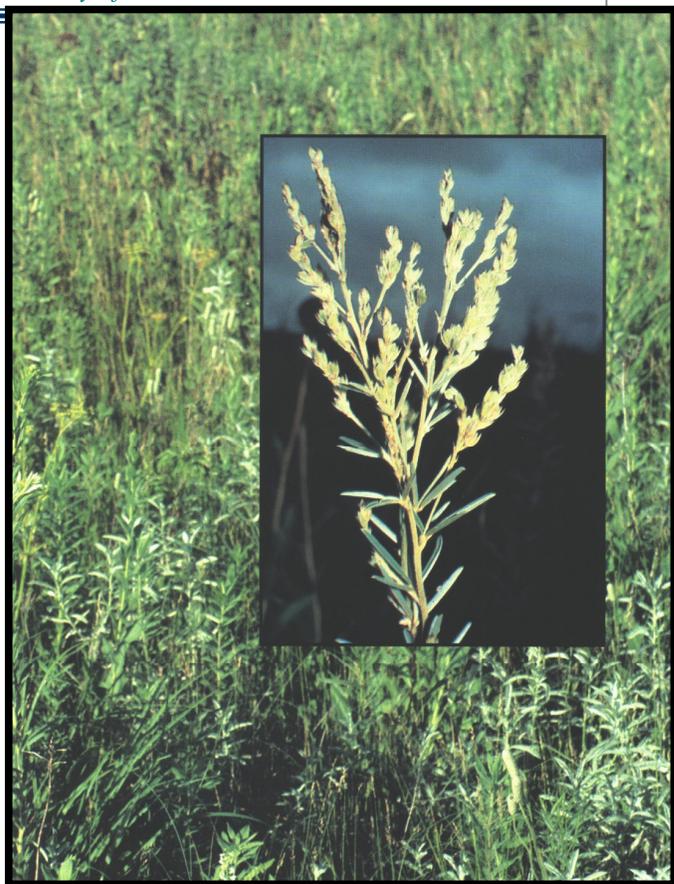
- Water supply wells are often required in developing areas outside the City service area. A potential effect of removing large amounts of ground water for water supply can be to reduce ground water base flows in ground-water-fed water bodies. This effect can be exacerbated by the increase in impervious surfaces.

- Increased amounts of wastewater are generated as development occurs. While current wastewater treatment technology can remove almost all of the nutrients in wastewater, trace levels still exist in their effluent. Discharge of this treated wastewater can affect the quality of receiving water bodies.
- Increased traffic increases the risk of toxic spills occurring near a water body. Such a spill could have a serious impact on water quality and aquatic habitat.
- Impacts to other wildlife species would occur primarily through the loss of habitat as development encroaches on previously undisturbed areas.

8.1.4 Habitats

Habitat is a term used for a set of natural conditions including climate, elevation, solar aspect, water, wind, soil, geology, and other elements combined. Plants are most often used to characterize biotic communities, which form habitat for animals and other plants. WDNR has developed a rare, threatened, and endangered species and natural communities list for St. Croix and Pierce Counties. A detailed vegetation study that maps the biotic communities around the City of River Falls has not been performed. Such a study would help locate and designate critical habitat for threatened and endangered species and for other species of concern. In the future, a detailed study and map should be developed that locates these habitats.

As stated above, many scenic vistas of bluffs, coulees, valleys, and the Kinnickinnic River surround the community. The River Falls community is located in the northern part of the Coulee Region of Wisconsin. Most of the land within the community of River Falls is fairly level to gently sloping, except for the steep, rock bluffs along the Kinnickinnic River and the South Fork. Within the Urban Area Boundary, there are lands that are quite hilly with many steep slopes and sharply defined bluffs and watercourses.



Prairie bush clover (Lespedeza leptostachya) has pink flowers and widely spaced slender leaves.

The most sensitive and important of these biotic communities is the riparian area, which provides food, water, and prime nesting habitat for migrant as well as resident species. Since most of the biotic community in the River Falls area occurs over a wide range of southwestern Wisconsin, few of the biotic communities are rare or unique, but many of them provide habitat for rare, threatened, or endangered species of both plants and animals.

8.1.5 Plants

There are approximately 2,000 species of native and naturalized seed plants in the State of Wisconsin. Table 8.1 lists *some* of the rare, threatened, and endangered plant species within St. Croix and Pierce Counties.



Winter Scene along the Bluffs

8.1.6 Woodlands

Woodlands provide habitat for a variety of plants and animals as well as scenic beauty to the landscape. Woodlands exist near rivers and streams, wetlands, steep slopes, landscaped yards, and forest cropland. They are essential for erosion control, wildlife habitat, and the aesthetic environment. Retention of a maximum acceptable percentage of woodland cover in developable areas will greatly contribute to the environment and the value of residential, commercial, and industrial development. Existing woodlands provide aesthetic areas for group gatherings and recreation. These areas should be reserved for those purposes through the planning and development process. The City of River Falls has an existing urban forestry program that revegetates and maintains woodlands for future generations.

8.1.7 Wildlife

Table 8.2 outlines some of the rare, threatened, or endangered animal species within St. Croix and Pierce Counties.

8.1.8 Threatened and Endangered Species, and Species of Concern

The range of biological communities in the regional area and surrounding the City provides suitable environments for animals and plant species that are considered threatened, endangered, or of concern. These

communities are subject to protection under the Federal Endangered Species Act and the Wisconsin Endangered Plant and Animal Act. All site plan reviews for development should include consideration of these endangered resources.

These resources primarily occur within the bluffs and riparian corridors and other specific areas. Many of the animal species are migratory and are present infrequently. In some cases, such as that of the endangered Crystal Darter fish or Higgins' Eye mussels, it is possible to enhance or restore habitat for a species to increase the possibility of its occurrence. Unlike the migrating animals, several of the rare plants that may occur within the area may be uprooted and destroyed as a result of construction and development.

The WDNR, Bureau of Endangered Resources conducts data searches for natural areas and endangered plants and animals. The bureau urges that special care be taken to protect any and all endangered resources from development. The exact locations of the endangered resources can only be used for analysis and review purposes. The following sections provide information and a list of those endangered plants and animals within the St. Croix and Pierce County area.



Great Egret (Casmerodius albus), a large predatory wading bird, is listed as a threatened species by the state

Table 8.1 Plants of Concern in Pierce and St. Croix Counties, Wisconsin.

Scientific Name	Common Name	State Status	Federal Status	Habitat
<i>Adoxa moschatellina</i>	Musk-root	Threatened	–	Shaded, damp cliffs
<i>Anemone caroliniana</i>	Carolina Anemone	Endangered	–	Dry prairies, sand prairies, bluff prairies
<i>Astragalus crassicaarpus</i>	Ground Plum	Endangered	–	Bluffs and dry prairies
<i>Besseyia bullii</i>	Kitten Tails	Threatened	–	Prairies, barrens, open woods
<i>Calylophus serrulatus</i>	Yellow Evening Primrose	Special Concern	–	Prairies, river valleys
<i>Catabrosa aquatica</i>	Brook Grass	Endangered	–	Cold springs
<i>Cirsium hillii</i>	Hill's Thistle	Threatened	–	Dry prairies
<i>Dalea villosa</i>	Silky Prairie-clover	Special Concern	–	Sand prairies
<i>Drosera linearis</i>	Slenderleaf Sundew	Threatened	Threatened	Bogs
<i>Glycyrrhiza lepidota</i>	Wild Licorice	Special Concern	–	Wet meadows and prairies
<i>Lespedeza leptostachya</i>	Prairie Bush Clover	Endangered	Threatened	Dry sandy prairies
<i>Lesquerella ludoviciana</i>	Silver Bladderpod	Threatened	–	Dry prairies
<i>Liatris punctata</i> (var. <i>nebraskana</i>)	Dotted Blazing Star	Endangered	–	Sand prairies, roadsides
<i>Nothocalais cuspidata</i>	Prairie False-dandelion	Special Concern	–	Dry prairies
<i>Onosmodium molle</i>	Marbleseed	Special Concern	–	Dry open woods
<i>Orbanche ludoviciana</i>	Louisiana Broomrape	Endangered	–	Dry prairies and sand dunes
<i>Prenanthes apsera</i>	Rough Rattlesnake-root	Endangered	–	Dry prairies
<i>Psoralea esculenta</i>	Pomme-de-Prairie	Special Concern	–	Dry prairies
<i>Scutellaria parvula</i> (var. <i>parvula</i>)	Small Skullcap	Endangered	–	Dry prairies and bluffs
<i>Senecio plattensis</i>	Prairie Ragwort	Special Concern	–	Dry prairies, open woodlands
<i>Talinum rugospermum</i>	Prairie Fame-flower	Special Concern	–	Sand barrens
<i>Trillium nivale</i>	Snow Trillium	Threatened	–	Calcareous woods

Table 8.2 Animals of Concern in Pierce and St. Croix Counties, Wisconsin.

Scientific Name	Common Name	State Status	Federal Status	Habitat
<i>Alosa chrysochloris</i>	Skipjack Herring	Endangered	–	St. Croix River system
<i>Ammocrypta asprella</i>	Crystal Darter Fish	Endangered	–	St. Croix River system
<i>Buteo lineatus</i>	Red-shouldered Hawk	Threatened	–	Bottomland hardwoods, mixed forests
<i>Casmerodius albus</i>	Great Egret	Threatened	–	Lakes, streams, marshes
<i>Clemmys insculpta</i>	Wood Turtle	Threatened	–	Hardwoods, wet meadows
<i>Crotalus horridus</i>	Timber Rattlesnake	Special Concern	–	Woodlands, prairies, bluffs
<i>Cumberlandia monodonta</i>	Spectacle Case Mussel	Endangered	–	St. Croix River system
<i>Cyclonaias tuberculata</i>	Purple Wartyback Mussel	Endangered	–	St. Croix River system
<i>Ellipsaria lineolata</i>	Butterfly Mussel	Endangered	–	St. Croix River system
<i>Elliptio crassidens</i>	Elephant Ear Mussel	Endangered	–	St. Croix River system
<i>Epioblasma triquetra</i>	Snuffbox Mussel	Endangered	–	St. Croix River system
<i>Falco peregrinus</i>	Peregrine Falcon	Endangered	Endangered	Bluffs
<i>Fusconaia ebena</i>	Ebony Shell Mussel	Endangered	–	St. Croix River system
<i>Gastrocopta procera</i>	Wing Snaggletooth Snail	Threatened	–	St. Croix River system
<i>Hiodon alosoides</i>	Goldeye Fish	Endangered	–	St. Croix River system
<i>Ictiobus niger</i>	Black Buffalo Fish	Threatened	–	St. Croix River system
<i>Lampsilis higginsii</i>	Higgins' Eye Mussel	Endangered	Endangered	St. Croix River system
<i>Lanius ludovicianus</i>	Loggerhead Shrike	Endangered	–	Prairie and bushland
<i>Macrhybopsis aestivalis</i>	Speckled Chub Fish	Threatened	–	St. Croix River system
<i>Moxostoma carinatum</i>	River Redhorse Fish	Threatened	–	St. Croix River system
<i>Moxostoma valenciennesi</i>	Greater Redhorse Fish	Threatened	–	St. Croix River system
<i>Notropis amnis</i>	Pallid Shiner Fish	Endangered	–	St. Croix River system
<i>Ophiogomphus anomalus</i>	Extra-striped Snaketail Dragonfly	Endangered	–	Warm water streams in forested watersheds
<i>Ophiogomphus howei</i>	Pygmy Snaketail Dragonfly	Threatened	–	Streams in forested watersheds
<i>Ophiogomphus susbehcha</i>	Saint Croix Snaketail Dragonfly	Endangered	–	Large streams in forested watersheds
<i>Percina evides</i>	Gilt Darter Fish	Threatened	–	St. Croix River system
<i>Plethobasus cyphus</i>	Bullhead Mussel	Endangered	–	St. Croix River system
<i>Podiceps grisegena</i>	Red-necked Grebe	Endangered	–	Bluff prairies, sandy prairies
<i>Polydon spathula</i>	Paddlefish	Threatened	–	St. Croix River system
<i>Quadrula fragosa</i>	Winged Mapleleaf Mussel	Endangered	Endangered	St. Croix River system
<i>Quadrula metanevra</i>	Monkeyface Mussel	Threatened	–	St. Croix River system
<i>Simpsonaias ambigua</i>	Salamander Mussel	Threatened	–	St. Croix River system
<i>Speyeria idelia</i>	Regal Fritillary	Endangered	–	Prairies and pastures
<i>Tritogonia verrucosa</i>	Buckthorn Mussel	Threatened	–	St. Croix River system

8.1.9 Impacts of Development on Biological Resources and Habitat

Continued urban growth and expansion poses several challenges to plant and animal communities in River Falls, both rare and common. These impacts fall into the following broad categories, including:

Direct Species Removal is essentially the demise of a plant or animal. Such removal can occur in a number of ways. Construction or development projects that require surface disturbance may result in the taking of plants, which are destroyed by the activity of heavy equipment. In most cases, these are common plants that occur in abundance elsewhere. However, in some cases, construction activity can destroy plants. For example, construction projects have reduced the number of oak savannahs, birch, ash, cedar, and pine that serve as a resource to wildlife by adding to the diversity of cover and food sources. Direct removal of plants also can occur from the use of pesticides, indiscriminate collection of wildflowers, and through trampling of plants by heavy pedestrian, equestrian, or cycle traffic.

Although less obvious, direct removal of animals occur during many construction projects. Small animals, such as the timber rattlesnake and lizards, often rest in underground burrows during the heat of the day or hibernate during the winter. Clearing land with heavy equipment can crush these animals in their burrows or bury them beyond their capacity to dig out. As with plants, most of these species are common, but in some cases protected amphibians such as the wood turtle, which nests in low and some upland forests could be destroyed by large-scale development activities. Direct species removal can occur from remote activities, such as the discharge of hazardous substances like pesticides or herbicides, which can make their way into aquatic environments, killing fish and invertebrates and potentially affecting terrestrial wildlife that prey on these species.



Wood turtles (Clemmys insculpta) are on the state endangered list.

Loss of Habitat. Aside from direct removal of species, land conversion activities can destroy or modify key habitat. Many wildlife species require territories for hunting or foraging. Birds often require specific nesting sites. Some animals utilize localized migration corridors to travel between habitats. Conversion of land can result in loss of key habitats, which indirectly can result in the removal of the species. Such conversion can occur, for instance, by indirect means such as changes in hydrological flow resulting from upstream changes in the land. This can increase storm water runoff from paved areas, which can result in the erosion or sedimentation of habitat. The habitat may be damaged to the point where the species can no longer utilize it to survive.

Large construction projects may have adjacent drainage and watercourses. A drainage course may be channelized and lined with concrete or soil cement to reduce erosion. Although from an engineering standpoint, these modifications may control erosion, they can alter the natural character of the flow pattern and infiltration of water into the soil and destroy wildlife habitat along and within the natural drainage channels. Riparian zones are currently used by wildlife, as well as by people engaging in recreational activities. As development increases, it impinges on the natural habitat within and adjacent to these riparian zones, resulting in loss of habitat for wildlife species and loss of access to the areas for enjoyment by people.

Interrupting Reproductive Cycles. In both plants and animals, interrupting the reproductive cycle can result in a failure of reproduction by the species. In the case of plants, moving, burning, or spraying pesticides or herbicides during the reproductive season can result in a total failure of reproduction for the species. Common species will likely reseed in the area, but rare species have highly limited distribution and could be destroyed by extensive use of herbicides or pesticides.

Animals are also sensitive to interpretation of reproductive cycles. Birds are particularly sensitive to such disturbances, and some will abandon nests if they are subject to increased levels of noise or disturbed while they are incubating eggs. In the case of rare birds, this could result in the destruction of the population.

Sedimentation. Urban development past and present in the River Falls' area including the downtown has involved paving large areas that previously held infiltrated soils. Runoff from this pavement is clean water that picks up sediment as it flows to the Kinnickinnic River and its tributaries. Depending upon the location and intensity of a storm, runoff can score the sides and bottoms of some portions of riparian habitat, destroy plant communities adjacent to the watercourse, and deposit

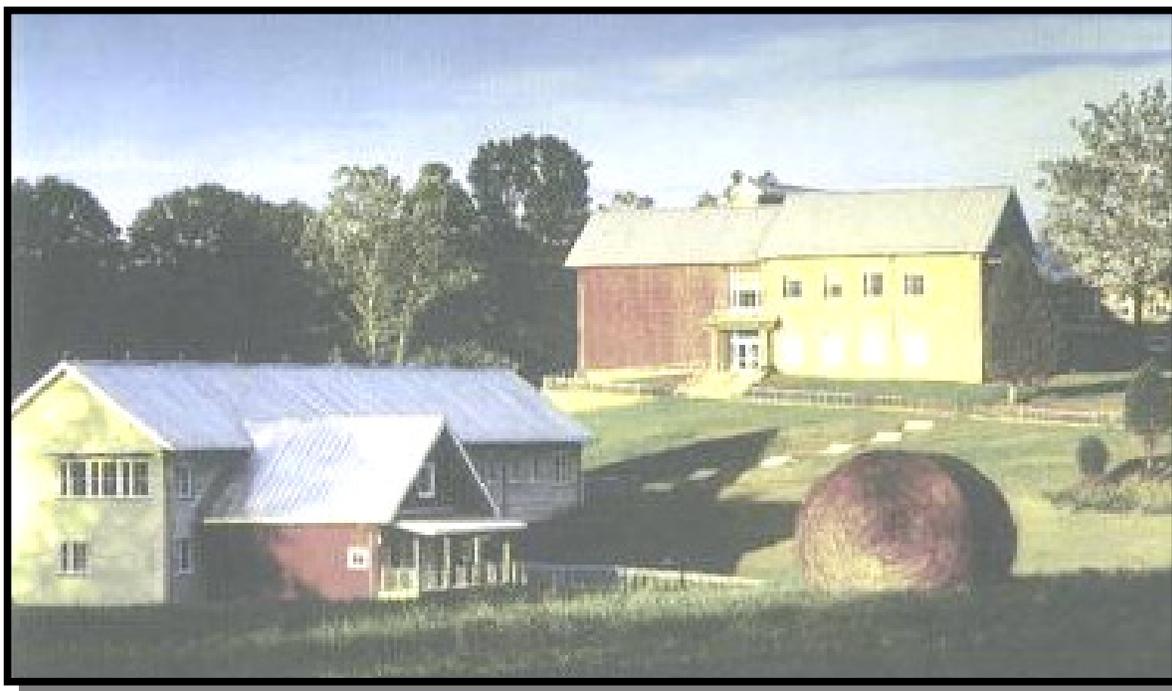
sediment in other portions of the drainage area. The deposition of sediment generates two types of mechanical problems:

- Physical blockage of the water flow into portions of the drainage area sometimes results in a shift of the alignment of the drainage area; and
- Slow filtering of the Riverine and Palustrine wetlands habitats and wildlife habitat within and adjacent to the watercourse. Additionally, some of these sediments could be deposited outside the urbanized area and affect riparian zones and wetlands downstream.

Flooding. With increased development, less and less of the ground surface has permeable soils. During periods of heavy runoff, water pours off the streets and parking lots into rivers and drainage channels. Any definable river channel or holding pond has a limited capacity for holding water within its banks. If the water entering these areas exceeds the capacity to hold the flow, then the storm water will spill out, potentially flooding adjacent properties and damaging structures.

Contamination by Hazardous Substances. Runoff from roads in urbanized areas contains toxic materials, such as lead, nitrates, sulfates, chlorides, and organic compounds and other heavy metals. Lead, in particular, is extremely hazardous in wetland environments. It binds to organic compounds and accumulates within the wetlands. Over time, lead can reach toxic levels. A variety of other polluting substances can enter riparian zones and wetlands, including pesticides, herbicides, hydrocarbons, and other heavy metals. National Pollution Discharge Elimination Systems Standards, if applied, may reduce or eliminate the deposition of hazardous materials.

As urbanization continues, the level of potential contaminants within storm water may be expected to increase. If contaminants accrue mitigation measures to eliminate or reduce the hazardous materials in storm water runoff may be required.



Buildings Clustered on Farmland.

8.2 SOILS

8.2.1 Prime Farmland

Prime farmland is land that is best suited for food, feed, forage, fiber, and oil seed crops. It may be cultivated land, pasture land, or other land, but it is not existing urban and built-up land or water areas. Soil quality, growing season, and moisture supply are necessary for a well-managed soil to produce a sustained high yield of crops in an economic manner. Prime farmland produces the highest yield with minimal input of energy and economic resources, and farming it results in the least damage to the environment. Soils that fall into Class I, II, and III of the Natural Resources Conservation Service capability unit classification system are considered prime agricultural land.

The value of these lands is associated with not only their soil class but also with their size, present use, and any regulatory framework for their protection. The Land

Evaluation Site Assessment system presents the opportunity to define agricultural lands that have the most productive potential. St. Croix County adopted a farmland preservation plan in 1980, and Pierce County adopted one in 1982. Both counties have exclusive agricultural zoning, farmland preservation areas within the county that are designated and managed by zones, which conform to the Wisconsin Administrative Code. The ETZ also provides zoning classifications for agricultural lands.

Low density, rural residential housing may be allowed in agricultural areas, depending upon individual town policies and the ETZ. Rural housing is intended to be located and designed to have minimal adverse effects on surrounding farm operations and to blend into the rural character of the area. Housing sites should avoid prime agricultural land, be located where appropriate services can be provided, not conflict with neighboring uses, and protect Natural Resources.

8.2.2 City of River Falls

The 1965 City Comprehensive Plan provides a detailed description and map of specific soil conditions, characteristics, and suitability of urban and rural uses in the River Falls area. This information was provided for the plan by the U.S. Department of Agriculture, Natural Resources Conservation Service.

The Plan states that soil productivity in the Towns of Troy, Kinnickinnic, and River Falls generally are below average compared to productivity in other parts of St. Croix and Pierce Counties. In some areas around River Falls, some of the best farmland has been eroded as a result of water and wind erosion. However, contour plowing and other soil conservation and erosion control measures have been employed in most of the study area.

The soils in the River Falls area may be placed generally into nine major groups based upon their suitability for agricultural or urban uses, which include engineering conditions related to construction and maintenance, maintenance of roads, airports, pipelines, building foundations, water storage facilities, drainage systems, sewage disposal systems, and erosion control structures. The 1965 plan provided a map and summary of the suitability and limitations for the different uses and a list of the soils for the major groups.

8.2.3 Pierce and St. Croix Counties

The type of soils in an area often dictates the best use of land. Soil suitability interpretations for specific urban and rural land uses are essential for physical development, planning, and determining the best use of the soil on a site. The 1996 Pierce County Land Management Plan references the U.S.D.A., Natural Resources Conservation Service Map for the locations of important farmlands. This map indicates the general location of the best farmland in the county and towns.

The 1996 St. Croix County Development Management Plan states that the county entered into an agreement with the Natural Resources Conservation Service to produce a digital soil survey. The soil survey has resulted in a detailed soil map for the county at a scale of one inch equaling 1,000 feet. The survey produced information on the physical, chemical, and biological properties of the soil and provided soil property interpretation for agricultural, engineering, planning, and resource conservation activities. The digital soil survey was used extensively for county planning efforts. The Towns of Kinnickinnic and Clifton do not have a Land Management Plan. Kinnickinnic follows the St. Croix County Development Management Plan and Clifton follows the Pierce County Land Management Plan.

8.2.4 Town of River Falls

The River Falls Township Land Use Plan (1982) addresses soils capability and provides a soil class map. It states that the Soil Conservation Service (presently Natural Resources Conservation Service) considers the majority of land in River Falls Town a Class II type soil and it is concentrated in the central and southern sections of the town. Class I, II, and III type soils are considered prime agricultural land and comprise 74% of the land in the town; however, only 3% is Class I. The area immediately south of and along County Trunk Highway 29 contains the highest proportions of soils not suitable for farming.

Depending on slope and the amount of wooded acreage, these areas are primarily used for grazing or pasture land, woodlands, and/or wildlife cover.

Metallic or Non-Metallic Mineral

The City of River Falls has no issues in regards to metallic or non-metallic mineral resources within the City limits.

8.2.5 Town of Troy

The 1992 Town of Troy Growth Management Plan also provides information on geology and soils, along with soil limitation maps. The plan states that the most fundamental criteria for development are the nature of the soils. The Plan states that agricultural capabilities Class I and II might be called the town's prime agricultural land. Much of this land is presently under cultivation, but much of it is suitable for septic systems, which has resulted in the present subdivision of many five-acre parcels in the area. The Plan delineates the agricultural capabilities into eight classes provided by the Soil Conservation Service (Natural Resources Conservation Service) capability unit classification system. Those classes are:

- **Class I.** Soils that have few limitations to restrict their use.
- **Class II.** Soils with some limitations that reduce the choice of plants or require moderate conservation practices.
- **Class III.** Soils with severe limitations that reduce the choice of plants or require special conservation practices, or both.
- **Class IV.** Soils with very severe limitations that restrict the choice of plants or require very careful management, or both.
- **Class V.** Soils that have little or no erosion hazard but have other limitations that are impractical to remove, which limit their use largely to pasture, range, woodland, or wildlife food and cover.
- **Class VI.** Soils with severe limitations that make them generally unsuited to cultivate and limit their use largely to pasture, range, woodland, or wildlife food and cover.
- **Class VII.** Soils with severe limitations that make them unsuited for cultivation; their use should be restricted largely to grazing, woodland, and wildlife or water supply or to aesthetic purposes.



Farmland Barn.

- **Class VIII.** Soils with very severe limitations that make them unsuited for cultivation; their use should be restricted largely to grazing, woodland, and wildlife or water supply or to aesthetic purposes.

In the past, soils that fell into Class I, II, and III of the Natural Resources Conservation Service capability unit classification system were considered prime agricultural land. Presently the Natural Resources Conservation Service has developed a new system for evaluating agricultural lands called Land Evaluation and Site Assessment. This system uses a more detailed consideration of soil capability and potential yields and provides for the assessment of factors beyond soil productivity in the determination of agriculture potential. Figure 8-1 shows environmentally sensitive areas (bottomlands, terraces, foothills, etc.) such as highly erodible soils, potentially erodible soils, and the leaching potential of soils. This map was developed using the St. Croix County digital soil survey and by converting applicable sheets of the Pierce County Soils Survey into electronic GIS versions.

8.2.6 Steep Slopes

Steep slopes are characterized by stony land with soils that are shallow over bedrock. In the River Falls area and along the Kinnickinnic River, several areas exist with steep slopes. Steep slopes are any areas where the gradient of the land is 12% or greater (each percent of slope is measured as one unit in elevation for every hundred horizontal units). One category of steep slopes is 12% to less than 20% slope and consists of any soil type. It has been demonstrated that 12% slopes is a threshold at which impacts from development becomes apparent. To allow development on these slopes, one should avoid direct runoff into streams or rivers; follow state approved construction site erosion control standards; and institute best management practices, monitoring, and maintenance to control on-site runoff and pollution.

Steep slopes of 20% or greater are subject to erosion impact, even from slight land cover disturbance. Development on these slopes results in high construction costs and severe erosion with resultant negative impacts to surface waters. Therefore, development on slopes 20% or greater shall be limited or prohibited. This is consistent with the St. Croix County Management Plan. (see Figure 8-3 Sensitive Resource Areas).

8.2.7 Soil Related Constraints on Development

A large part of the City is located on sites that have constraints on development due to the nature of the soils. These constraints include:

Soil Erosion. Some portions of the urban area contain soils that have been designated by the Natural Resources Conservation Service as having a moderate to severe potential for water erosion. Storm water erosion can be a major problem in areas of high growth due to increased impervious surfaces and lack of water infiltration.

Wind Erosion and Rural Fugitive Dust.

Many of the soils in River Falls, especially those soils on difficult terrain, have a moderate to severe erosion rating. Once the vegetation is removed from these soils, they are often highly vulnerable to wind erosion.

Fugitive dust is a non-point source of air pollution that does not originate from a specific point. Significant sources include agricultural cropland, construction sites, and unpaved roads.

8.3 RESOURCE PROTECTION AREAS AND SENSITIVE RESOURCE AREAS

It is resource conservation and management policies that help determine development within the Urban Area Boundary while protecting and preserving valuable areas from development. Mapping of existing environmental resources and identifying conditions and constraints, provides the basis for resource conservation and management policies. To do this, RPAs are delineated and growth is prohibited or limited from occurring in these areas. This section discusses in detail two classifications that protect habitats that are sensitive or declining or that represents valuable biological resources in the community. The two classifications are RPAs and SRAs.

8.3.1 Resource Protection Areas

RPAs are environmentally sensitive areas and valuable habitat areas that require protection. They are located along riparian corridors and in other areas (to be designated) that provide important habitat for plants and animals and movement corridors for wildlife. RPAs include such areas as 100-year flood zones, wetlands, coulees, riparian corridors, landmark areas, slopes 20% or greater, and bluff areas. RPAs are prohibited from development. The only exception for development is for existing parcels/lots that exceed 20% or “pass through work” that includes needed work for public health and safety/utilities. This includes electricity, water, and a force main or other

sewer to pass through. This type of utility work is generally discouraged but sometimes needs to occur due to the need for the use of gravity. The RPAs are shown in Figure 8-2.

8.3.2 Sensitive Resource Areas

SRAs shall be investigated with particular attention to sites that include habitat for sensitive species of plants and animals. SRAs include such areas as the 500-year flood zone, coulees, wetlands, natural landscapes, landmarks, slopes between 12 and 20%, and ridge-top areas. Development is permitted on sites with SRA designation, provided certain steps are taken and that development is in accordance with the special standards established for SRAs. Policies shall be designed to ensure that biological resources are considered and incorporated in development design. Both the RPAs and SRAs are intended to be of sufficient size to ensure the long-term viability of the habitats and species located within them and connected to them (Figure 8-3).

8.4 NATURAL LANDSCAPES AND LANDMARKS

8.4.1 Landscapes

Landscape is the environment in which pre-history and history occur; it both limits and permits man's cultural endeavors, our way of life and forms of settlements. Preservation and enhancement of the natural environment, most conspicuously formed of trees and lower growing plants, eventually results in an ecologically rich landscape, attractive to a wide variety of birds and other animals, as both year-around and seasonal inhabitants.

Many plants, especially flowering plants and mid-height grasses, once present and common in and around River Falls, are now rare, some possibly absent. Likewise, the density and distribution of still common plants has been altered. This is due to a combination of factors, including hundreds of years of heavy overgrazing, intensive woodcutting, and subsequent erosion. Plant



Nineteenth Century Lime Kilns That Stand on the Left Bank of the Kinnickinnic River.

specimens should be encouraged to grow through soil stabilization and enhancement, reseeding, and protection. Plant species now found in quantity many miles outside the City should be systematically reintroduced to areas of former abundance.

8.4.2 Landmarks

Two areas of existing unique environmental features have been identified in the River Falls area. The first, a limestone outcrop north of the City, called the River Falls Monument, is visible from State Highway 65 during the fall, winter, and early spring. The second, called the Devil's Den, is southwest of the City and is a unique geological depression along the Kinnickinnic River.

8.5 ENVIRONMENTAL PROTECTION

8.5.1 Air Quality

The City enjoys good air quality that meets federal and state standards for monitored pollutants (particulate matter and carbon monoxide). As long as state and federal standards are met, authority for additional controls and plans rest with the River Falls City, town, and county governments.

8.5.2 Outdoor Lighting

Excess glare, light pollution, and light trespass can be a safety and privacy issue as well as a cost and energy issue. The city will strive in developing standards that provide efficient and adequate outdoor lighting that is safe and visible for pedestrians, drivers, residences, neighborhoods, and the community.

8.5.3 Noise

Noise is unwanted sound and is known to have several adverse effects on people, including hearing loss, communication interference, sleep interference, adverse physiological response, and general annoyance. Noise sensitive land uses in River Falls include residences of all types, nursing homes, day-care centers, hospitals, schools, parks, and places of religious assembly. Outside the City, areas such as wildlife corridors and conservation districts are noise sensitive. Most portions of the City that contain noise sensitive uses are not negatively impacted by noise.

- **Existing Noise.** According to the City Police, residents complain about excessive noise from two occasional sources:
 - **Party Disturbance.** This can include loud music, loud talking/yelling, traffic noise, fighting, and other noise that disturbs the general peace.
 - **Electronic Noise.** This is most often associated with loud audio equipment; audible to citizens located a significant distance from the vehicular source.

A community noise survey could be conducted to record and analyze noise exposure in areas with sensitive land uses. Noise and monitoring sites should be selected to record daily conditions.

Typical noise sources include:

- **Traffic Noise.** Most roadways generate noise. Some of the building areas along travel corridors have very narrow setbacks, and residents or employees within these noise impact areas may be subject to significant noise levels. Shielding can reduce actual noise levels at specific sites. This may require berming or walled areas along major corridors.
- **Hospital Flight Care Helicopter Operation Noise.** The River Falls Area Hospital has a helicopter landing area. This facility is used on an occasional basis.
- **Stationary Noise Sources.** Stationary noise sources within the City include industrial and commercial facilities. Noise exposure within industrial facilities is controlled by employee health and safety regulations, but exterior noise levels are not regulated by the federal or state government. Noise generated from fixed sources may vary based on open doors and windows, climate conditions, time of day, and existing noise levels.
- **Noise Compatibility Standards.** From the known affects of noise, criteria have been established to protect the public health and safety, and prevent disruption of certain human activities. For planning purposes, a weighted scale is recommended to describe environmental noise at any one particular time. To account for the time-varying characteristics of noise, all of the individual noise readings must be averaged over a 24-hour period. Suggested noise capability standards are shown in Table 8.3. These have been designated to match each land use type with an appropriate range of noise levels. These standards should be used in conjunction with noise exposure contours shown on a noise map to determine whether noise levels exceed the normal acceptable range so that acoustic reports and noise mitigation measures can be required for development projects.

SOILS

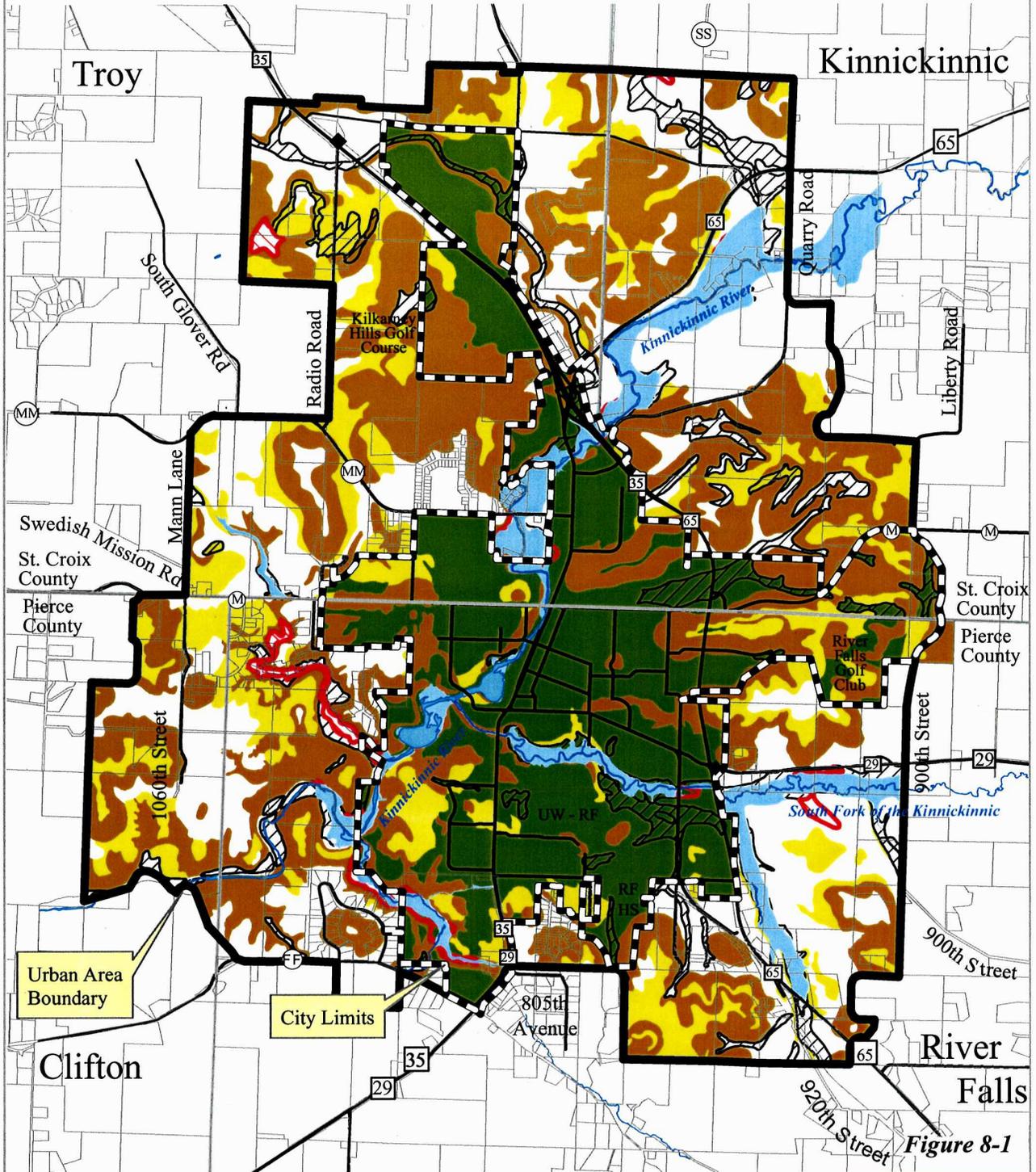


Figure 8-1

Highly Erodible	Hydric Soils	100 Year Floodplain
Potentially Erodible	Inclusion Soils	

Miles

RESOURCE PROTECTION AREAS

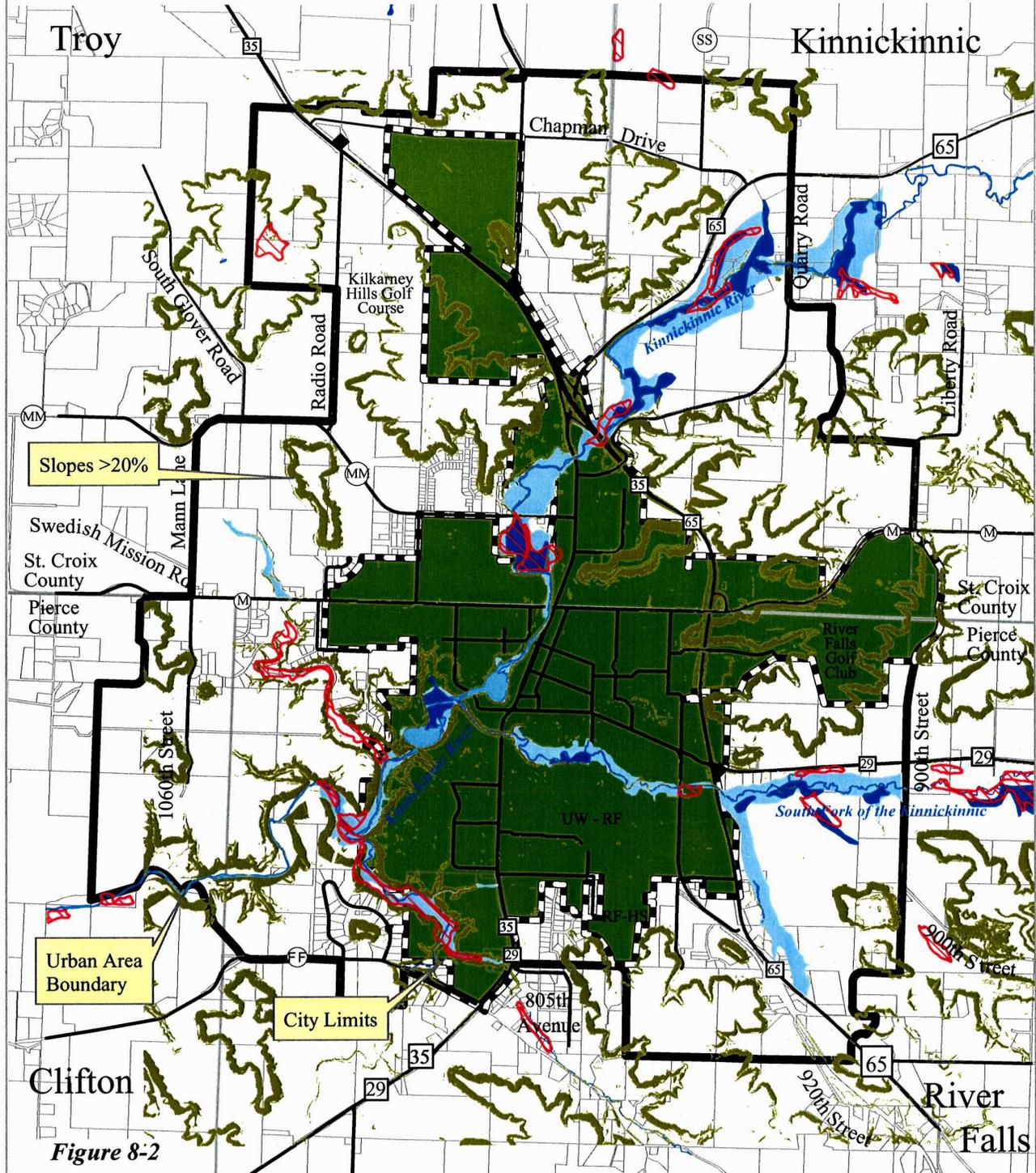


Figure 8-2

Slopes > 20%
 City Limits
 Hydric Soils

100 Year Floodplain
 Wetland

Miles
 0 0.5 1



SENSITIVE RESOURCE AREAS

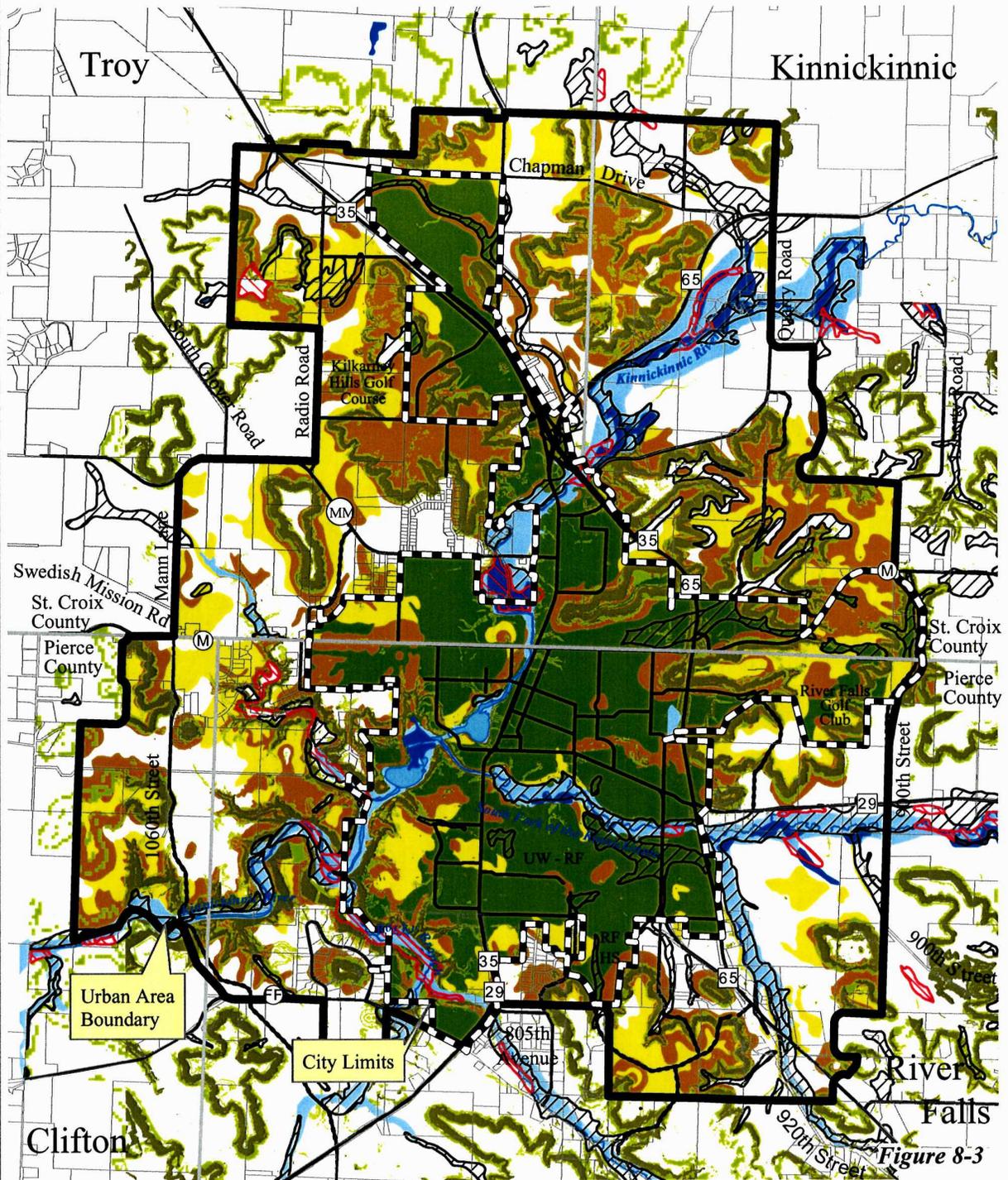


TABLE 8-3

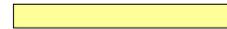
LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENT

Building/Land Use Type	Exterior Day/Night Noise Levels DNL or Ldn, dB					
	55	60	65	70	75	80
	Residential-Single Family	Blue	Yellow		Green	Red
Residential-Multiple Family	Blue	Yellow		Green	Red	
Transient Lodging-Motels, Hotels	Blue	Yellow		Green	Red	
Schools, Libraries, Churches, Hospitals*, Nursing Homes	Blue	Yellow		Green	Red	
Auditoriums, Concert Halls, Amphitheaters		Yellow		Green		
Sports Arena, Outdoor Spectator Sports		Yellow		Green		
Playgrounds, Parks	Blue		Yellow	Green		
Golf Courses, Riding Stables, Water Recreation, Cemeteries	Blue			Green	Red	
Office Buildings, Business, Commercial and Professional	Blue		Yellow	Green		
Industrial, Manufacturing, Utilities, Agriculture	Blue		Yellow	Green		

INTERPRETATION



Normally Acceptable: Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



Conditionally Acceptable: New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.



Normally Unacceptable: New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



Clearly Unacceptable: New construction or development clearly should not be undertaken.

*Because hospitals are often designed and constructed with high noise insulation properties, it is possible for them to be satisfactorily located in noisier areas.

DNL or Ldn: Day-Night Noise Level

CNEL: Community Noise Equivalent Level (normally within 0-5 dB of the DNL value)

GUIDING AND IMPLEMENTING POLICIES

- ❖ See Chapter Three Land Use Guiding Policies 3-G-1- 2 and Implementing Policies 3-1-I-1-3 and Implementing Policies
- ❖ See Chapter Four Growth Management Guiding Policies 4-G-1 and Implementing Policies 4-1-I-1 and 5.

8-G-1 Work with the state, counties and towns to protect, maintain, restore and enhance where possible environmental and biological resources, including the Kinnickinnic River and its tributaries, wetlands, native plant communities, and other habitats that are sensitive or declining, within its watershed, Urban Area Boundary and where possible within the region.

8-1-I-1 Maintain and update an inventory of Resource Protection Areas (RPAs) and Sensitive Resource Areas (SRAs) including historic, natural and cultural landscapes, and open space landmarks as part of the City’s GIS database.

8-1-I-2 Develop resource-sensitive standards for new construction throughout the Urban Area Boundary:

- Engineering standards for riparian corridors and wildlife areas,
- Noise level abatement,
- Storm water runoff,
- Erosion control,
- Air quality control.

8-1-I-3 Prepare a comprehensive natural and environmental management plan with standards for the Kinnickinnic River and its watershed, Urban Area Boundary and the region.

8-1-I-4 Cooperate and ensure coordination with townships and counties on plans and regulations to preserve the natural environment:

- Bluffs and ridgetops,
- Riparian corridors and adjacent areas,
- Trees, shrubs and natural vegetation – current, new and replacements.

8-1-I-5 Consider establishment of an advisory body (a balance of concerned citizens, organizations and stakeholders) to the Plan Commission to serve as a resource on environmental issues and plans.

8-G-2 Minimize disturbance and strengthen the integrity of riparian, native grassland, soils, and forested zones as wildlife habitat corridors.

8-2-I-1 Assess the connections between corridors when managing activities in these areas so that activity in one section does not have a negative impact on other portions of the ecological network.

8-2-I-2 Develop regulations to protect and preserve native vegetation, trees, shrubs, and grass; visual open space; and minimize erosion to soils from ground disturbance, wind, and storm water.

8-G-3 Restrict and limit development in Resource Protection Areas.

8-3-I-1 Assess impacts to biological resources before allowing development activity to take place in Sensitive Resource Areas, requiring mitigation of adverse impacts where appropriate. Take into consideration slope, wildlife habitat, native plant communities, water quality, and soil conservation among the factors used to assess potential impacts to these resources.

8-G-4 Protect public health and welfare by reducing water, air, noise and light pollution.

8-4-I-1 Encourage transportation alternatives and work with the State and Counties to reduce noise and erosion on major arterials such as State Highways 35, 65, 29 and County Trunk Highways M, MM, FF.

8-4-I-2 Document noise levels in existing areas, prepare a noise contour map, and establish acceptable standards for existing and new development.

8-4-I-3 Maintain and improve the relatively pristine air quality in the UAB, ensure construction sites reduce dust during periods of high winds and consider emission controls for trucks and buses.

8-4-I-4 Update City regulations for smokestack emissions and industrial development.

CHAPTER NINE



Illustration of Proposed Improvement to Veterans' Park from the Downtown Design Plan.

COMMUNITY SERVICES

It is imperative that the themes, guiding policies, and implementing policies outlined in this document, nurture a vital community and reach out to all segments of the population. While community development is supported by policies throughout this document, its importance is attested to by providing a separate chapter focused on the needs for community services. This chapter establishes policies to provide for more affordable housing, enhance economic opportunities and human services, and provide adequate public services, such as libraries, schools, fire and police protection, parks, recreational centers, and open space for all residents of the City. The following themes relate to this chapter.

THEMES

- **Urban Form.** Promote a compact urban form that encourages sensitive/compatible infill development.

- **Mixed Use.** Provide a mix of land uses and housing densities and types in all areas of the City.
- **Community-Oriented Downtown.** Enhance and maintain community activities in the downtown area.
- **Transportation Alternatives.** Maintain and promote alternative modes of transportation.
- **Economic Diversity.** Develop and implement a comprehensive strategy to increase job opportunities, maintain a diverse economy, and promote arts and small businesses.
- **Housing.** Actively participate in the creation of affordable housing.
- **Quality of Life.** Enhance the quality of life of the community and ensure the availability of community services for residents.
- **Intergovernmental Cooperation.** Maintain a cooperative intergovernmental perspective with the towns, counties, and state, and work with private and governmental entities toward that goal.



Illustration of Mixed Housing Units.

9.1 HOUSING

River Falls has prospered as a family-oriented community with a small-town friendly atmosphere. The quality, variety and appearance of our housing stock provides a positive image that shows River Falls cares about its sense of place. The extent to which our residents are adequately housed and that housing choices are available to all levels of income is a crucial factor in the City's overall well being. The challenge is to provide a variety of housing options to meet diversified needs at costs within reach of citizens who work in River Falls.

Throughout the public hearing process, citizen concerns about the provision of reasonably priced housing have been consistent and citywide. It is recognized that the cost of housing exceeds the income of many of the residents. The location of the River Falls area adjacent to Minnesota and the cities of St. Paul and Minneapolis is a key factor in our escalating real estate prices. Increased building costs have priced some residents out of the home-buying market. Middle-income families find housing opportunities limited; as well as low-income families and the elderly. As land values have increased, the existing housing market costs also increased.

River Falls is committed to preserving the best elements of the past while striving to ensure the affordability of decent housing for all citizens.

Affordable Housing and Work Force Housing is defined as follows:

AFFORDABLE RENTAL HOUSING

The annual cost of a rental unit should not exceed 30% of a median household income within the City of River Falls. In 2004 the adjusted **median household income** was \$46,182.00. A rental unit at 30% would be \$13,530.00 per year or \$1,154.00 per month.

AFFORDABLE HOUSING

The cost to purchase a home should not exceed three times the median family income in the City of River Falls. In 2004 the adjusted **median family income** was \$67,563.00. A home at three times would be \$202,689.00.

WORK FORCE HOUSING

Workforce housing is defined as "housing available to and within financial reach of City of River Falls entry level and **moderate-income wage earners** ranging from blue-collar workers, skilled laborers and professionals such as teachers, police officers, and nurses."

Households that fall within this category earn at or below 80 percent of the median family income. In 2004, 80 percent of the median family income was \$54,050.00. Under this scenario the cost of Work Force Housing unit is approximately \$162,150.00

Housing Needs Assessment Report

The City Housing Needs Assessment addresses existing and proposed housing needs, the value, types, locations, and age. The Housing Needs Assessment also outlines the variety of programs to maintain and update existing housing. The U.S. Census also outlines the number, year, type, rooms, household, and structure of buildings for the City of River Falls. (See Appendix I)

9.1.1 Hard Costs of Building

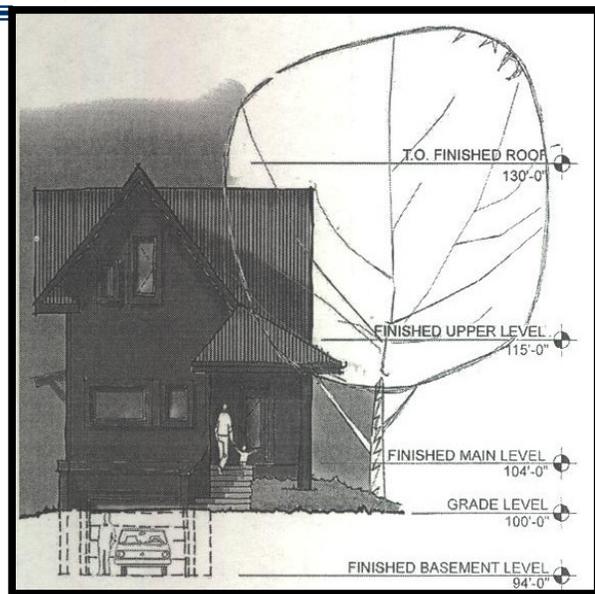
Hard costs include the labor and materials required for projects. There is a greater demand for higher end housing. The efforts of the community's building delivery system have been redirected towards meeting the needs of those who can most afford them, thereby leaving the needs for lower income households unmet.

9.1.2 Building Sites

There is a growing need for work force housing and building sites for the City of River Falls workforce. Raw land cost for suitable residential development is high. In 2004 developed lots were selling from \$45,000 to \$150,000. Current lot prices make it extremely difficult to develop housing for sale on the open market to meet the demand of this segment of our community. Currently in the City there is land zoned for approximately 2,300 housing units. The current market may not bear the land prices. Some of this land is presently being served by existing infrastructure while other areas have not yet developed the infrastructure to their sites.

The cost of "turning" (resale) the development and placing the infrastructure and its carrying cost contribute to the cost of the end product. The cost of living in River Falls is higher than the national average, as is the cost of housing. Some families are priced out of the home buying market. As a result, the ratio of homeowners to renters is less. Many residents pay 50% or more of their income for housing, thus reducing discretionary income.

There is an ongoing housing need for low and moderate (workforce) income residents, the elderly, single persons, and single-parent families. There is a growing gap between the number of housing units for all persons of low and moderate income and the supply availability. The cost, size, and type of housing units being built and expected to continue to be built may not meet the future workforce housing needs of the expanding population.



This "small lot" house design is for a 30 feet wide and 91 feet long lot without an alley.

There is no assured source of financial assistance to provide housing subsidies to workforce-income residents who may need them. Housing is a problem not only for River Falls' citizens, but also for River Falls businesses and the overall economy. High housing costs make it difficult for businesses to attract and keep employees. Companies are often discouraged from locating where their employees cannot find housing that is within their means; thus, the business and industrial community needs to join with the City to become an advocate for workforce housing.

9.1.3 Regulations

Comments received from the development community indicate that approximately 10–20% of the cost of new homes can be attributed to government regulations—some of it necessary and some of it outmoded due to older codes and process. For instance, the review process is often duplicated and lengthy so that the developer may be required to be reviewed by numerous committees or commissions before approval of their project meanwhile the developer pays the cost of waiting. A reduction in processing time can result in significant cost savings by reducing the carrying cost for the project and by limiting the inflationary spiral for labor and materials that occur during the process of development.

The review and approval process should be consistent, timely, accountable, and clear. The City's standards and policies should be applied in a manner that balances the needs of the community, the requirements of law, and the concerns of the development community. Regulations should be reviewed and amended, where applicable, to ensure consistency with this policy.

9.1.4 Financing

One of the primary strategies to promote housing is to make money available on reasonable terms to qualified people. There are several avenues that address this issue, including negotiation for more flexible terms with the lending institutions, City participation in the form of a bond issue, and private foundation funding. Other strategies that may be used to address the financial aspect of housing are a financial consultant program, use of Low Income Housing Tax Credits, and the possible use of Tax Increment Financing support for a down payment assistance program, and the use of sweat equity and owner built programs. Regulations and ordinances may need to be reviewed and amended to provide these types of assistance.

9.1.5 Land Use

The most important element of planning to reduce the cost of housing is higher density. Along with higher density is the need for design and development guidelines to help create and maintain a quality development. Issues regarding aesthetics, health and safety, and general livability are important regardless of the cost of housing.

A proactive role is needed to ensure that an adequate supply of land is available and that there are no artificial constraints on easily developable land. Overarching policy initiatives would include a policy that ensures a supply of developable land for all housing types. Incentives should be enacted to ensure that properties approved for development are in active use.

9.1.6 Administration and Management

Providing or preserving housing options for our current and future residents will be an on going issue. Public-private partnerships are a proven way to increasing efforts for housing.

Federal programs that support housing have been dramatically cut. Public-private partnerships will help fill the gap left by the loss of public funding by creating mechanisms to provide housing, including the actual development of units. Overhead costs for development could decrease through the solicitation of volunteer efforts, including professional assistance of engineers, architects, planners, contractors, and support services such as title insurance companies. Coordinated efforts with the Housing Authority and the City have provided affordable housing. Taking advantage of the most cost-efficient building techniques, materials, floor plan layouts, and management systems will help reduce costs. Cooperating agencies could provide services through a land trust, with the value of the service being exchanged for lease land. A large emphasis should be placed on home ownership, housing rehabilitation and rental rehabilitation programs.

9.1.7 Training, Marketing, and Communication

The housing issue is complex, and the efforts of many persons eventually result in providing housing for a household. Many view the process as cumbersome or inefficient and have sought methods to facilitate the process. The complexity of the housing issue requires the communication and cooperation of all participants in the production/provisions of housing. This is not always possible, as goals of one entity may be dramatically opposed to the goals of another. Coordinating the efforts of the community will minimize the impact on a particular group or individual.

9.2 ECONOMIC DEVELOPMENT

9.2.1 Existing Employment

The Wisconsin Department of Labor reports employment and job statistics for each county annually. These statistics include total employment as well as unemployment rates. The employment figures are grouped according to major sectors of the economy, which includes manufacturing, mining, agriculture, construction, transportation, public utilities, wholesale and retail trade, finance, insurance, real estate, services, government, and miscellaneous.

According to the Wisconsin Department of Labor, a typical St. Croix or Pierce County establishment employs eight persons, and over 60% of all businesses have fewer than five employees, not including self-employed individuals. The small business orientation of the local economy creates a need for small business assistance, and affordable sites and spaces. A mix of land uses that provides sites for business activities within, or in conjunction with, residential neighborhoods and that accommodates home occupations would be potential ways to encourage small businesses in the City.

Since 1995 approximately 5,048 jobs have been added to St. Croix and Pierce County, for a total of 53,678 in 2000. The service sector (medical, education, etc.) represents nearly 11,050 jobs (20.1% of all jobs). Government employment includes 7,008 (13.1% of all jobs), and retail and wholesale employment represent 9,043 jobs (16.8% of all jobs). It was estimated that in 2000 the City of River Falls contained 7,774 jobs. The high ratio of civilian labor force to wage and salary jobs shows that there are a large number of St. Croix and Pierce County (including residents from the City of River Falls) residents who work outside the City and County, or are self-employed. Data from the U.S. Bureau of Economic Analysis confirms this characteristic of the economy. Major single employers in the City of River Falls include the University of Wisconsin-River Falls, the River Falls School District,

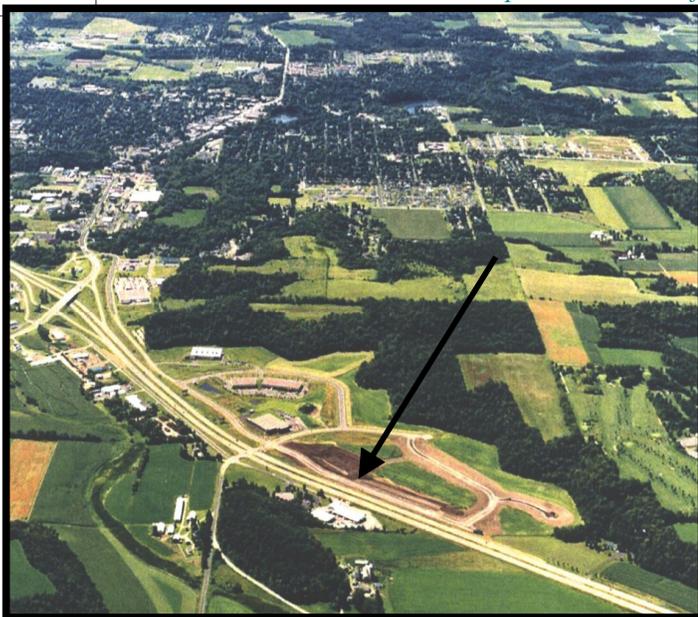
the River Falls Area Hospital, and the City of River Falls. However, retail and wholesale employment represents the second largest number of jobs, and the largest gain in employment over the last two decades generated below average earnings. The economic growth goals of the public as expressed through public meetings are to diversify the local economy by providing better paying jobs.



Bio Diagnostics and O'Keefe Company located at Whitetail Ridge Industrial Park.

9.2.2 Unemployment

One measure of economic health and vitality of a region is the unemployment rate—people actively searching for but unable to find a job. The unemployment rate for St. Croix and Pierce Counties in 2002 was 5.9%, which was near the national rate of 5.8% and Wisconsin's rate of 5.5%. The "labor force participation rate" is the percentage of the population 16 years of age or older who are either employed or unemployed but actively looking for a job. This percentage is often in the range of 50–55% of the total population. In River Falls the labor force participation rate was 78.2% during the 2000 Census. The unemployment rate is a percentage of those in the labor force who are looking but unable to find work. St. Croix and Pierce Counties contained approximately 105,124 residents in 2002, just over half were employed (58,567) and 3,608 (5.9%) people were unemployed and looking for work during any given month.



Whitetail Ridge Corporate Park.

9.2.3 Employment Perspectives

Jobs are a high priority for River Falls' residents. Residents are concerned that although the work force is highly educated and many workers could fill higher skilled positions, the jobs being created are in the low-paying service sector, such as those related to retail and visitor service and activities. Paralleling national trends, the majority of new job growth over the next 20 years is also likely to be in the service sector. While the River Falls' community and educated work force are assets, the high cost of land and housing deters many prospective employers.

9.2.4 Employment Growth

Employment growth for the Urban Area Boundary is estimated based on the population increase that would occur with residential development envisioned for the future. The distribution of jobs across the various sectors is expected to reflect growth projections and a balanced land use/housing program. Retail, services, education, medical, and government are likely to be the leading employing sectors.

9.2.5 Economic Development Strategy

An important economic development strategy is proactive; it anticipates and responds to future growth perspectives. Besides ensuring that adequate sites are available for future commercial and industrial development, the City needs to take a comprehensive look at all aspects of the local economy. The broader policy issue is: How involved should the City be in economic development; should this include planning and technical assistance, or direct financial assistance? The strategies outlined in this chapter include a number of specific programs as well as policies intended to improve the overall business climate and establish positive working relations with the private sector (see appendix J. for Economic Development Programs available to the city).

This strategy is intended to protect and enhance existing businesses and nurture new start-ups; work with businesses, education, and service providers to enhance the skills of the labor force; target the industries that will diversify River Falls' economy and provide good wages; and improve access to affordable housing and local-servicing retail. A Economic Development Plan is needed to address local and regional relationships in the context of River Falls' economy, to identify existing industries with potential for development, to develop goals and effective action to achieve these goals, and to create opportunities for economic development.

There are many "players" interested in River Falls' economic development, including the City, St. Croix and Pierce Counties, the adjacent towns, the State of Wisconsin, River Falls Economic Development Corporation, the River Falls Chamber of Commerce, numerous professional and business organizations, land-owners, lending institutions, Chippewa Valley Technical College, UWRF, the River Falls School District, and many others in addition to the general community. The policies outlined in this document respect the roles of these groups and seek to establish partnerships that leverage each group's knowledge and skills to make economic development efforts more successful.

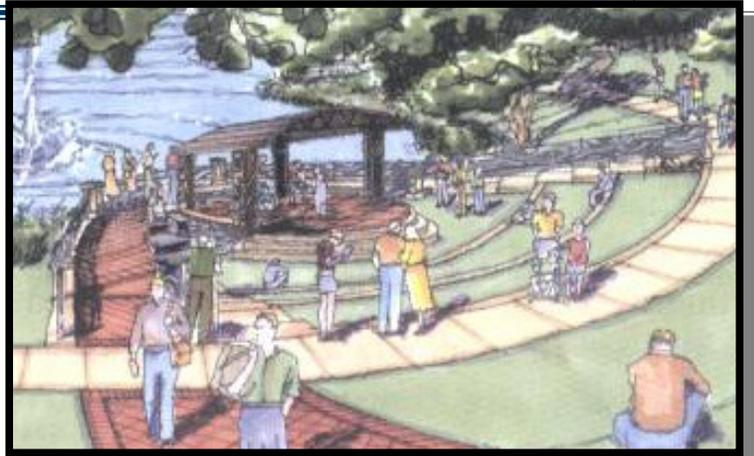
9.3 COMMUNITY SERVICES

Community services are a vital sector of the community. This service sector meets many of the needs of the community by providing human services, libraries, and other services to the arts community, children and youth, and seniors. This section focuses on services that have a physical planning dimension.

9.3.1 Arts

River Falls is fortunate to have a wide variety of professional and nonprofessional, for profit and nonprofit, art organizations, artists, and businesses offering a wide range of art forms. Artists and art organizations contribute significantly to the quality of our community's life; they are a resource that could not be replaced and provide the community with cultural opportunities. Art energizes and inspires to such a degree that many think the lifestyle and environment are art forms in themselves. In turn, excellence in artistic endeavor of all kinds is encouraged through the relationship of the community with its artists. The history, spirit, and character of the community are expressed through the applied and living arts. Artists contribute to the quality of our communities.

Recognizing the arts enhances the life of our City and the lives of our citizens in many ways. Policies need to be pursued that support the arts in a manner that citizens and visitors all benefit from their interaction with the arts. There is a need to take the initiative to encourage excellent standards of design and to bring artists and the wider community together. The community needs to strive to ensure that there is a positive stance towards the artist and artistic institutions. The support of the arts provides an economic multiplier that benefits the community as a whole. A long-range policy and action plan will assist in providing direction and support of the arts and cultural affairs.



Future Heritage Park Performance Space.

9.3.2 Children and Youth

River Falls takes pride in its strong sense of community by providing programs for children and youth. The City has taken several steps to assert its commitment to children and youth. These steps include the River Falls Youth Advisory Council.

A City Councilor, community leaders, and young people from throughout the community serve on this Council. They meet biweekly to discuss issues and concerns regarding the young people of the community and develop programs and projects. Some of the ongoing projects under discussion are a water park, skateboard park, battle of the bands, and other activities for young people and the community throughout the year.

- **Partnership.** A full partner in the education of its people, the City provides activities, programs, and services for young people through the Park and Recreation Department.
- **Apprenticeship On-the-Job Training.** To better prepare high school and college students for job opportunities after they graduate, the City provides an internship program.



A Conceptual Rendering of an Aquatic Park.

Future Facilities. Provisions for future facilities with space for childcare programs, health and mental health resources, recreational activity, and youth development programs should be considered when planning for land use. For example:

- Public schools and churches as community centers,
- Art centers for youth, including performance space and exhibition space,
- Space for programs throughout the City,
- Family resource centers in neighborhoods,
- Tutoring sites,
- Health clinics,
- A recreational center and meeting rooms,
- More pools,
- Parks in neighborhoods,
- Ecology programs/Wetlands and gardens in the City parks and public schools,
- Spaces that encourage the integration ages and disabilities,

Keep in mind the idea of designing for children, youth, and families when designing public spaces so that a more family and child friendly City will be created. Information from children, youth, and families should be solicited as new developments are planned.

9.3.3 Human Services

There will be an ever-increasing demand for human services over the next 25 years. Fewer public funding resources and increased competition for the remaining dollars will result in dramatic change in the human services landscape. Major changes in the local health care system, such as managed care and health maintenance organizations, will alter the affordability, accessibility, and availability of health services for citizens of the entire community. There will be a greater emphasis on developing networks of comprehensive health and human services for adults and young people to ensure continuity in prevention, treatment, and crisis services.

Health care and childcare facilities such as River Falls Area Hospital and daycare centers are provided by the private sector. Pierce and St Croix Counties provide public health and childcare assistance.

River Falls Area Hospital, Medical Clinic and Kinnic Long Term Care was built (112,421 sq. ft. total) in 1991 on approximately 23 acres site and has 25 beds, 210 employees and 90 physicians on staff. This site will allow for expansion of the building to accommodate growth.



River Falls Public Library.

9.3.4 Public Library

Library service has existed in River Falls since 1906, when the Tuesday Club set up a couple of shelves of books in City Hall. The Library later moved to a house in the area where City offices now stand, and again in 1958, to a portion of the City Hall building at 115 East Elm Street. Finally, in 1997 it moved into the current 26,000 sq. ft. building at the corner of Union and Main. The new building was partially funded with private donations totaling \$1.7 million.

In 2000, the River Falls Public Library joined the MORE library consortium, which spans eight counties and provides a shared library catalog of each library's holdings, allowing cardholders to use the same library card at any member library. This web-based system allows patrons to view the catalog, check their records, and reserve or renew materials from any computer with an Internet connection.

Resources

The Library maintains 19 public access computers with high-speed Internet connections, as well as six dedicated library catalog stations, and five stations with educational games for children.

The library's collection contains nearly 70,000 books and 210 periodical subscriptions. Other collections include:

- Audio books on cassettes 2,500
- Audio books on CDs 210
- Videocassettes 3,500
- DVDs 500
- Music CDs 1,200
- Software on CD-ROMs 165

The Library also loans audio-visual equipment including video projectors and digital cameras.

Circulation of Materials

Year	Circulation
2000	202,913
2001	213,240
2002	231,413
2003	265,760

Note: These figures represent a 9% increase in circulation each year.

Meeting Rooms and Community Space

Construction of the library’s lower level was completed in September 2003. The lower level has two large rooms that can be used for a variety of purposes, including large meetings, art or historic displays, speakers, seminars, library programs, and musical performances. The main level meeting room off the library lobby was used an average of 50 times each month in 2003. In 2003, there were 164 programs, including story time for preschoolers and toddlers, computer classes, a summer reading program, and author visits. The library also sponsored a communitywide book discussion and 13 art, history, and community displays in the library and lower level gallery.

Future Library Needs

While the facility does meet current standards and provides excellent service, it is near capacity in a number of ways. Areas of greatest need for expansion include:

- **Children’s Room**
 - Increase in programming space (currently there is one 10-x-30 foot room that includes counter and closet). The meeting room is so busy that there is difficulty in finding open dates for larger programs.
 - Shelving area needs to be increased for nonfiction, juvenile chapter book collections, and audio-visual reference. All are currently at capacity. Any addition of shelving will reduce seating and circulation space.

- The children’s library houses several special collections (themed unit kits for preschools, daycares, etc.; book and puppet sets), which are not being added to because there is not enough storage space for them.
- **Staff Work Space**
 - Increased staff size
 - Resource sharing among libraries has increased the interlibrary loan load. Additional space is needed for sorting and processing materials sent to and received from other libraries. Last year, the library sent out and received 63,000 items.
- **Meeting Rooms**
 - The current meeting room is used an average of 50 times per month. Groups have to be turned away. Research shows that there is a lack of other meeting spaces in the community. Increased population will increase the number of groups/people interested in using the room. The library board meeting room is being scheduled as a secondary space for small group meetings. The periodical area and the children’s program room have been used for meetings when the meeting room is occupied.
- **Space for Audio-Visual Items**
 - This includes videos, DVDs, music CDs, software, audiocassettes, and whatever the next innovation might be. These collections are getting increasingly heavy use; traffic in the audio-visual area is awkward because of lack of shelving space.
 - This area is past capacity. Staff had to make do by adding shelving, placing travel videos and nonfiction audiocassettes in nonfiction book shelves, moving children’s and young adult audiocassettes to the children’s library shelving and young adult area, and placing some media on book carts.



In 2001 a 270,000 square foot River Falls High School was built to house 1,200 students.

Increased Space for Computers

- The computer room is at capacity. Public access Internet computers (17 total available) had 26,500 uses in 2003. This does not include two email stations, children’s game computers, or online catalogs (OPACs). Increased population will bring increased use. The library consortia are continuing to add electronic databases for public use on these terminals.

- **History Room**

- History room shelves are full.

Library staff is concerned about losing circulation/seating space in the main library. Even after weeding the collection, the library will be adding shelving to the ends of some of the rows this year, which will pull space out of circulation square footage and reduce seating. This could be problematic with projected increases in demand for titles and building use. All of these issues will increase in significance as the service area population grows.

In order to meet the informational and educational needs of the community and improve access to resources, the library will need to add or construct a new facility to meet the growing population and demand. No site has been selected, and funding is not currently available. Future library book drop-off locations would assist and should be considered in newer developments, along with possible new locations for a future library or an addition to the existing library.

9.4 SCHOOLS

Maintaining the high quality of schools and increasing the opportunities for youth are high priorities for community residents. The provision of schools is under the purview of the River Falls School District, this Plan sites schools and other educational facilities to foster close relationships between the residents, transit, and bicycle and pedestrian trails.



River Falls High School logo.

9.4.1 Current Facilities

The River Falls area is served by the River Falls School District, which currently operates three elementary schools (grades K-5), one Montessori Charter Academy (grades K-4), one middle school (grades 6-8), one high school (grades 9-12), and one Renaissance Alternative Charter Academy (grades 9-12). The River Falls High School opened in 2002 and the Meyer Middle School moved to the former high school on Ninth Street. The River Falls Academy is now located in the former middle school building, the site of the original River Falls Academy in 1856. The Renaissance Charter Alternative Academy and the Montessori Charter Academy are located in the River Falls Academy building along with studios for various area artists. Overall, the district student population has increased by approximately 120 students (based on the Friday September count) from the 1995–1996 school year to the 2003–2004 school year. Based on the 2003–2004 enrollment report (September 2003) and increasing the enrollment total by 2% per year, the district has adequate space through 2015–2016. The District Administration Building and all schools are located within the City, while the School District encompasses four surrounding Towns.

9.4.2 Enrollment

The September 2003–2004 enrollment was 2,992. Of these, 984 were enrolled in the high school (9-12) that was built for approximately 1,200 students. The middle school (6-8) that has a capacity of 1,000 had an enrollment of 609. The elementary students (K-5) had an enrollment of 1,184, located in three buildings with a total capacity of 1,349. The 2003–2004 Renaissance Charter Alternative Academy (9-12) enrollment was 76 and the Montessori Charter Academy (K-3) was 46. These two schools are located in the River Falls Academy Building, which provides room for future growth.

9.4.3 Capacities

Enrollment projections, along with projections for future growth, are established for all new school construction. As noted above, the new high school was built with the capacity for 1,200 students with room to house an additional 216 students. The middle school can house 1,000 students, thus it could handle another 391 students. The capacities of each of the elementary buildings are as follows: Greenwood - 405, Rocky Branch - 472, and Westside - 472. Based on 2003–2004 enrollments, the three elementary schools combined could house an additional 165 students. The district chose to retain the former middle school building (River Falls Academy Building) when the new high school was built. This facility provides sufficient space to house not only the current Renaissance Charter Alternative Academy and the Montessori Charter Academy, but also an entire elementary school of 450 students when the need arises. With the recent annexations of Sterling Ponds, Boulder Ridge, and High View Meadows developments, there is a need to begin planning for the future by purchasing land for anticipated schools.

9.4.4 Future School Needs

With a 2.5% growth rate for a 20-year buildout, the School District could serve an area that may increase by approximately 8,000 residents, for a total population of approximately 21,000. Although this buildout is for 20 years, planning for future locations is important at this time. Based on 2003–2004 enrollment ratios, this will result in the increase of 1,832 students in the School District of River Falls in 20 years. This includes 752 elementary students, 424 middle school students, and 656 high school students. The district would likely be able to house this increase without additional buildings if the remaining 22 rooms at the River Falls Academy Building (not including Montessori or Renaissance) would be converted to a fourth elementary school. A few additional rooms would be necessary at both the middle school and high school in order to house the increased students for these two levels.

New elementary students	752
2004	$1230 \div 13,000 = .094\%$
Future	$8,000 \times .094\% = 752$
New middle school students	424
2004	$690 \div 13,000 = .053\%$
Future	$8,000 \times .053\% = 424$
New high school students	656
2004	$1060 \div 13,000 = .082\%$
Future	$8,000 \times .082\% = 656$

NOTE: These projections are for a 2.5% growth for 20-years.

With total buildout within the future growth area, infill and approved development as of 2001 the School District could serve an area that may increase by 33,477 new residents, for a total population of approximately 47,776 at total buildout. Although this may not occur for a long period of time, planning for future locations is important at this time. Based on current enrollment ratios, this will result in an increase in enrollment in the River Falls School District by 7,666 students in total buildout and 1,832 students within 20 years.

For a total buildout this would include 3,147 elementary students, 1,774 middle school students, and 2,745 high school students. This translates into a need for approximately eight new elementary schools, two new or one new and one expanded middle school, and two new or one new and one expanded high school. Site locations for new elementary schools, new or redeveloped middle schools, and new or redeveloped high schools need to be identified in consultations with the School District. Sites and distribution will need to be considered upon availability of vacant land and the location of existing schools. As of 2003, the area serviced by the School District of River Falls (within the City limits) had an approximate population of 13,000. School district enrollment figures for 2003–2004 were 2,992 K-12 students.

New elementary students	3,147
2004	$1230 \div 13,000 = .094\%$
Future	$33,477 \times .094\% = 3,147$
New middle school students	1,774
2004	$690 \div 13,000 = .053\%$
Future	$33,477 \times .053\% = 1,774$
New high school students	2,745
2004	$1060 \div 13,000 = .082\%$
Future	$33,477 \times .082\% = 2,745$

NOTE: These projections are for the Urban Area Boundary only.

9.4.5 Ancillary and Service Program Space Needs

Enrollment projections provide only a partial picture of future space needs. In the last several years, the district has experienced demand on existing school facilities from ancillary and service program needs. These programs have supplanted regular classroom use, thus decreasing the number of classrooms available for regular use. Thus, while enrollment numbers have not increased dramatically, the number of available classrooms has decreased.



9.5 PARKS, RECREATION, AND CONSERVANCY

Parks and recreation facilities serve an important role in maintaining quality of life. Some parks provide opportunities for a broad range of activities, such as hiking, mountain biking, and nature study, while others are gathering places where neighborhood residents can relax, contemplate, and take in the beautiful views. Recreation facilities can range from athletic fields for soccer and baseball, tennis courts, and golf courses to tot-lots.

Whatever the level of service, facilities need to be accessible. In addition to the City facilities, residents have access to county, state, federal, and town parks and trails, which provide plentiful opportunities for active recreation. Many traditional trails are being lost due to the lack of planning and development.

There are a limited number of trails and developed parks. As a result, residents are forced to rely on the City's already limited park resources. At community meetings, residents frequently commented on the need for more neighborhood parks as well as more recreational facilities, such as ice skating rinks, bicycle and pedestrian paths, swimming pools, soccer fields, and skateboard ramps.

The existing county plans outline county, state, and federal parks within the adjacent St. Croix and Pierce Counties. The existing Town of Troy Growth Management Plan also outlines the need for neighborhood parks and playgrounds. The Pierce County Land Management Plan states that pressure is being placed on towns and/or the county to build their own athletic fields, hockey rinks, etc. rather than relying on the City's. The towns and cities, especially River Falls and Prescott, operate a variety of public athletic fields, trails, campgrounds, and small natural areas for the benefit of their residents.

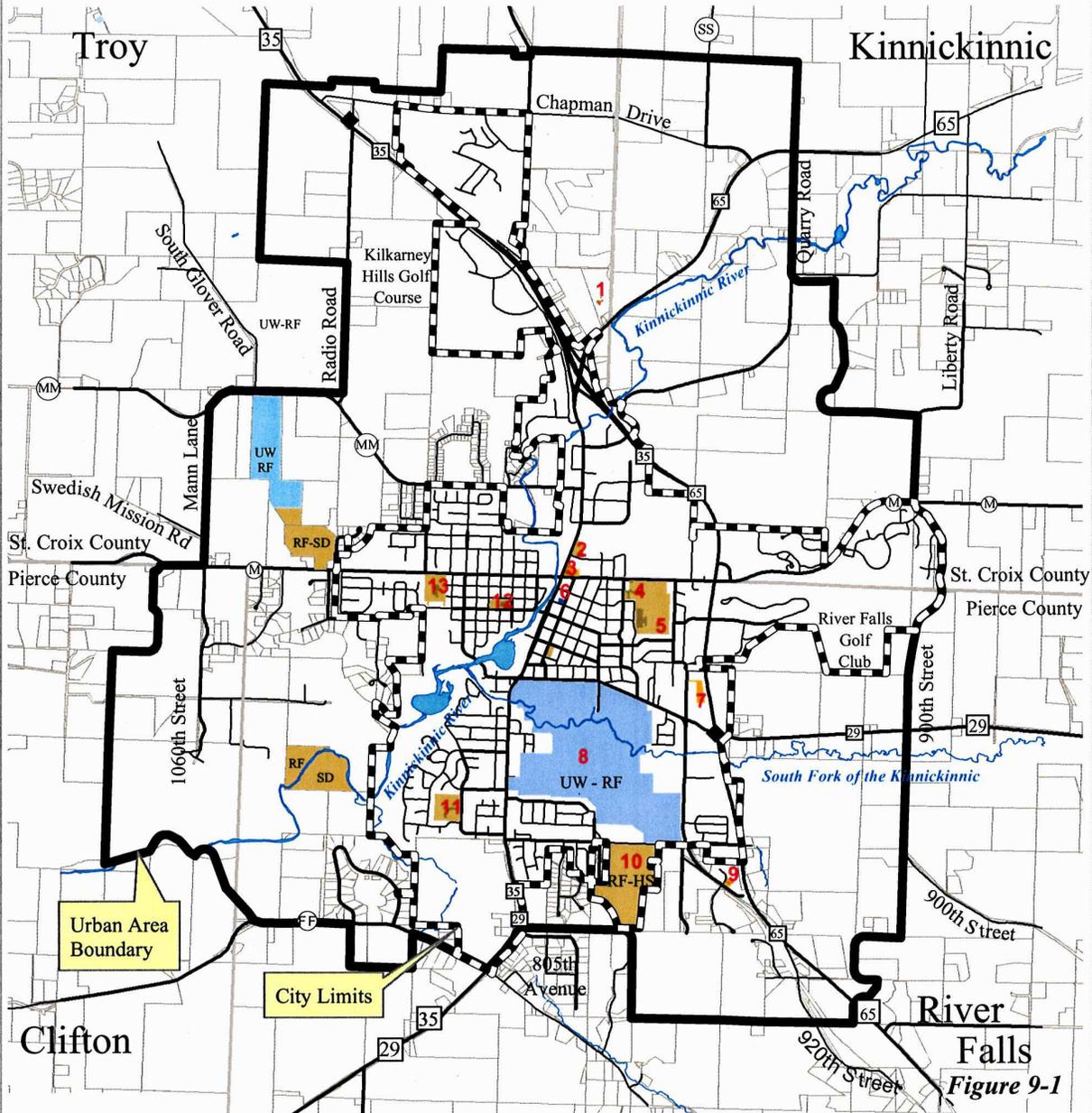
9.5.1 Park Classifications

Regional Parks generally range from 50 to 100 or more acres in size. They serve the entire region and can support natural outdoor recreation, large-scale sports activities, golf courses, and any of the amenities otherwise found in smaller parks.



Over 5.1 Miles of Pedestrian/Bike Trails in the City.

SCHOOL SITES AND PROPERTY



Public and Private Schools

- | | | |
|------------------------------------|--|--------------------------------|
| 1. Good Shepherd Christian Academy | 5. Meyer Middle School | 9. Heartland Montessori School |
| 2. Kids Care Preschool | 6. Jacobs Ladder Preschool | 10. River Falls High School |
| 3. St. Bridget's Elementary | 7. Chippewa Valley Technical College | 11. Rocky Branch Elementary |
| 4. Greenwood Elementary | 8. University of Wisconsin-River Falls | 12. River Falls Academy |
| | | 13. Westside Elementary |

0 0.25 0.5 1 Miles



PARK AND CONSERVANCY LAND

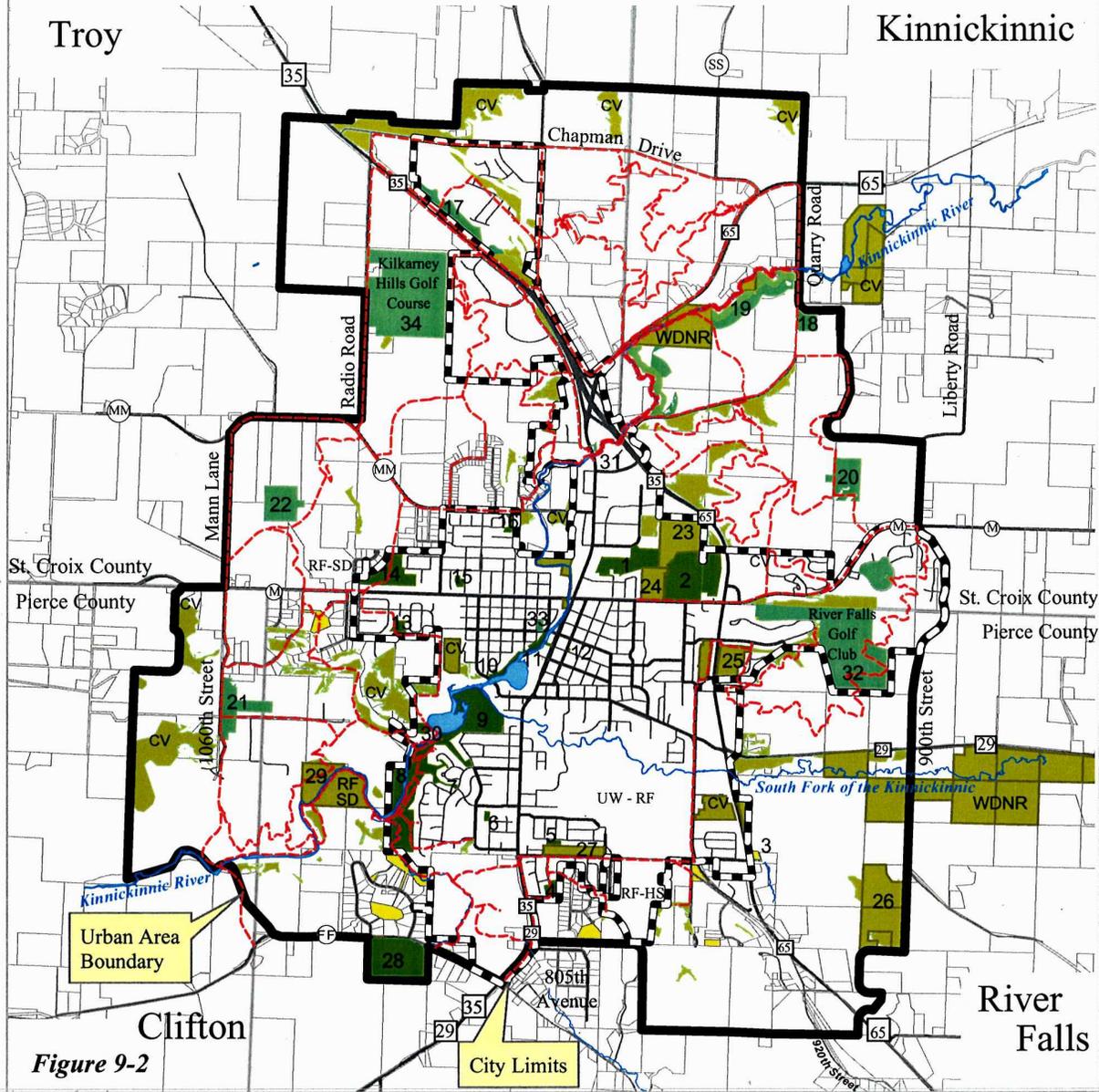


Figure 9-2

Active Parks

- 1. Mound
- 2. Hoffman
- 3. Halverson
- 4. Larson
- 5. Wells
- 6. Hamilton
- 7. Brandon
- 8. River Hills
- 9. Glen
- 10. Heritage
- 11. Veteran's
- 12. Ostness
- 13. Rolling Hills
- 14. Ryan Desanctis
- 15. Westdale
- 16. Collins

Future Parks

- 17. Sterling Ponds
- 18. Quarry
- 19. Kinn Parkway
- 20. East
- 21. South West
- 22. Mann

Conservancy

- 23. Boy Scout's Conservancy Area
- 24. Greenwood Cemetery
- 25. Cernohous Detention Basin
- 26. Morrow Pit
- 27. St. Bridget's Cemetery
- 28. Regional/Closed Landfill
- 29. RF School District Forest Lands
- 30. Foster Cemetery

Recreation

- 31. Kinnickinnic River Access (WDNR)
- 32. River Falls Golf Club
- 33. Ingram Center
- 34. Kilkamey Hills Golf Course

- Future Trail Network
- Township Parks

Conservancy (CV)



Community Parks are oriented toward active recreational activities. They are typically 20 to 50 acres in size and support amenities such as swimming pools, tennis courts, organized adult and youth sports, gymnasiums or recreation centers, and other elements typically found in smaller parks. Their service area is about a 1.5-mile radius.

Pocket Parks/Conservancy Open Space Pockets are primarily for passive use, serving limited populations. They are typically less than an acre in size. Pocket parks may contain amenities such as mini-playgrounds, picnic tables, benches, sculptural elements, fountains, and landscaping. Open space pockets provide small infill open space in developed areas and are used for informal recreation.

Special Use Parks are historic parks, interpretive or educational parks or trails, Veteran's Park or walkways serving the entire City.

Open Space Parks, serving the entire City, are primarily used for informal recreation, viewing, or contemplation. Open space parks may be minimally developed to allow for hiking, bicycling, interpretive or educational trails, or specialized outdoor sports. They also feature wildlife habitat.

Linear Parks (Parkways) are typically located along rivers and riparian corridors and connect to other parks. They include open space and paths or trails for multiple uses.

Trails are for hiking, walking, bicycling, jogging, or horseback riding. They vary in size and some serve single neighborhoods while others serve the entire City.

Recreational Facilities support parks and recreational programs as well as provide for other City services. Recreational facilities consist of community recreation centers, swimming pools, and sports complexes. Facilities for recreational purposes serve residents within a 1.5-mile radius.

Conservancy The conservancy designation includes natural RPAs, such as bluffs and steep slopes (20% or greater) and areas within 100-year flood zones or areas recognized for their importance.

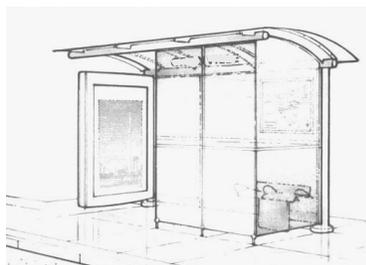
9.5.2 Park Inventory

See Appendix D for an inventory of existing facilities and parks, park names, and amenities and deficiencies; see Figure 9-2 for locations.

9.5.3 Current Plans

The City of River Falls has drafted numerous plans regarding parks and recreation, such as the Outdoor Recreation Plan of 1971, the Comprehensive Parks and Recreation Plan of 1989, and the most recent Comprehensive Parks and Recreation Plan of 1995, which seeks to identify the needs of the present community but also seeks to estimate the needs of the community for the next five years. These documents assist in applying for federal and state funding and as a basis for local capital improvement budgeting.

The Comprehensive Parks and Recreation Plan of 1995 suggests and promotes ways and means to provide recreation for all the citizen groups. It states, "Our public lands express loudly and clearly the community goals and values." The City Code requires parkland dedication fees or parcels of land equal to 10% of the gross area for annexation, subdivision, and development of land. The City categorizes its existing parks and recreational spaces as community parks, linear parks that are trail systems, neighborhood parks, special use parks such as Veteran's Park, and quasi-public parks that are school and university parks or recreational facilities. Figure 9-2 shows the existing park, recreation, and conservancy lands within the Urban Area Boundary.



A freestanding public transit shelter located at public parks conveys the attitude that transit is a high public good.

9.5.4 Standards

The City’s standards for community and neighborhood parks at ten acres per 1,000 residents. Standards for park size and service radii are outlined in Table 9.1.

9.5.5 Future Needs and Parkland Provision

During the comprehensive planning process and public meetings, input for the parks, recreation, and conservancy section of the Plan, residents expressed many of the same priorities for providing adequate facilities for the community. Residents encouraged the City to provide easily accessible parks, particularly in future growth areas with trails leading to the trails along the river and a regional park for the community. Residents also wanted more recreation

facilities, such as ice-skating rinks, an Olympic size swimming pool, soccer fields, and bike paths and trails. The need for future parks within the future growth area of the Urban Area Boundary is determined by applying distribution standards to the expected population increase at build out of the Comprehensive Plan. Table 9.2 summarizes the demand for additional parkland that would result.

Cemeteries: There are presently two cemeteries in the City, Greenwood and St. Bridget’s. Greenwood is approximately 16 acres and is 85 percent full. St. Bridget’s is approximately 12 acres and is 30 percent full. The City is in the process of locating additional land within the future growth area for a cemetery.

Table 9.1 City of River Falls Park Standards.

Facility	Standard (Per 1,000 Residents)	Typical Size	Service Area
Regional Parks	–	50–100+ acres	City
Community Parks	10 acres (Neighborhood and Community Parks)	20-50 acres	1.5-mile radius
Neighborhood Parks	(see Community Parks)	2–19 acres	.5-mile radius
Pocket Parks/ Open Space Pockets	–	Less than 2 acres	–
Open Space Parks	–	Varies	City
Trails and Linear Parks (pedestrian and bicycle)	–	Varies	Neighborhood and City

NOTE: Standards are for net usable recreation area (that is, exclusive of flood plains, and other ROW).

Table 9.2 Community and Neighborhood Park Needs.

Facility	Acres Needed at Buildout	Existing Acreage	Additional Acreage Needed	No. of Parks Needed
Community Parks	250	132.30	117.70	3–4
Neighborhood Parks	250	110.25	139.75	13

Note: Based on a buildout study area population of up to 50,000.

Regional Parks. No specific standards for per capita needs are established in the Comprehensive Plan. The Park and Recreation Board has been discussing the need for a regional park to be planned and constructed in the future. The park would contain softball, soccer, baseball fields and other recreational facilities for the community, which would help relieve the overuse of the current recreational facilities. This document proposes the possibility of one or two regional parks within the urban area, to be located to the north and south of the existing City limits but within the future growth area of the Urban Area Boundary.

Community and Neighborhood Parks. Community parks with an average size of approximately 25 acres will be needed to serve future residents within the River Falls Urban Area Boundary. Some of these parks will be located within the TND Overlay Zone. Presently one community park will be located to the north and adjacent to Highway 35 within the Sterling Ponds development. These community and neighborhood parks are shown on Figure 9-2. They are located to maximize residents' accessibility to them.

Pocket Parks/Conservancy Open Space Pockets. With an average size of less than two acres, these parks are too small to be shown on the Future Land Use Map (Figure 3-6). They will be shown, however, in a Master Plan prepared for new neighborhoods in the City. Opportunities to provide neighborhood parks in many existing neighborhoods are limited because they are built-out. Figure 9-2 depicts neighborhood parks in areas where sites are available.

Linear Parks/Trails. Linear parks and trails are being proposed along all major riparian corridors to form a necklace of conservancy space. Trails will be provided along some of the linear parks for activities such as hiking, walking, bicycling, jogging, and horseback riding. Detailed planning of linear parks and trails is to be done as part of the master planning process.

9.6 FIRE AND POLICE PROTECTION

9.6.1 Fire and Emergency Protection

The City began tracking response times to calls for fires and EMS during 2000 using a new computer-aided dispatch system. This system allows the City to analyze their responses to calls for help. Response time is a very useful indicator for fire/EMS departments nationwide (Figure 9-3). It is recommended that 85% of all calls for fire/EMS assistance be responded to within six minutes. In many cases, help during this first six to seven minutes is necessary to prevent the death of a critically ill or injured person and/or major property loss.

Table 9.3 Number of Fires Responded to from 1992–2002.

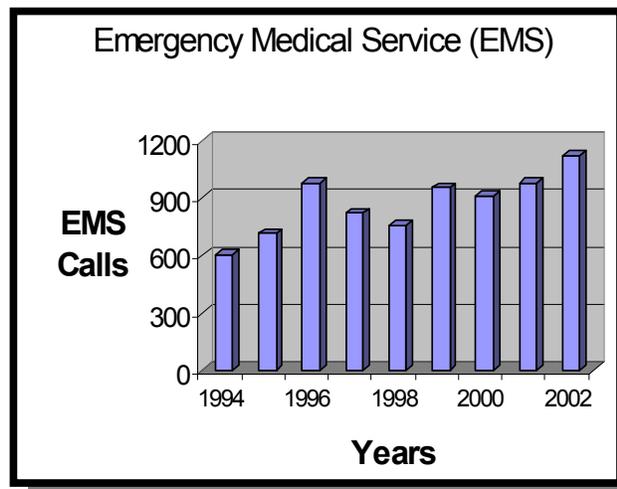
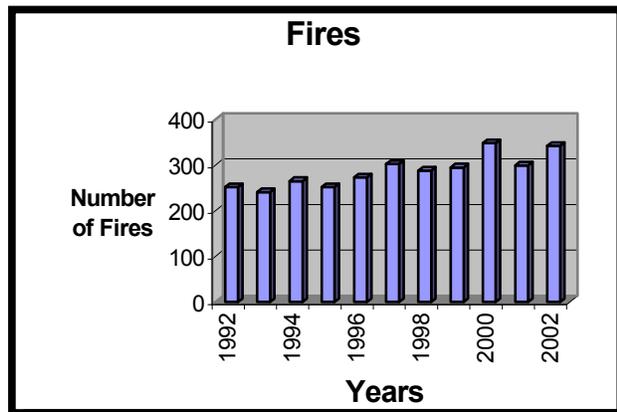


Table 9.4 Emergency Medical Response.

The City intends to report on annual response time statistics. Tracking these figures and comparing them against an “85% in six minutes” goal will be a useful way to measure the City’s emergency response performance. During 2002, the volunteer fire department responded to 342 calls, and the City experienced 15 total structural fires.



City of River Falls EMS Station.

Emergency medical response comprises the vast majority of calls responded to by fire department emergency services. During the 1990s, there was an average of nearly 772 EMS calls per year within the River Falls region. This equals an average of 2.2 calls each day. During 2003, the EMS department responded to 994 calls (2.8 per day) for emergency medical assistance, of which 22% were traffic accidents requiring medical attention. The EMS and Volunteer Fire Department provides fire protection service for the City and areas within the adjacent four towns. The fire department operates four engines while the EMS operates three paramedic units. The EMS has an on-duty staff commander.

As the community grows more staff will be needed for EMS and fire protection. The fire department would like to achieve between 1.5 to 2.0 firefighters per 1,000 of population. A move from an all-volunteer fire department to one with limited supplemental staff may be needed for the future.

The existing facilities, staffing, and equipment are now only marginally adequate based on population served, travel distance, and call volume. Current plans call for construction of a second fire station to better service the community’s north side. There may be a need for an additional station in the west or the south; determination of the needs and locations of future stations will be based upon modeling to be performed by City staff.

9.6.2 Police Protection

The City’s changing demographics and the number of visitors pose significant challenges to policing. Recognizing the rapid changes occurring around us, it is incumbent upon the community to develop a police agency that has the flexibility and adaptability to respond when necessary and to anticipate, where possible, the needs of the community. This requires collaboration between the police, other City agencies, the school system, and the public. As part of the concept of traditional neighborhood community, the City may also take steps to establish neighborhood substations. In addition to the neighborhood substation, the City has established many other programs to strengthen policing and foster closer ties between law enforcement and the community. These include:



City of River Falls Police Patrol Car.

School Resource Officer Program. Helps address current concerns, including truancy and violence. An officer is assigned to the public school system with agreement and cooperation of the school.

Citizen Police Academy. Members of the community are taught methods for crime reduction by law enforcement officers; collaboration would occur to solve community problems.

There are 22 officers for the City. As the City grows there will be a need to add one officer for approximately 500 new residents. A space study is needed for the Police Department in the near future.

9.7 NEIGHBORHOOD AND COMMUNITY PLANNING

This document outlines the process for both community and neighborhood level planning. It proposes development of a program to allow a neighborhood plan within distinct neighborhood boundaries. The intent is to allow groups to be formed to discuss the common issues and ideas that concern people living alongside each other. These *neighborhood plans* allow for the development of plans that may provide specific design guidelines and standards for the conservation and enhancement of their neighborhoods. Also the development of a *community area plan* would provide greater planning detail for neighborhood needs, including land use, zoning, and infill development issues. *Neighborhood statements or improvement plans* may be completed for smaller neighborhood areas in order to address specific issues. All neighborhood and community plans shall have authority upon adoption by the City Council and shall be consistent with the Comprehensive Plan. These plans will call for enhanced citizen input and participation in the development review process, the review of the land use code, and the creation of informational materials explaining the overall process.

9.7.1 Neighborhood Plans

A neighborhood plan is an overlay zone that is developed through analysis of the issues in an area and recognition of the qualities that may need to be protected or enhanced through an overlay of regulatory restrictions or allowances. This kind of district would be effective for neighborhood groups that are concerned about changes in community character and the effect that infill and increased urban density may have on their neighborhood. These overlay districts may have regulatory power, but also require considerable community consensus and planning efforts to develop and implement.

The neighborhood plans do not change the underlying zoning; rather, they develop a set of regulations that overlie the base zoning and conform to the Comprehensive Plan. These regulations are developed to address the specific needs of the neighborhood and to govern such aspects as building height, bulk and massing, lot area requirements, and the uses of land that are compatible and consistent with the neighborhood character. The neighborhood plan regulations may supersede existing land use regulations and be either more or less restrictive. Figure 9-4 represents possible boundaries for future neighborhood associations. The names and boundaries represent existing subdivisions.

Community consensus is required for the initiation of a neighborhood plan. Property owners and residents would then work together to create the plan. Agreement of the majority of the property owners in the area and approval of the City Council are required for adoption of the plan. The districts would be highlighted on the zoning map and would refer the reader to the district document. The neighborhood plan document may contain the specific overlying regulations. It also acts as a reference document and a description of the neighborhood's future character for consideration when making decisions regarding the neighborhood.

9.7.2 Community Area Plans

This document calls for the development of a program for creating long-range detailed plans for community areas throughout the City. The preparation of these Community Area Plans will be an essential part of implementing the Comprehensive Plan (see Table 9.5). Community Area Plans provide more detailed land use information for specific areas of the City and serve as a framework for evaluating subdivisions, site plans, or current planning proposals.

In order to arrive at solutions to community problems, neighborhoods and City staff must work together to address issues at the community level. Community Area Plans will be based on the Comprehensive Plan and will be consistent with the Plan, providing greater detail and specific policies. Community Area Plans will be done for community planning areas, which may consist of a cluster of neighborhoods and adjacent areas not covered by neighborhood associations. The planning area will be defined through collaboration of citizens, City staff, and officials. The focus of the planning will be to arrive at workable solutions that reflect community needs. These plans will look at system issues—traffic congestion, community service provision, impacts of development, affordable housing—on a community and Citywide scale. Site-specific issues—local streetscapes, potential infill sites, parking problems, crime and safety issues, and pocket parks—will be addressed on a neighborhood scale. Existing neighborhood plans and other applicable policy and plan statements—such as open space, bike trail, urban design, and historic preservation plans—will be reviewed and ideas evaluated according to current concerns and the Comprehensive Plan.

Community area planning is a means to evaluate the advantages of infill and neighborhood development and redevelopment. Through this process,

neighborhoods and the City can work together to resolve issues. With education, evaluation, and discussion, neighbors may better understand the benefits to the neighborhoods and to the community at large. Implementing an infill policy within the Urban Area Boundary may be positive for River Falls when:

1. Infill effectively works as a tradeoff for growth outside the City;
2. Neighborhood and communitywide open space needs are addressed;
3. There is meaningful neighborhood participation; and
4. The resultant infill developments are site sensitive and respect the character of existing neighborhoods.

Along with identifying potential infill sites in existing neighborhoods, the City shall work with the community to determine overall needs in terms of open space and parks, infrastructure, traffic and circulation, schools, libraries, community, daycare and senior centers.

The community area planning process will be used to locate and design compatible infill in established neighborhoods. Working with neighborhoods to develop Community Area Plans, vacant parcels can be identified and evaluated for their appropriateness for infill development, open space, or other appropriate uses.

Prior to the development of a community area plan program, the City will develop a neighborhood association process. The process will encourage associations to consistently notify and involve a high percentage of the residents within their area to ensure that equitable representation is attained. All existing residential groups, however, whether formally recognized or not, will clearly be defined within each community planning area and will be included in the planning process.

9.7.3 Neighborhood Statements and Improvement Plans

Neighborhood associations will be encouraged to develop neighborhood statements and neighborhood improvement plans. Associations will be responsible for creating an organizing committee, setting tentative planning area boundaries, and preparing a work plan. The City will help provide technical support as needed. The City will develop an outreach program to assist neighborhoods in initiating neighborhood plans. The City will also encourage neighborhood groups to join together to create a limited number of planning bodies that are truly representative of their members and that can gain the support of local groups. The City will maintain effective communication with neighborhood associations so that the resulting plans are consistent with the Community Area Plans.

The Neighborhood Statement is intended to allow some neighborhood individuality within each Community Area Plan and to address topics that are of concern to the neighborhood. This could take the form of a brief one page statement, a map of the neighborhood, and neighborhood vision and issues, or it could be a more complex listing of the specific guiding and implementing policies of each neighborhood.

Neighborhood Improvement Plans outline the specific needs of the neighborhood for such things as infrastructure and services. They may propose actions to be undertaken by the City, by other community entities, and by neighborhood citizens and the neighborhood association itself to address specific neighborhood improvements.

9.7.4 Community Involvement in Development Review

This document supports the enhancement of the development review process to better facilitate community involvement and

encourage public input on development proposals. For example: The adoption of an **Early Neighborhood Notification Ordinance** as part of the City Code would help to improve the process for public notification, early involvement of the public with project applicants and staff and public input throughout the review process. The Comprehensive Plan also proposes development of a Public Participation Handbook that will explain the development review process and the stages and methods for public input.



Neighborhood Meeting on the Comprehensive Plan at the River Falls High School.

Early Neighborhood Notification (ENN)

The development of a early neighborhood notification process will provide for an exchange of information between the prospective applicant and the affected neighborhood(s), property owners, concerned citizens and organizations (registered with the city) before plans become too firm to respond meaningfully to community input and before changes in plans might require major financial losses by the applicant. **Appendix G** outlines an ENN process that will save time, money and protect natural resources for the city, applicant and general public.

Table 9.5 Neighborhood and Community Planning.

Type of Subarea Plan	Scale of Subarea Plan	Purpose of Subarea Planning	Involvement of Citizens in Subarea Planning
Neighborhood Plan	<p>Neighborhood District.</p> <p>A neighborhood, or a portion of a neighborhood, that wishes to conserve aspects of their common physical and/or social charter.</p>	<ol style="list-style-type: none"> 1) The Neighborhood Plan may become a zoning overlay district. 2) These districts do not change the underlying zoning. 3) These regulations may govern aspects such as building heights, the uses of land and structures, etc. They may supersede some land use regulations and may be either more or less restrictive. 	<ol style="list-style-type: none"> 1) Neighborhood Plans are initiated by citizens with approval of a majority of neighbors and the governing body. 2) Citizens may work with City staff to develop the Neighborhood Plan. 3) Requires strong commitment from the neighborhood. 4) The Neighborhood Plan must be approved by a majority of the residents/owners in the district and by the City Council.
Community Area Plan	<p>Community Planning Area</p> <p>Larger than a neighborhood, containing a few to several entire neighborhoods.</p>	<ol style="list-style-type: none"> 1) Details and guidelines for social, economic, and land use development in the community planning area. 2) The plan must include an implementation component. 3) The Community Area Plan must be consistent with the Comprehensive Plan. 4) The plan may suggest changes to City policy or ordinances. 5) The Community Area Plan must be adopted by the governing body. 	<ol style="list-style-type: none"> 1) Community planning areas are defined by the City with input from the public. 2) All citizens in an area are involved in initial idea development and later review of the Community Area Plan through public meetings and workshops. 3) A broad-based citizen team is closely involved with staff in developing the Community Area Plan, through research, writing, and review stages, and approval by the governing body.
Neighborhood Statements or Neighborhood Improvement Plans	<p>Neighborhood</p> <p>Area defined by boundaries of a Neighborhood or Association</p>	<ol style="list-style-type: none"> 1) The Neighborhood Statement expresses the concerns, interests, and proposed actions of a specific neighborhood. 2) The Improvement Plan will contain an assessment of the physical improvement needs of the neighborhood. 3) Both may be included as a component of the Community Area Plan and adopted by the City Council. 	<ol style="list-style-type: none"> 1) Neighborhoods are defined by neighborhood groups with approval of the City. 2) Neighborhood members create the Neighborhood Statement or Improvement Plan with help from City staff.

FIRE STATIONS & EMERGENCY RESPONSE AREAS

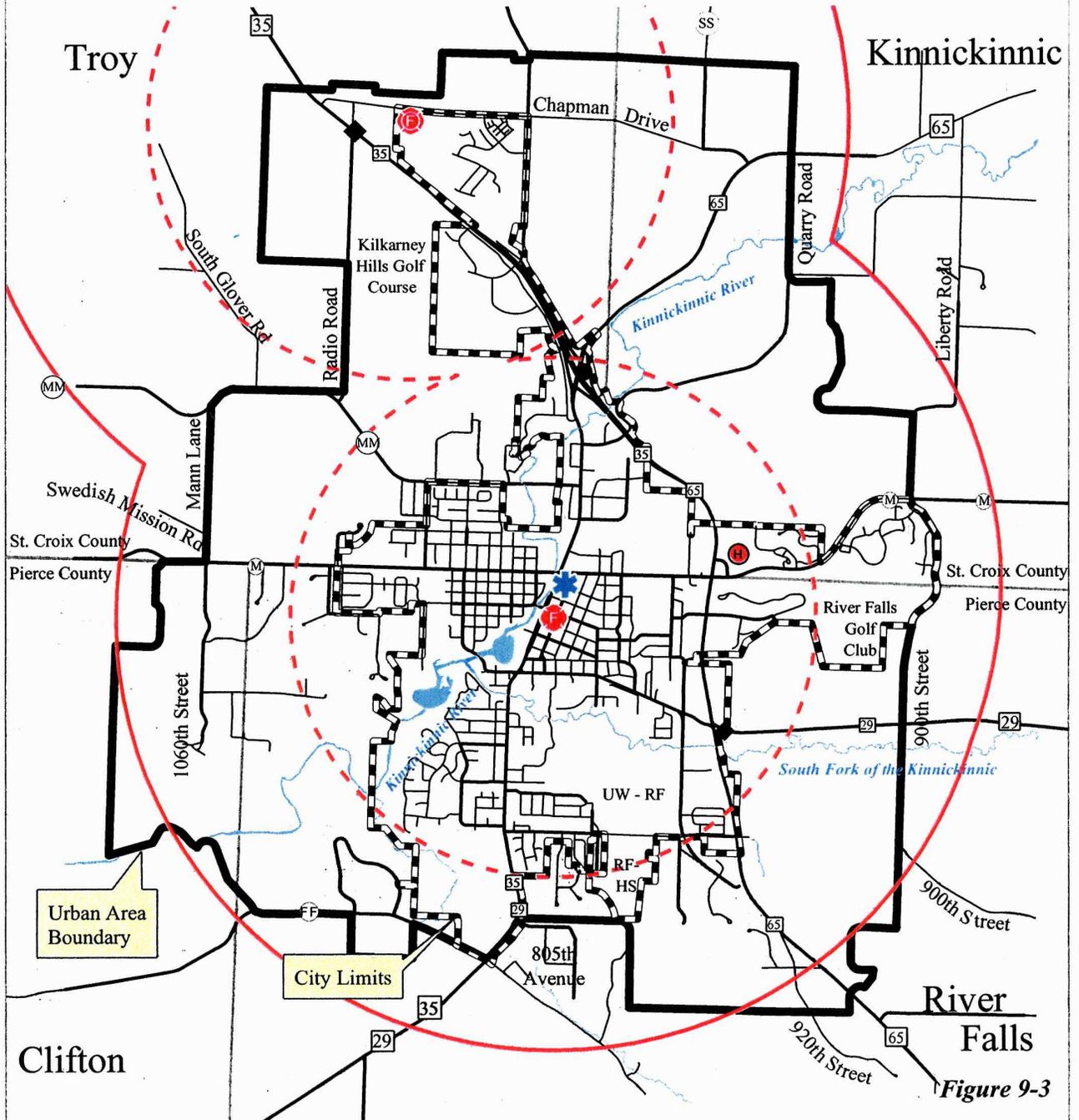
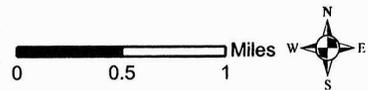


Figure 9-3

- Existing Fire and Police Station
- Proposed Fire Station and Police substation
- ★ Emergency Medical Service Station
- - - 1.5 Mile Response Region
- 2.5 Mile Response Region
- River Falls Area Hospital



NEIGHBORHOOD ASSOCIATION BOUNDARIES

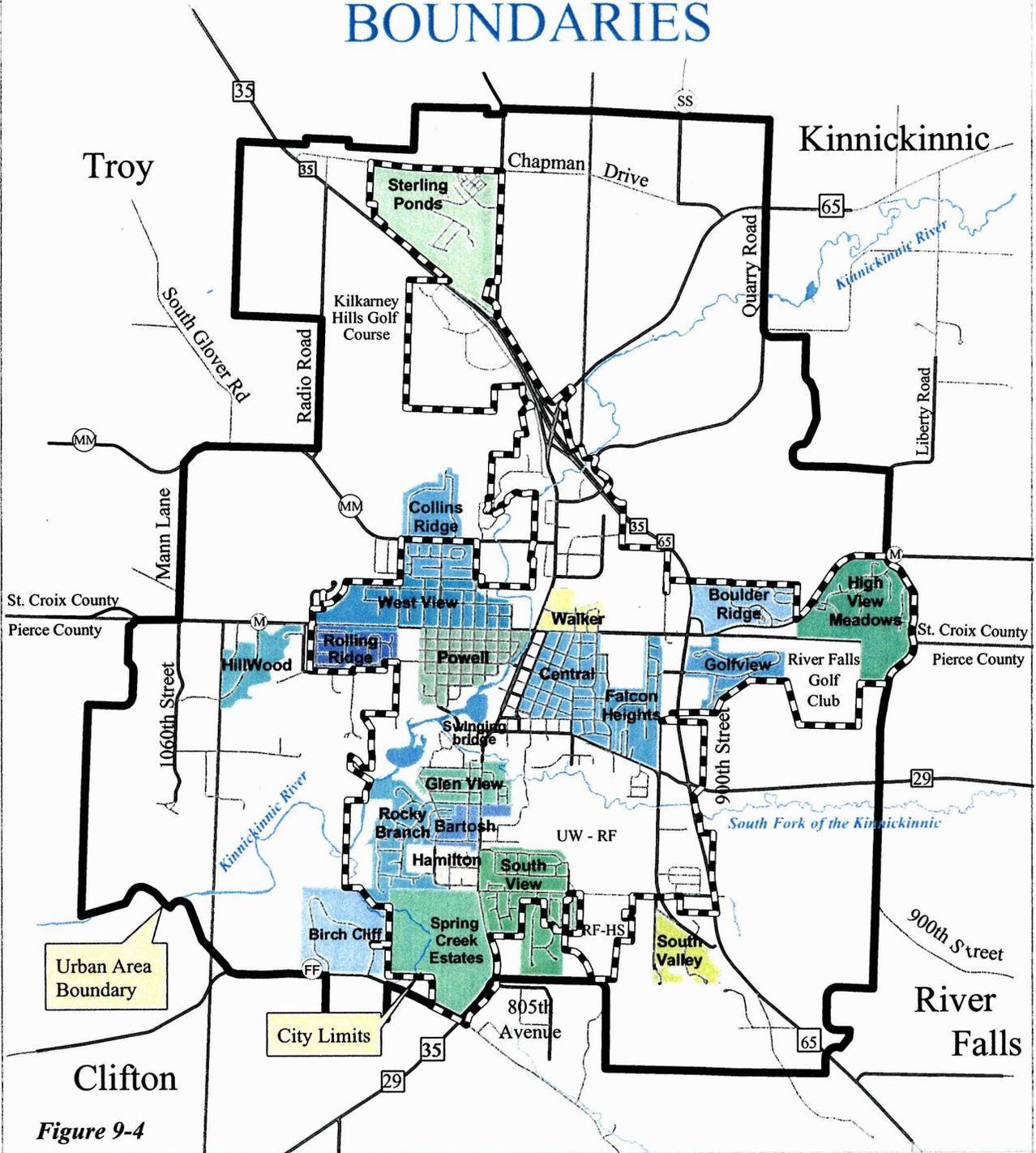
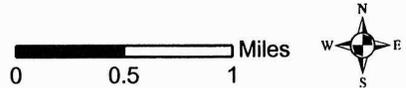


Figure 9-4

NOTE: The above represent possible boundaries for future planning areas for neighborhood associations. To be officially recognized, the City Council must approve the neighborhood association, boundary, and plan.



GUIDING POLICIES AND IMPLEMENTING POLICIES

9-G-1 Promote the affordability of residential owner occupied and rental housing within the Urban Area Boundary.

9-1-I-1 Provide leadership in public, private and cooperative efforts to maintain a balanced inventory of sites and houses for all income levels within the Urban Area Boundary.

9-1-I-2 Encourage redevelopment, infill development and new development at housing densities and in locations that increase affordability by making efficient use of both existing and future infrastructure and public improvements.

9-1-I-3 Provide leadership in public, private and cooperative efforts to maintain the quality of existing housing stock to achieve housing affordability.

9-1-I-4 Provide leadership in public, private and cooperative efforts to increase the affordability of new housing.

9-G-2 Promote the development of a strong, diverse economy that serves the needs of residents, businesses and their employees.

9-2-I-1 Support business development by providing assistance for startup or expansion of those businesses that furthers the City's goals, including:

- Those with high growth and/or export potential;
- Those that are technology or biotechnology based.
- Those that pay above-average wages;
- Those that add value to the region's agricultural products;
- Those that use River Falls' natural resources sparingly and responsibly; and
- Those that will support employee training and development.

9-2-I-2 Cooperate with industry and both public and higher education providers to promote worker/employee education and development.

9-2-I-3 Maintain a balanced inventory of sites within the Urban Area Boundary that meet the needs of a broad spectrum of commercial users including retail, wholesale, manufacturing, professional services and other businesses.

9-G-3 Cooperate with federal, state, county, and town government agencies and institutions in developing community-wide programs that meet the cultural, educational, and developmental needs of all segments of our population.

9-3-I-1 Cooperate with community groups in the planning and development of arts programming for the benefit of residents of the City and region.

9-3-I-2 Partner with public and private agencies, entities, and groups to provide high quality facilities and programming to meet the needs of the City's residents with a special focus on the needs of children, youth and senior citizens.

9-3-I-3 Engage in multiple partnerships with the county, state, and federal government, grant makers; schools; colleges, and private entities to improve the future needs and develop timelines for delivery of health and human services to future residents.

9-3-I-4 Cooperate with other agencies and groups to develop and support an accessible, citywide library based information system.

9-3-I-5 Collaborate with the educational institution in planning for future facilities and in making efficient use of existing joint-use facilities.

9-G-4 Ensure community and neighborhood involvement in the development of long term plans and the review of new and infill development.

9-4-I-1 Collaborate with residents, property owners and business owners in developing "neighborhood" plans that would guide capital improvements, changes to infrastructure, infill development and redevelopment in residential neighborhood and commercial areas.

9-4-I-2 Ensure that public input is obtained on capital improvements, infill development, redevelopment and new development in the City by a public process that includes early notification and participation by affected groups in all aspects of the design and review of such projects.

9-G-5 Cooperate with the counties and towns to develop and maintain an integrated park and trail system linked to the city and its downtown and residential neighborhoods that protects environmentally sensitive areas and meets recreational needs.

9-5-I-1 Develop and utilize a comprehensive park and trail system plan to guide parkland acquisition, development and usage.

9-5-I-2 Acquire and develop land for trails, neighborhood, regional and conservation parks via donations, the park land dedication requirement, cooperative agreements with townships, counties, state and direct purchase.

9-G-6 Cooperate with the counties and towns to minimize the loss of life and property resulting from the hazards of fire, medical and rescue emergencies, hazardous material incidents, and disaster response and recovery by providing quality, effective, and efficient safety services for City residents and back-up support for Pierce and St. Croix counties and local towns.

9-6-I-1 Cooperate with state, county and township governments and agencies in planning for training opportunities and programs.

9-6-I-2 Ensure that infrastructure, equipment, facilities and fees are in place to provide speedy and efficient safety services to residents of the area.

CHAPTER TEN



INSTITUTIONAL FRAMEWORK

The City of River Falls' current framework of planning regulations has evolved over a long period of time. A comprehensive review and update of the implementing regulations and administrative procedures will therefore require a major effort. However, the current codes that contain land development laws will need to be updated fairly quickly upon adoption of the Comprehensive Plan. The community will be faced with a dilemma of having to review projects based on two differing sets of regulations.

Specifically, the purpose of this chapter is to:

- Establish criteria and procedures to ensure consistency between this Plan and land development laws.
- Prescribe a clear project review and approval process that eliminates redundant overlapping procedures.
- Set resource-based standards and reduce the need for discretionary project review.
- Outline a procedure for infrastructure extension and hook-up review.
- Provide an orderly process for service amendments.

THEMES

- **Review Process.** Streamline the planning and review processes.
- **Implementation.** Ensure consistency between this Plan, implementing ordinances (including zoning and impact fees) and the Capital Improvement Program.

To help implement this Plan, detailed studies, plans, and ordinances will need to be prepared, reviewed, and approved. With this Plan, the community is committing itself to consistency between existing plans, implementation programs, and regulations, including zoning and subdivision regulations, and the Capital Improvement Program.

10.1 POLICIES AND REGULATIONS

The Comprehensive Plan lies at the apex of decision-making. It is a policy instrument, providing the basis for implementing land use regulations that are contained in the City Code. Unlike the Comprehensive Plan, regulations contained in the City Codes, such as zoning and subdivision regulations are not policy-making instruments but rather tools to implement policies established in the Comprehensive Plan and elsewhere.

10.1.1 State Regulations

State requirements call for area-wide smart growth plans (§66.1001 Wisconsin Statutes). Commonly recognized as Wisconsin's "Smart Growth" legislation, significant changes to planning-related statutes were approved through the 1999-2001 state biennial budget. A new grant program for comprehensive planning was also established.

What is Smart Growth?

There are various definitions for the term, however, for Wisconsin, the statutes focus on the development and implementation of local Comprehensive Plans as well as provide a grant program to assist local governments in the development of Comprehensive Plans.

Comprehensive Planning

- Requires that after January 1, 2010, all programs and actions of local governmental units that affect land use must be guided by and consistent with that governmental unit's adopted Comprehensive Plan;
- Defines a Comprehensive Plan as containing nine required elements:
 1. Issues and Opportunities;
 2. Housing;
 3. Transportation;
 4. Utilities and Community Facilities;
 5. Agricultural, Natural and Cultural Facilities;
 6. Economic Development;
 7. Intergovernmental Cooperation;
 8. Land Use; and
 9. Implementation;
- Requires public participation at every stage of the comprehensive planning process including adoption of written procedures, broad notice provisions, the opportunity to review and comment on draft Plans, and a required public hearing prior to Plan adoption;
- Standardizes the procedures for adopting a Comprehensive Plan including the Planning Commission's recommendation of the Plan to the governing body, the governing body's adoption and enactment of the Plan by ordinance, and the local government's filing of the ordinance; and
- Requires that copies of the draft and final Comprehensive Plans be sent to adjacent communities, the Wisconsin Land Council, the regional planning commissions, the public library serving the area, and all other area jurisdictions that are located entirely or partially within the boundaries of the community.

10.1.2 City and Extraterritorial Regulations

The extraterritorial and City codes that contain the land development laws will be a key tool in implementing the policies of this Plan. The codes have not been comprehensively updated and amendments have been made on a piecemeal basis. It is important to move forward in updating the codes to ensure consistency so that benefits may be derived from this Plan. Benefits such as: protection of our natural resources, cost-effective methods for providing infrastructure service, and reduction of urban sprawl through planned growth.

10.1.3 Consistency

The purpose of consistency is to ensure that this Plan's policies addressing topics such as infrastructure, land use, transportation, and resource conservation are implemented. For policies to be effective, they need to be translated into parcel-specific regulations in the land development laws and codes. Zoning is one of the most widely used land-use regulations and the best tool for implementing the map-related policies of the Plan.

The requirement of consistency needs to be explicitly established in both the Plan and the code. Only full consistency between the Plan and land development laws in the code can ensure realization of the community's vision for its future. The protection of neighborhoods and natural resources and the creation of new neighborhoods that build on the community's tradition are dependent on consistency between the Plan and the code.

Upon adoption of this Plan, the zoning and subdivision regulations in the code's land development laws should be revised to be consistent with the Plan. This will involve adding, removing, and/or modifying zoning districts and revising development standards and other regulations to implement the Plan policies. Specific development standards have been provided, where appropriate, throughout this Plan.

Support for Consistency. Plan and zoning consistency has been an issue for residents for a long time. At past meetings, concern has been expressed about the planning and code enforcement functions. It has been recognized that successful, long-range planning depends not only on the development of realistic, consistent, and achievable goals and policies, but also upon having ordinances implemented and enforced that are consistent with this Plan.

Many citizens are adamant that the Plan should be used, honored, and enforced and that it should include procedures for its amendment, review, and periodic update. Above all, regulations and ordinances should implement the Plan. In response to these concerns, one of the Plan's themes is to ensure consistency between the Plan's implementing ordinances and standards (including zoning and engineering standards) and programs (such as the Capital Improvement Program).

10.2 AMENDMENT PROCESS

10.2.1 Process

This Plan is intended to be a living Plan that reflects changing conditions and community needs. As such, the Plan will be subject to amendments over time. To maintain this Plan as current, policies that become obsolete or unrealistic due to changing conditions (such as the completion of a task or project, development of a site, or adoption of an ordinance or plan) should be eliminated or modified. The Plan amendment process is also the means through which the counties; towns; City, (including the Planning Commissions, Boards, and Council) private property owners, project proponents, community groups; neighborhood associations, and individual citizens can initiate changes to the Plan.

Application for Plan amendments initiated by the counties, towns, City, or general public will be submitted first to the City of River Falls' Planning Department for staff review. Applications will be accepted on an ongoing basis. Staff will prepare a summary report describing the requested changes and staff's recommendations, including any necessary

language and drawings, for review by the Planning Commission, Boards, and Council. The Plan should not be amended so expeditiously that it will not maintain continuity or lose focus on long-range planning issues. Amendments to this Plan take effect only upon adoption by the City Council.

10.2.2 Required Information

- Prior to proceeding with an amendment the following information is required:
 - Narrative description and reasons for the amendment request. If a change of wording is being proposed, the exact wording shall be provided as part of the description.
 - Legal description and exact acreage of land area(s) proposed to add and/or subtract from within the Urban Area Boundary, if applicable.
 - Description of the proposed land uses (i.e., residential, commercial, industrial, open space, parks) and public services (i.e., water, sewer, roads) to be provided to areas identified above.
 - A detailed map showing topography, buildings, and the proposed areas being added to and/or subtracted from within the Urban Area Boundary.
 - The net change in the amount of developable land in any area being proposed to add to and/or subtract from within the Urban Area Boundary and the net change in the development density (person per acre) of the area as a result of the proposed amendment.
 - To the extent possible, identify any impacts from the proposed amendment.
 - Verification that there is or will be infrastructure and service capacity to serve proposed new or redeveloping areas and their projected impacts.

10.2.3 Annual Report on Amendments

A summary of all amendments adopted during the preceding year shall be part of the annual Comprehensive Plan report, prepared to report on the progress made in implementing the Plan. This summary shall include the date of adoption, section to which the amendment applies, and a brief description of the change.

GUIDING AND IMPLEMENTING POLICIES

10-G-1 Ensure consistencies between the Comprehensive Plan and the Municipal Code and land development laws.

10-1-I-1 Utilizes the policies of the comprehensive plan to review, update and enact new regulations and ordinances.

10-1-I-2 Develop and maintain a process for amendments and updating the Comprehensive Plan and Municipal Code.

APPENDIXES

APPENDIX A

List of Acronyms

AHI	Architectural and Historic Inventory*
BOD	biochemical oxygen demand
CIP	Capital Improvement Program*
CLG	Certified Local Government
DAFT	dissolved air floatation thickener
EIFS	exterior insulating finish systems
ELF-EMF	electric and magnetic fields*
EMF-RAPID	Program Electric and Magnetic Field Research and Public Information Dissemination Program
ETZ	Extraterritorial Zone*
FTE	full time equivalent
GIS	Geographic Information System
gpd	gallons per day
gpm	gallons per minute
HPC	Historic Preservation Commission
kV	Kilovolt*
LOS	Level of Service*
mgd	million gallons per day

List of Acronyms (continued)

RPA Resource Protection Area*

SHPO State Historic Preservation Officer

SRA Sensitive Resource Area*

TDR transfer of development rights

TND traditional neighborhood development*

USGS U.S. Geological Survey

UWRF University of Wisconsin-River Falls
the University

V/C ratio volume-to-capacity ratio

WDNR Wisconsin Department of Natural Resources

WisDOT Wisconsin Department of Transportation

WPPI Wisconsin Public Power Incorporated

* Defined in glossary.

APPENDIX B

Plans, Reports, and Studies

The following plans, reports, and studies assisted in the drafting of the Comprehensive Plan for the City of River Falls.

2004	River Falls Municipal Utilities Impact Fee Guidebook
2003	City of River Falls Impact Fee Needs Assessment—Library System
2003	Municipal Utility Wastewater Treatment Facility Phase I Facility Plan
2003	Large Scale Retail Development Ordinance
2003	City of River Falls 2002 Trends Report
2003	Historic Preservation Plan—City of River Falls
2003	Comprehensive Plan Update—Public Outreach and Issues Identification
2003	Comprehensive Plan Update—Existing Conditions and Planning Issues
2003	Comprehensive Plan Sketch Plans
2003	Shoreland and Floodplain Ordinance
2002	Traditional Neighborhood Development Ordinance
2002	Municipal Utility Wastewater Treatment Facility Master Plan
2002	City of River Falls Park and Fire Impact Fee Documentation
2002	Downtown Design Plan
2000	City of River Falls Sewer Service Area Water Quality Management Plan
2000	St. Croix County Development Management Plan
2000	Town of River Falls Master Plan
1999	River Falls Municipal Utility Comprehensive Water Plan
1999	Town of Troy Subdivision Ordinance
1999	Kinnickinnic River Priority Watershed Project
1999	LaCrosse Sewer Service Area Water Quality Management Plan 1999-2000
1999	City of River Falls Housing Needs Assessment
1998	Town of River Falls Master Plan
1998	River Falls Comprehensive Sanitary Sewer Study
1998	River Falls Facility Plan for Permit Compliance
1996	Pierce County Land Management Plan
1996	St. Croix County Development Management Plan
1996	Labor Market Conditions in Pierce County
1995	City of River Falls Water Management Plan
1995	City of River Falls Bicycle and Pedestrian Plan
1995	River Falls Comprehensive Water Study Plan
1995	City of River Falls Master Plan Update
1995	City of River Falls Master Plan Data Summary
1995	City of River Falls Comprehensive Parks and Recreation Plan
1994	River Falls Facility Plan Amendment
1992	Town of Troy Growth Management Plan

Plans, Reports, and Studies (continued)

1991	River Falls Architectural and Historical Survey Report
1990	Generalized Water Table Evaluation Map of St. Croix County, Wisconsin
1989	City of River Falls Comprehensive Parks & Recreation Plan
1987	City of River Falls Master Plan Report
1982	FIRM Flood Insurance Rate Maps
1982	River Falls Township Land Use Plan
1976	Ground-Water Resource and Geology of St. Croix County, Wisconsin
1971	Outdoor Recreation Plan
1965	City of River Falls Comprehensive Plan
1930-2000	U.S. Census
	Municipal Code of River Falls, Wisconsin
	Wisconsin State Statutes
	U.S. Department of Agriculture; National Resource Conservation Service
	Wisconsin Department of Natural Resources variety of documents.

APPENDIX C

Wetlands within the Urban Area Boundary

A description of the wetlands by type follows.

- **Emergent:** These wetlands are also frequently called marshes. They are characterized by standing water and usually dominated by cattails, bulrushes, and sedges.
- **Forested:** These wooded wetlands are usually associated with bogs and floodplains and are dominated by silver maple, cottonwood, elm, green ash, and black spruce. If standing water is present, it is only several inches deep.
- **Scrub/Shrub: short trees and woody shrubs such as alder, willow, birch, and dogwood dominate Wetlands.** If standing water is present, it is only several inches deep.
- **Wet Meadow:** These wetlands have saturated soil rather than standing water and are dominated by sedges, reeds, grasses, marsh marigolds, and asters. The state threatened wood turtle (*Clemmys insculpta*) is found in wet meadows, as is the wild licorice plant (*Glycyrrhiza lepidota*).

A description of the wetlands by minor watershed (as shown in the Kinnickinnic River Water Management Plan (1995) follows.

- **Upper Kinnickinnic Minor Watershed:** The wetlands in this area are generally associated with the Upper Branch of the Kinnickinnic River; those located directly along the riverbanks are forested with cottonwood, silver maple, and willow. These forested wetlands

provide high quality resources for wildlife; wood ducks were observed in the field, and the shading provided by the overhanging trees helps to maintain the low temperatures that support the trout population. In wider areas of the river, there are islands vegetated with diverse wetland vegetation including reeds and marsh marigolds. There are also several wet meadow/emergent wetlands that are associated with prairie remnants in this watershed that provide additional wildlife resources. Protecting the wetlands in this area from development impacts is crucial to maintaining their value to wildlife and to preserving the quality of the river for trout habitat.

- **Upper Dam Minor Watershed:** The large wetland in this area is mostly forested with cottonwood, silver maple, ash, and box elder, with some interspersed open areas. This wetland likely serves as an important wildlife resource along the section of the Kinnickinnic River that runs through the City of River Falls, as it is one of the only areas that are not developed close to the riverbanks.
- **Lower Dam Minor Watershed:** The wetlands associated with Lake Louise are both forested and emergent. The trees are generally willow and cottonwood, while the emergent wetlands are cattails, willow shrubs, and reed canary grass. Lake Louise is the largest water body in the planning area, and these associated wetlands provide important buffers to its water quality, as well as adding diversity of habitat for wildlife such as water birds, amphibians, and larger mammals.

- **South Fork Minor Watershed:** There are several high-quality wetlands associated with the South Fork of the Kinnickinnic River. As with the Upper Branch, most of the wetlands closest to the riverbanks are forested with cottonwood, silver maple, and willow. There is a high quality sedge meadow wetland located at the southeastern

edge of the planning area; this large wetland has many sensitive species such as marsh marigold and hummock sedges, and appears to have been minimally impacted by the surrounding agricultural land uses. Protecting the wetlands in this area should be a high priority because they offer unique habitat.

APPENDIX D

Existing Facilities/Park Inventory

Park Name	Amenities	Improvements
DeSancitis Park 1994 - 25 acres (CP) (NP)	Pond, paved trails, sledding hill, benches, garbage cans, open fields, and woods with a trail connection.	Parking, nature center, basketball court, educational center, restrooms, picnic tables, landscaping, tennis court, modular play, facilities, lighting, and prairie restoration.
Collins Park 1995 - 4.31 acres (NP)	Paved trail, basketball court, open field, garbage cans, benches, shelter/gazebo, landscaping, and modular play facilities.	Lighting.
Mounds Park 1954 - 17.20 acres Boy Scout Land - 35.87 acres (OSP)	Walking trails—open space/woods.	Trail upgrade to accommodate safe use for cross country skiing and biking.
Hoffman Park 1980 - 35.38 acres (RP) (CP)	Paved trails, benches, picnic tables, campground, restrooms, RV station, skate park, softball and soccer fields, shelter, play equipment, volleyball court, hiking trails, ice skating/hockey, garbage cans.	Replacement of playground facilities necessary to bring up to current standards. Baseball fields.
Westdale Park 1959 - 1.69 acres (NP)	Playground equipment, benches, picnic tables, garbage cans, and open space.	
Rolling Hills 2000 - 4.65 acres (NP)	Open space.	Play equipment, basketball court, picnic tables, benches, garbage cans, and shelter/gazebo.
Brandon's Park 1983 - 2 acres (NP)	Play equipment, garbage cans, and open space. Name of park was changed to Brandon's Park in 1993.	Possible upgrade of play equipment.
Ingram Center 1976 - .80 acre (PP)	Meeting facility, open space, ice skating, picnic tables, garbage cans, and parking.	Building is in need of repair.
Foster Conservancy Area 2002 (OSP)	Historic cemetery, open space, trails, panoramic view, and prairie restoration.	Benches, interpretive sign, and cemetery restoration.
Whitetail Ridge 22 acres (OSP)	Undeveloped open space. This is approximately 10% of the area for Whitetail Ridge Corporate Park. A specific area has yet to be dedicated.	Trails.
Golf View Park 1986 - 22 acres (OSP) (NP)	Soccer fields, open space, picnic tables, garbage cans, and parking.	Parking, playground equipment, restrooms, and a shelter.
White Pathway 1981 - 20 acres (LP)	Picnic tables, garbage cans, lookout deck, paved trails, lights, parking, and landscaping.	Trail upgrade/repaving needed.
Hamilton Park 1976 - .97 acre (NP) (PP)	Softball, ice rink, playground equipment, benches, garbage cans, picnic tables, and open space.	

Existing Facilities/Park Inventory (continued)

Park Name	Amenities	Deficiencies
Wells Park 1963 - 1.65 acres (NP) (PP)	Open space, tennis court, playground equipment, ice rink, benches, picnic tables, and garbage cans.	General landscaping upgrade near cemetery. Resurface tennis court.
Larson Park 1993 - 5.40 acres (NP)	Basketball court, paved walking trails, benches, garbage cans, volleyball court, sledding hill, parking, picnic tables, open space, lighting, landscaping, and woods.	Gazebo/shelter for sledders, ice skating rink.
Heritage Park 1976 - .97 acre (PP)	Open space, bridge connection, walkway connection, parking, lighting, benches, and garbage cans.	Overall design of park in transition on recommendations of Downtown Plan.
Veterans Park Circa 1900 - .23 acre (SUP)	Urban open space, benches, lighting, landscaping, bridge connection, Veterans Memorial, and picnic tables. Originally known as Ash Park, it was a place where wood ashes were disposed of.	Park is in need of renewal as incremental changes over the years have contributed to an eclectic look. Downtown planning effort to address problem.
Ostness Park 1989 - .15 acre (PP)	Urban open space, landscaping, flag display, lighting, and picnic tables.	
Glen Park 1898 - 36.05 acres (RP) (CP)	Landscaping, picnic facilities, shelter, parking, tennis court, community swimming pool, walk bridge connection, play facilities, horseshoe pit, volleyball, softball, baseball, basketball, and football fields. Open space and trail connections.	Swimming pool is in need of replacement, bathhouses need upgrading, play equipment upgrade needed on southwest side of pool.
River Hills 1976 - 66.40 acres (RP) (OSP)	Bike pathways, natural landscaping, and historic kilns.	Kiln in ruins needs stabilization, pathways are in need of stabilization in certain areas, restroom facility/fisherman's parking access is planned for future development.

(RP) Regional Park (CP) Community Park (NP) Neighborhood Park (OSP) Open Space Park
(PP) Pocket Park (SUP) Special Use Park (LP) Linear Park

APPENDIX E

RESOLUTION NO. PC _____

A RESOLUTION OF THE CITY OF RIVER FALLS PLAN COMMISSION

**ADOPTING A COMPREHENSIVE PLAN FOR THE CITY OF RIVER FALLS,
WISCONSIN**

WHEREAS, Sections 62.23(2) and (3) of the Wisconsin Statutes authorizes the City to prepare and adopt a Comprehensive Plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, Section 66.1001(3) of the Wisconsin Statutes requires that a municipality must have a Comprehensive Plan that meets the state’s definition by January 1, 2010, if it wants to take any action that affects land use after that date; and

WHEREAS, the City Council directed the Plan Commission to prepare such a Comprehensive Plan for its consideration; and

WHEREAS, the Plan Commission began working on such a Comprehensive Plan in May 2002; and

WHEREAS, the Plan Commission undertook a comprehensive analysis of the existing conditions, relevant studies, including data collection and analysis and provided a document titled “*Working Paper*” Existing Conditions and Planning Issues-Urban Area and Extraterritorial Area; and

WHEREAS, the City Council adopted a public participation plan to encourage public participation in the formation and review of the Comprehensive Plan; and

WHEREAS, throughout the preparation of the Comprehensive Plan, the City was committed to active public outreach and participation in the formation and review of the Comprehensive Plan providing numerous public meetings, newsletters and a document titled “*Public Outreach and Issues and Identification*” Summary of Public Meeting and Survey Responses; and

WHEREAS, Sketch Plans consisting of text and maps that illustrate development alternatives that were guided by concerns raised by residents at public meetings and in surveys, was presented at a public meeting for review and comments; and

WHEREAS, proper public notice was provided for each of those meetings through the local newspaper, newsletters, cable television, radio, City website, and announced at public meetings and postings at City Hall; and

WHEREAS, the Plan Commission has completed a Comprehensive Plan consisting of text and maps that is entitled “*City of River Falls Comprehensive Plan*”; and

WHEREAS, at a scheduled public meeting of the Plan Commission individuals were given the opportunity to offer their comments on the above-mentioned Comprehensive Plan; and

WHEREAS, this Comprehensive Plan should be flexible to respond to changed conditions and amended over time to keep current, it shall only be amended after review by the Plan Commission and approved by the City Council; and

WHEREAS, the Plan Commission has determined that the above-mentioned Comprehensive Plan is in the public interest and that it is needed for guiding and accomplishing the coordinated, adjusted and harmonious development of the City which 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; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of River Falls, having considered the input provided by the State, Counties, Towns, City staff, and comments heard at public meetings, hereby forwards the ***City of River Falls Comprehensive Plan*** which contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes, to the City Council for public hearing with the recommendation of adoption.

BE IT FURTHER RESOLVED that the City Clerk, pursuant to Section 66.1001(4)(b) of the Wisconsin Statutes following passage of this resolution, shall mail a copy of the above-mentioned Comprehensive Plan along with an explanatory cover letter to the following: Towns of Troy, Kinnickinnic, River Falls and Clifton, Counties of St. Croix and Pierce; Wisconsin Land Council and Department of Administration; West Central Wisconsin Regional Planning Commission and Mississippi River Regional Planning Commission and the River Falls Public Library.

PASSED, APPROVED AND ADOPTED THIS 21, DAY OF JUNE 2005.

Don Richards, Mayor

ATTEST:

Julie Bergstrom, City Clerk

APPENDIX F

**ORDINANCE NO.
TO ADOPT COMPREHENSIVE PLAN
UNDER §66.101(4)(C),
WIS. STATS.**

THE COMMON COUNCIL OF THE CITY OF RIVER FALLS DO HEREBY ORDAIN AS FOLLOWS:

Section 1: Pursuant to §66.101(4)(c), Wis. Stats., the Comprehensive Plan recommended to the City for adoption by its Plan Commission under the Commission Resolution dated June 21, 2005, a copy of which is attached, is hereby adopted by the Common Council as the River Falls Comprehensive Plan. That a copy of said plan is attached hereto and incorporated herein by reference.

Section 2: That the City Clerk shall file a certified copy of this ordinance, together with a copy of the Comprehensive Plan with each of the entries identified by §66.1001 (4)(b), Wis. Stats.

Section 3: That this ordinance need not be codified.

Section 4: That this ordinance shall take effect upon its adoption and publication as required by law.

Section 5: That a copy of the Comprehensive Plan shall be deposited in the office of the City Clerk.

FOR THE CITY OF RIVER FALLS

Don Richards, Mayor

ATTEST:

Julie Bergstrom, City Clerk

Adopted: _____

Published: _____

"DRAFT"

APPENDIX G

Early Neighborhood Notification Procedures (ENN)

(1) Intent

Early neighborhood notification is intended to provide for an exchange of information between the prospective applicant and the affected neighborhood(s) before plans become too firm to respond meaningfully to community input and before changes in plans might require major financial losses by the applicant. Notification set forth in this section does not excuse the applicant from being required to provide notification as required elsewhere in this chapter unless duplicative with the requirements of this section.

(2) Applicability

Early neighborhood notification is required for:

- (a) Certain applications heard before the Planning Commission as follows:
 - (i) Annexation and attachments or attachments;
 - (ii) Master plans;
 - (iii) Rezoning;
 - (iv) Final development plans where a preliminary plan has not previously been approved;
 - (v) Preliminary subdivision plats;
 - (vi) Final subdivision plats where a preliminary plat has not previously been approved;
 - (vii) Vacation and dedication of rights-of-way;
 - (viii) Variances;
 - (ix) Amendment to any of the preceding;
 - (x) Amendments to final development plans;
 - (xi) Amendments to final subdivision plats;
 - (xii) Amendments to the Future Land Use Map of the Comprehensive Plan
 - (xiii) Overlay district appeals; and
 - (xiv) Development within three hundred feet of the Kinnickinnic River and its tributaries.
- (b) Special exceptions.
- (c) City capital improvement projects requiring review by the City Council as follows:
 - (i) Facility plans for municipal facilities or services, including wastewater, solid waste, potable water, and electric facilities;
 - (ii) New projects or projects to expand or extend service to new service areas included in the capital improvement program or Comprehensive Plan;
 - (iii) Any new road construction or reconstruction of an existing road that materially expands capacity; and
 - (iv) Projects funded out of capital impact fee funds.
- (e) The following types of capital improvement projects shall not require early notification:
 - (i) Replacement, repair or maintenance of underground facilities where such activity does not represent a material expansion of existing facilities.
 - (ii) Road maintenance, repair, surfacing or resurfacing, striping, curb and gutter or sidewalk repair or maintenance, sign maintenance, signal repair, shoulder work, bridge or culvert maintenance work; and
 - (iii) Special assessment districts covered by state statute or City ordinance.

"DRAFT"

(3) Notice Required

Early neighborhood notification meetings shall be scheduled with the Planning and Land Use Department prior to sending notice.

(a) Mailing Requirements

Ten days prior to the scheduled early neighborhood notification meeting, the applicant shall prepare and mail a meeting notice approved by the Planning and Land Use Department to neighborhood associations, concerned citizens and organization that have registered with the city, subject property and property owners of record and physical addresses within 300 feet excluding rights-of-way of the subject property and Townships in which annexation or attachments are taking place. Meeting notice are not required to be mailed certified. The notice shall identify the location of the subject property, nature of the development application, date, time and place of the meeting.

(b) Posting Requirements

Ten days prior to the scheduled early neighborhood notification meeting, the applicant shall post the subject property with a notice poster(s) obtained from the Planning and Land Use Department. Such poster(s) shall be prominently displayed, visible from a public street, and securely placed on the property. The posting shall indicate the nature of the development application, identification of the property affected and the time, date and place of the meeting.

(4) Neighborhood Meetings

The announced meeting shall take place no later than ten days prior to application and notice shall be postmarked ten days prior to the meeting. Neighbors should make a good-faith effort to communicate with the applicant. A representative of the Planning Department whose role at the meeting may be to acquaint the applicant and community with provisions of City ordinances, applicable requirements of City codes and the development review process, and to facilitate or mediate the meeting if necessary may attend such meeting. At such meeting, the applicant shall present an appropriate drawing suitable to reasonably indicate streets and structures within a 300-foot radius from the perimeter of the property or properties that are the subject of the application.

(5) Early Neighborhood Notification Guidelines

For any project application required to meet early neighborhood notification requirements, the applicant and neighborhood shall use the guidelines set forth below to assist them in discussing projects at early neighborhood notification meetings. These guidelines are to be based on the City Code and Comprehensive Plan and other formally adopted City plans. Where applicable, the applicant shall respond in writing with a short narrative statement. Citizens and neighborhood groups may also respond. Both applicant and neighborhood group responses shall be provided to the Planning Commission and City Council. Responses for specific elements may be cross-referenced to other submittal documents. The following early neighborhood notification guidelines are adopted for use by citizens and neighborhood groups in meeting with applicants of development projects:

(a) Effect on character and appearance of the surrounding neighborhoods.

Where applicable, the applicant shall state how existing City Code requirements for architectural design review, Historic Districts, lighting, signs, telecommunications, open space, landscaping, trails, parks, and the Downtown Design Plan (DDP) are met. Considerations may include, but are not limited to: the number of stories of buildings, the average setbacks, the mass and scale of the project, architectural style of any construction, landscaping, lighting, access to public places, open spaces and trails.

"DRAFT"

- (b) Effect on protection of the physical environment and the Kinnickinnic River and its tributaries.

Where applicable, the applicant shall state how existing City Code requirements and adopted plans for terrain management, landscape, DDP, architectural design, open space and trails, shoreland and flood control, and natural resources and habitat conservation regulations are met. Considerations may include, but are not limited to: existing tree cover, existing open space, rivers, flood plains, rock outcroppings, bluffs, trash generation, lighting, fire risk, use of hazardous materials, whether the project involves easements, density transfers or other legal mechanisms which results in open space or other environmental protection.

- (c) Impacts on any prehistoric, historic, archaeological, or cultural sites or structures, including rivers and the downtown.

Where applicable, the applicant shall state how existing City Code requirements for DDP, the Historic Districts review are met. Consideration may include, but are not limited to: the project's compatibility with any historic or cultural sites located on the property where the project is proposed.

- (d) Relationship to existing density and land use within the surrounding area and with land uses and densities proposed by the City Comprehensive Plan.

Where applicable, the applicant shall state how existing City Code requirements for annexation and attachment and rezoning, the Historic Districts, and the future land use map of the Comprehensive Plan and other policies are met.

- (e) Effects upon parking, traffic patterns, congestion, pedestrian safety, impacts of the project on the flow of pedestrian or vehicular traffic and provision of access for the disabled, children, low-income and elderly to services.

Where applicable, the applicant shall state how the provisions for existing City Code requirements for parking, the Americans with Disabilities Act, future land use and streets map of the City Comprehensive Plan and other policies and traffic studies are met. Considerations may include, but are not limited to: increased access to public transportation and public transportation corridors, effects of design or services provided on traffic in the neighborhood and Citywide; whether the project helps in the equitable distribution of traffic Citywide, reduces overall travel distance and/or encourages alternate transportation modes; traffic mitigation measures including changes in flow of pedestrian and vehicular traffic, cumulative traffic impacts, and enhancement of transit options. Additional considerations may include pedestrian access to destinations and new or improved pedestrian trails, and to recreational and cultural activities and human and educational services.

- (f) Impact upon the economic base of River Falls.

Where applicable, the applicant shall state how the provisions for the City's economic development and the City Comprehensive Plan are met. Considerations may include, but are not limited to: availability of jobs to River Falls residents; whether or how the project promotes and encourages businesses consistent with the City's economic development plan and compatible with neighborhood livability; market impacts on local businesses and potential displacement of local property and business owners; and how the project supports economic development efforts to improve living standards of neighborhoods and their businesses.

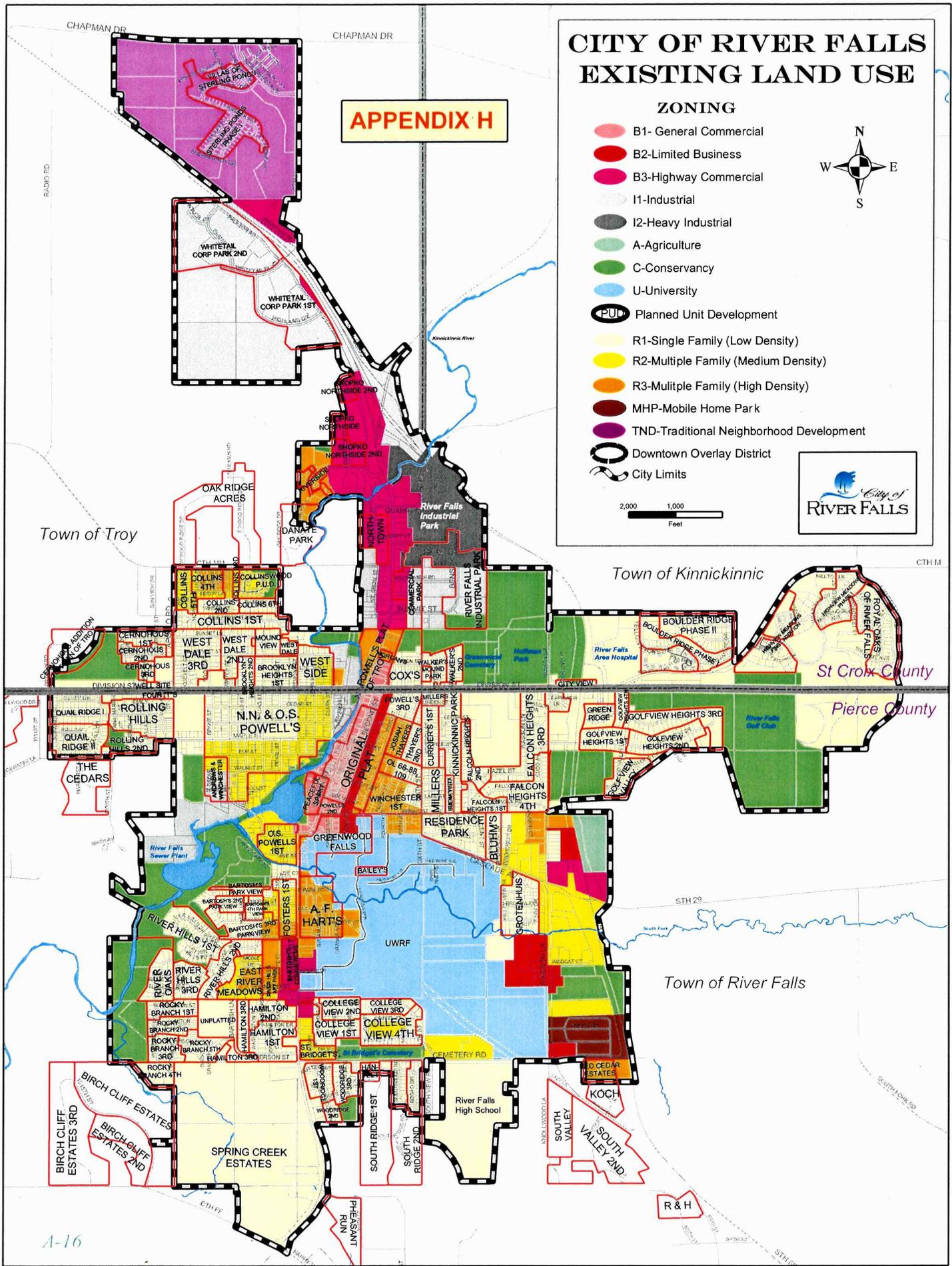
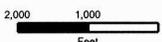
- (g) Effect upon availability of affordable and workforce housing and availability of housing choices for all River Falls residents.
Where applicable, the applicant shall state how existing City Code requirements and the policies of the City Comprehensive Plan are met. Considerations may include, but are not limited to: creation, retention or improvement of affordable and workforce housing; how the project contributes to meeting the needs for various housing types (serving different ages, incomes and family sizes) to maintain the unique heterogeneous character of the City; whether or how the project increases or decreases the supply of housing for which there is an identified need; whether the project contributes to a more even distribution of this housing throughout the City; the creation or retention of affordable business space, whether or how the project increases the availability of all housing types close to the Downtown or neighborhood centers.
- (h) Effect upon public services such as fire, police protection, school services and other public services or infrastructure elements such as water, power, sewer, communications, bus systems, commuter or other services or facilities.
Where applicable, the applicant shall state how requirements established by the City Comprehensive Plan and by the existing City Code for the impact ordinance, and City and utility company requirements are met. Considerations may include, but are not limited to: whether or how the project maximizes the efficient use or improvement of existing public infrastructure and services; and whether the project will contribute to the improvement of existing public infrastructure and services.
- (i) Impacts upon water and sewer supply, availability and conservation methods.
Where applicable, the applicant shall state how existing City Code requirements for landscaping, water and sewer availability statements, water conservation, and policies of the City's utility are met. Considerations may include, but are not limited to: conservation and mitigation measures; efficient use of distribution lines and resources and whether or how the construction or use of the project may affect water quality and supplies.
- (j) Effect on opportunities for community integration and social balance through mixed land use, pedestrian oriented design, and linkages among neighborhoods and recreational activity and employment centers.
Where applicable, the applicant shall state how the existing requirements and policies as set forth in the City Comprehensive Plan and zoning district ordinances are met. Considerations may include, but are not limited to: how the project improves opportunities for community integration and balance through mixed land uses, neighborhood centers and/or pedestrian-oriented design.
- (k) Effect upon River Falls's urban form.
Where applicable, the applicant shall state how the policies of the existing City Comprehensive Plan are met. Considerations may include but are not limited to: whether the project promotes a compact urban form through appropriate infill development, consolidation of the City's boundary to avoid leapfrog development; the effect of the project on the need for travel between different parts of the City, and between employment centers and areas.

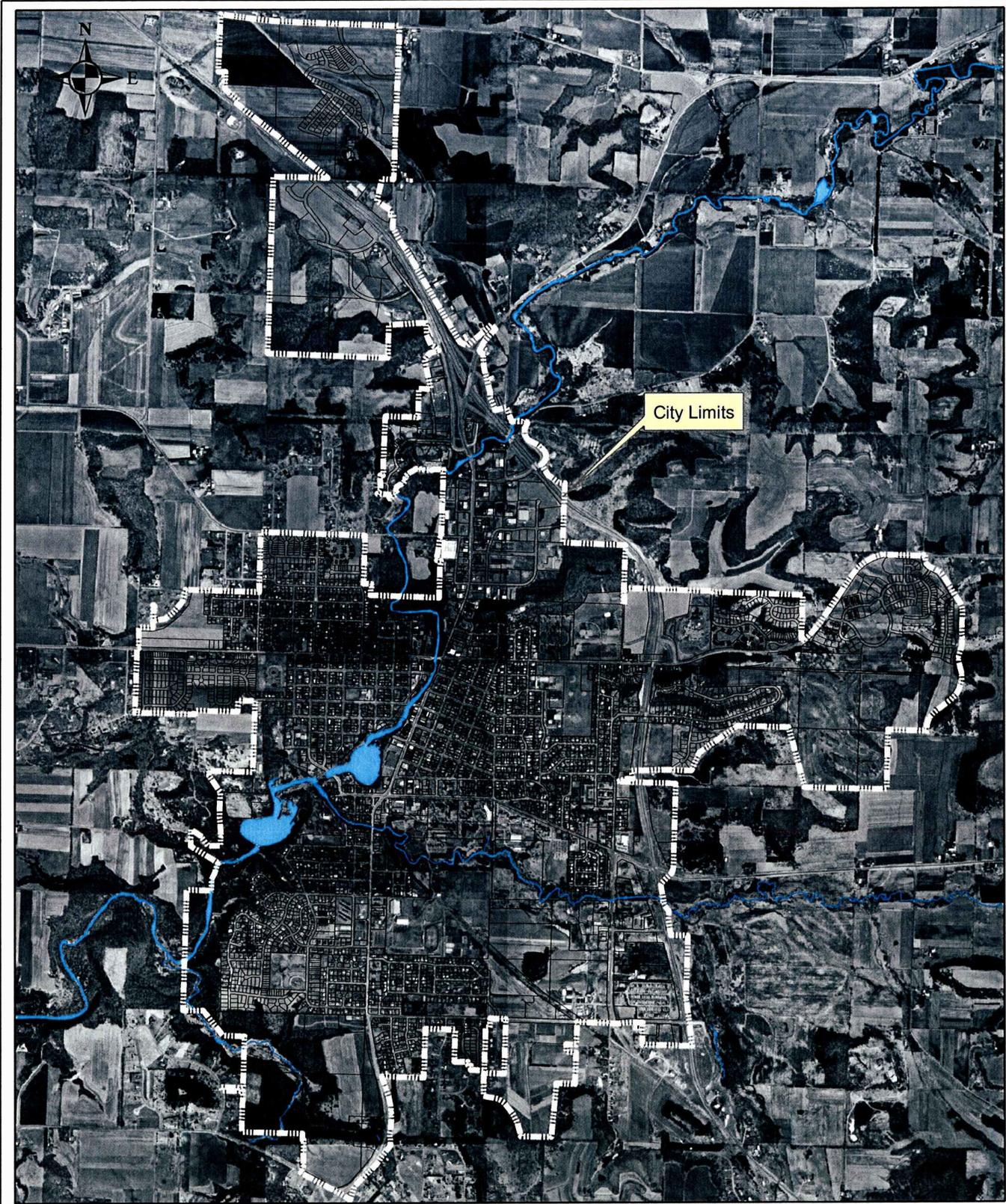
CITY OF RIVER FALLS EXISTING LAND USE

APPENDIX H

ZONING

- B1- General Commercial
- B2-Limited Business
- B3-Highway Commercial
- I1-Industrial
- I2-Heavy Industrial
- A-Agriculture
- C-Conservancy
- U-University
- PUD Planned Unit Development
- R1-Single Family (Low Density)
- R2-Multiple Family (Medium Density)
- R3-Multiple Family (High Density)
- MHP-Mobile Home Park
- TND-Traditional Neighborhood Development
- DO Downtown Overlay District
- City Limits





**EXISTING CONDITIONS
CITY OF RIVER FALLS**

1 inch equals 2,812 feet

The City makes no warranties, expressed or implied, as to the use of this data. This data is provided "as is" without warranty or any representation of accuracy or completeness and is strictly for use in accordance with the request under which it was obtained.(7.05)

APPENDIX I

Table DP-1. Profile of General Demographic Characteristics: 2000

Geographic area: River Falls city, Wisconsin

[For information on confidentiality protection, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
Total population	12,560	100.0	HISPANIC OR LATINO AND RACE		
SEX AND AGE			Total population	12,560	100.0
Male.....	5,715	45.5	Hispanic or Latino (of any race).....	119	0.9
Female.....	6,845	54.5	Mexican.....	51	0.4
Under 5 years.....	596	4.7	Puerto Rican.....	24	0.2
5 to 9 years.....	625	5.0	Cuban.....	8	0.1
10 to 14 years.....	627	5.0	Other Hispanic or Latino.....	36	0.3
15 to 19 years.....	1,835	14.6	Not Hispanic or Latino.....	12,441	99.1
20 to 24 years.....	2,973	23.7	White alone.....	12,063	96.0
25 to 34 years.....	1,570	12.5			
35 to 44 years.....	1,424	11.3	RELATIONSHIP		
45 to 54 years.....	1,208	9.6	Total population	12,560	100.0
55 to 59 years.....	347	2.8	In households.....	10,413	82.9
60 to 64 years.....	278	2.2	Householder.....	4,269	34.0
65 to 74 years.....	431	3.4	Spouse.....	1,822	14.5
75 to 84 years.....	387	3.1	Child.....	2,602	20.7
85 years and over.....	259	2.1	Own child under 18 years.....	2,170	17.3
Median age (years).....	23.6	(X)	Other relatives.....	198	1.6
18 years and over.....	10,310	82.1	Under 18 years.....	54	0.4
Male.....	4,584	36.5	Nonrelatives.....	1,522	12.1
Female.....	5,726	45.6	Unmarried partner.....	260	2.1
21 years and over.....	7,888	62.8	In group quarters.....	2,147	17.1
62 years and over.....	1,236	9.8	Institutionalized population.....	153	1.2
65 years and over.....	1,077	8.6	Noninstitutionalized population.....	1,994	15.9
Male.....	389	3.1			
Female.....	688	5.5	HOUSEHOLD BY TYPE		
RACE			Total households	4,269	100.0
One race.....	12,419	98.9	Family households (families).....	2,337	54.7
White.....	12,129	96.6	With own children under 18 years.....	1,243	29.1
Black or African American.....	66	0.5	Married-couple family.....	1,822	42.7
American Indian and Alaska Native.....	45	0.4	With own children under 18 years.....	913	21.4
Asian.....	128	1.0	Female householder, no husband present.....	390	9.1
Asian Indian.....	20	0.2	With own children under 18 years.....	264	6.2
Chinese.....	14	0.1	Nonfamily households.....	1,932	45.3
Filipino.....	7	0.1	Householder living alone.....	1,184	27.7
Japanese.....	17	0.1	Householder 65 years and over.....	388	9.1
Korean.....	30	0.2	Households with individuals under 18 years.....	1,288	30.2
Vietnamese.....	11	0.1	Households with individuals 65 years and over ..	714	16.7
Other Asian ¹	29	0.2	Average household size.....	2.44	(X)
Native Hawaiian and Other Pacific Islander.....	11	0.1	Average family size.....	2.98	(X)
Native Hawaiian.....	3	-	HOUSING OCCUPANCY		
Guamanian or Chamorro.....	2	-	Total housing units	4,345	100.0
Samoan.....	3	-	Occupied housing units.....	4,269	98.3
Other Pacific Islander ²	3	-	Vacant housing units.....	76	1.7
Some other race.....	40	0.3	For seasonal, recreational, or occasional use.....	19	0.4
Two or more races.....	141	1.1	Homeowner vacancy rate (percent).....	0.5	(X)
Race alone or in combination with one or more other races: ³			Rental vacancy rate (percent).....	0.9	(X)
White.....	12,260	97.6	HOUSING TENURE		
Black or African American.....	106	0.8	Occupied housing units	4,269	100.0
American Indian and Alaska Native.....	104	0.8	Owner-occupied housing units.....	2,177	51.0
Asian.....	169	1.3	Renter-occupied housing units.....	2,092	49.0
Native Hawaiian and Other Pacific Islander.....	19	0.2	Average household size of owner-occupied units.....	2.70	(X)
Some other race.....	61	0.5	Average household size of renter-occupied units.....	2.17	(X)

- Represents zero or rounds to zero. (X) Not applicable.

¹ Other Asian alone, or two or more Asian categories.

² Other Pacific Islander alone, or two or more Native Hawaiian and Other Pacific Islander categories.

³ In combination with one or more of the other races listed. The six numbers may add to more than the total population and the six percentages may add to more than 100 percent because individuals may report more than one race.

Source: U.S. Census Bureau, Census 2000.

Table DP-2. Profile of Selected Social Characteristics: 2000

Geographic area: River Falls city, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
SCHOOL ENROLLMENT			NATIVITY AND PLACE OF BIRTH		
Population 3 years and over enrolled in school	5,842	100.0	Total population	12,618	100.0
Nursery school, preschool	160	2.7	Native	12,417	98.4
Kindergarten	110	1.9	Born in United States	12,359	97.9
Elementary school (grades 1-8)	1,059	18.1	State of residence	6,370	50.5
High school (grades 9-12)	580	9.9	Different state	5,989	47.5
College or graduate school	3,933	67.3	Born outside United States	58	0.5
EDUCATIONAL ATTAINMENT			Foreign born	201	1.6
Population 25 years and over	5,924	100.0	Entered 1990 to March 2000	80	0.6
Less than 9th grade	215	3.6	Naturalized citizen	76	0.6
9th to 12th grade, no diploma	250	4.2	Not a citizen	125	1.0
High school graduate (includes equivalency)	1,410	23.8	REGION OF BIRTH OF FOREIGN BORN		
Some college, no degree	1,362	23.0	Total (excluding born at sea)	201	100.0
Associate degree	427	7.2	Europe	48	23.9
Bachelor's degree	1,541	26.0	Asia	141	70.1
Graduate or professional degree	719	12.1	Africa	6	3.0
Percent high school graduate or higher	92.2	(X)	Oceania	-	-
Percent bachelor's degree or higher	38.1	(X)	Latin America	-	-
MARITAL STATUS			Northern America	6	3.0
Population 15 years and over	10,768	100.0	LANGUAGE SPOKEN AT HOME		
Never married	5,264	48.9	Population 5 years and over	12,039	100.0
Now married, except separated	4,247	39.4	English only	11,423	94.9
Separated	60	0.6	Language other than English	616	5.1
Widowed	528	4.9	Speak English less than "very well"	181	1.5
Female	456	4.2	Spanish	224	1.9
Divorced	669	6.2	Speak English less than "very well"	51	0.4
Female	383	3.6	Other Indo-European languages	293	2.4
GRANDPARENTS AS CAREGIVERS			Speak English less than "very well"	69	0.6
Grandparent living in household with one or more own grandchildren under 18 years	114	100.0	Asian and Pacific Island languages	84	0.7
Grandparent responsible for grandchildren	35	30.7	Speak English less than "very well"	58	0.5
VETERAN STATUS			ANCESTRY (single or multiple)		
Civilian population 18 years and over ..	10,301	100.0	Total population	12,618	100.0
Civilian veterans	829	8.0	Total ancestries reported	16,390	129.9
DISABILITY STATUS OF THE CIVILIAN NONINSTITUTIONALIZED POPULATION			Arab	-	-
Population 5 to 20 years	3,939	100.0	Czech ¹	441	3.5
With a disability	201	5.1	Danish	170	1.3
Population 21 to 64 years	6,958	100.0	Dutch	202	1.6
With a disability	713	10.2	English	981	7.8
Percent employed	74.1	(X)	French (except Basque) ¹	560	4.4
No disability	6,245	89.8	French Canadian ¹	237	1.9
Percent employed	88.6	(X)	German	5,375	42.6
Population 65 years and over	968	100.0	Greek	12	0.1
With a disability	375	38.7	Hungarian	10	0.1
RESIDENCE IN 1995			Irish ¹	1,553	12.3
Population 5 years and over	12,039	100.0	Italian	410	3.2
Same house in 1995	4,766	39.6	Lithuanian	13	0.1
Different house in the U.S. in 1995	7,144	59.3	Norwegian	2,617	20.7
Same county	1,771	14.7	Polish	715	5.7
Different county	5,373	44.6	Portuguese	11	0.1
Same state	2,885	24.0	Russian	66	0.5
Different state	2,488	20.7	Scotch-Irish	138	1.1
Elsewhere in 1995	129	1.1	Scottish	139	1.1
			Slovak	4	-
			Subsaharan African	6	-
			Swedish	1,183	9.4
			Swiss	69	0.5
			Ukrainian	5	-
			United States or American	278	2.2
			Welsh	113	0.9
			West Indian (excluding Hispanic groups)	-	-
			Other ancestries	1,082	8.6

-Represents zero or rounds to zero. (X) Not applicable.

¹The data represent a combination of two ancestries shown separately in Summary File 3. Czech includes Czechoslovakian. French includes Alsatian. French Canadian includes Acadian/Cajun. Irish includes Celtic.

Source: U.S. Bureau of the Census, Census 2000.

Table DP-4. Profile of Selected Housing Characteristics: 2000

Geographic area: River Falls city, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
Total housing units	4,349	100.0	OCCUPANTS PER ROOM		
UNITS IN STRUCTURE			Occupied housing units	4,275	100.0
1-unit, detached.....	2,111	48.5	1.00 or less.....	4,120	96.4
1-unit, attached.....	250	5.7	1.01 to 1.50.....	86	2.0
2 units.....	328	7.5	1.51 or more.....	69	1.6
3 or 4 units.....	229	5.3			
5 to 9 units.....	305	7.0	Specified owner-occupied units	1,946	100.0
10 to 19 units.....	222	5.1	VALUE		
20 or more units.....	753	17.3	Less than \$50,000.....	22	1.1
Mobile home.....	151	3.5	\$50,000 to \$99,999.....	463	23.8
Boat, RV, van, etc.....	-	-	\$100,000 to \$149,999.....	959	49.3
			\$150,000 to \$199,999.....	325	16.7
YEAR STRUCTURE BUILT			\$200,000 to \$299,999.....	126	6.5
1999 to March 2000.....	63	1.4	\$300,000 to \$499,999.....	51	2.6
1995 to 1998.....	441	10.1	\$500,000 to \$999,999.....	-	-
1990 to 1994.....	314	7.2	\$1,000,000 or more.....	-	-
1980 to 1989.....	816	18.8	Median (dollars).....	127,000	(X)
1970 to 1979.....	876	20.1			
1960 to 1969.....	625	14.4	MORTGAGE STATUS AND SELECTED		
1940 to 1959.....	553	12.7	MONTHLY OWNER COSTS		
1939 or earlier.....	661	15.2	With a mortgage.....	1,551	79.7
			Less than \$300.....	-	-
ROOMS			\$300 to \$499.....	25	1.3
1 room.....	79	1.8	\$500 to \$699.....	137	7.0
2 rooms.....	348	8.0	\$700 to \$999.....	469	24.1
3 rooms.....	452	10.4	\$1,000 to \$1,499.....	673	34.6
4 rooms.....	842	19.4	\$1,500 to \$1,999.....	191	9.8
5 rooms.....	711	16.3	\$2,000 or more.....	56	2.9
6 rooms.....	585	13.5	Median (dollars).....	1,097	(X)
7 rooms.....	470	10.8	Not mortgaged.....	395	20.3
8 rooms.....	377	8.7	Median (dollars).....	341	(X)
9 or more rooms.....	485	11.2			
Median (rooms).....	5.1	(X)	SELECTED MONTHLY OWNER COSTS		
			AS A PERCENTAGE OF HOUSEHOLD		
Occupied housing units	4,275	100.0	INCOME IN 1999		
YEAR HOUSEHOLDER MOVED INTO UNIT			Less than 15.0 percent.....	608	31.2
1999 to March 2000.....	1,207	28.2	15.0 to 19.9 percent.....	388	19.9
1995 to 1998.....	1,377	32.2	20.0 to 24.9 percent.....	378	19.4
1990 to 1994.....	676	15.8	25.0 to 29.9 percent.....	218	11.2
1980 to 1989.....	516	12.1	30.0 to 34.9 percent.....	108	5.5
1970 to 1979.....	228	5.3	35.0 percent or more.....	246	12.6
1969 or earlier.....	271	6.3	Not computed.....	-	-
VEHICLES AVAILABLE			Specified renter-occupied units	2,091	100.0
None.....	252	5.9	GROSS RENT		
1.....	1,394	32.6	Less than \$200.....	72	3.4
2.....	1,759	41.1	\$200 to \$299.....	185	8.8
3 or more.....	870	20.4	\$300 to \$499.....	432	20.7
			\$500 to \$749.....	1,071	51.2
HOUSE HEATING FUEL			\$750 to \$999.....	223	10.7
Utility gas.....	2,842	66.5	\$1,000 to \$1,499.....	76	3.6
Bottled, tank, or LP gas.....	102	2.4	\$1,500 or more.....	4	0.2
Electricity.....	1,120	26.2	No cash rent.....	28	1.3
Fuel oil, kerosene, etc.....	145	3.4	Median (dollars).....	565	(X)
Coal or coke.....	-	-			
Wood.....	-	-	GROSS RENT AS A PERCENTAGE OF		
Solar energy.....	-	-	HOUSEHOLD INCOME IN 1999		
Other fuel.....	36	0.8	Less than 15.0 percent.....	420	20.1
No fuel used.....	30	0.7	15.0 to 19.9 percent.....	331	15.8
			20.0 to 24.9 percent.....	354	16.9
SELECTED CHARACTERISTICS			25.0 to 29.9 percent.....	214	10.2
Lacking complete plumbing facilities.....	6	0.1	30.0 to 34.9 percent.....	93	4.4
Lacking complete kitchen facilities.....	21	0.5	35.0 percent or more.....	644	30.8
No telephone service.....	22	0.5	Not computed.....	35	1.7

-Represents zero or rounds to zero. (X) Not applicable.

Source: U.S. Bureau of the Census, Census 2000.

APPENDIX J

Economic Development Programs

TIF - This program helps expand the tax base by providing public improvements necessary to promote industrial development, mixed use development, redevelopment or eliminate blight.

The Early Planning Grant Program (EPG) - This program helps individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed start up or expansion.

WHEDA-Small Business Guarantee Program - This program offers a pledge of support on a bank loan. Loan proceeds can be used to expand or acquire a small business. It can also be used to start a day care business.

Community Development Block Grant. - Provides grants to communities to promote local job creation and retention.

CDBG – Public Facilities helps eligible local governments upgrade community facilities, infrastructure, and utilities to benefit lot to moderate income residents.

US Small Business Administration (SBA) - provided loan guarantees that are used in conjunction with bank financing to improve loan terms.

Wisconsin Housing and Economic Development Authority (WHEDA) - a program that buys down commercial interest rates, enabling Wisconsin lenders to offer short-term, below market rate loans to small, minority or women-owned businesses.

Industrial Revenue Bonds (IRDs) - are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities – cities, villages, and towns are authorized to issue IRDs.

Major Economic Development Program (MED) - is designed to provide financial assistance for Wisconsin business startup or expansions.

Technology Development Fund Program (TDF) - is designed to provide assistance to businesses embarking on technical research projects aimed at developing new products or processes, or improving existing products or processes.

Forward Wisconsin - is a non-profit economic development-marketing corporation for the State of Wisconsin. This organization creates marketing strategies aimed at luring businesses and industry from other states within the United States and other countries through out the world to improve the corporate climate in Wisconsin. Facilitation is provided to help match company needs with possible locations throughout the State. Assistance is available to aid with community development projects and marketing.

Wisconsin’s Brownfield Initiative provides access to state and federal financial assistance programs to encourage brownfield redevelopment through grants, loans, and tax incentives. The activities funded include preliminary site assessment and identification, property acquisition, clean-up and remediation, removal of underground storage tanks and containers, economic development, public facilities infrastructure improvements, large-scale physical development, rehabilitation, and demolition.

AMENDMENTS

AMENDMENT 1 – November 21, 2007

Figure 3-6 add the following language and map changes:

TEXT

- Re-title Urban Area Boundary & Future Land Use to Future Land Use
- Add Transition Area *1 DU / 35 AC (TA)*
- Add Extraterritorial Subdivision and Platting Boundary

MAPPING

- Add Boundary Line and designation for Extraterritorial Subdivision and Platting Boundary and Transition Area (TA)

NEW SECTION 3.7

3.7 Extraterritorial Subdivision and Platting Boundary Line and Transition Area (TA)

GLOSSARY

acre, gross. The area of a site calculated to the centerline of bounding streets and other public rights-of-way.

acre, net. The area of a site excluding land with constraints, such as public or private road rights-of-way, parkland, stormwater land, shoreland and land with slopes greater than twenty percent.

aquifer. A natural underground formation that is saturated with water and from which water can be withdrawn.

Architectural and Historic Inventory (AHI). This database compiled by the Wisconsin Historical Society records historic structures.

Army Corps of Engineers (ACOE). A federal agency responsible for the design and implementation of publicly supported engineering projects. Any construction activity that involves filling a watercourse, pond, lake (natural or man-made), or wetlands (including seasonal wetlands and vernal pools), may require an ACOE permit.

arterial. A vehicular right-of-way whose primary function is to carry through traffic in a continuous route across an urban area while also providing some access to abutting land.

Attachment. The transfer of territory from town(s) jurisdiction to city jurisdiction pursuant to a department of administration (DOA) approved cooperative plan.

automobile-oriented use. Land use designed to accommodate customers who use vehicles to travel to the site, including automobile sales and service, building supplies and materials, and drive-up or drive-through services.

average daily traffic. The number of vehicles passing a given point on a road going in a direction during a 24-hour period.

bike lane. A corridor on a street or roadway expressly reserved for bicycles by markings, existing in addition to any lanes for use by motorized vehicles.

bike path. A paved route not on a street or roadway expressly reserved for bicycles. Bike paths may parallel roads but typically are separated from them by landscaping.

biotic diversity. Species diversity, i.e., the number of different species occurring in a location or under some condition.

buildout. That level of urban development characterized by full occupancy of all developable sites; the maximum probable level of development envisioned under specified assumptions about densities and intensities. Buildout does not assume that each parcel is developed to include all floor area or housing units possible under zoning regulations.

Capital Improvement Program (CIP). The multiyear scheduling of public physical improvements based on studies of fiscal resources available and the selection of specific improvements to be constructed.

conductor. An overhead wire that conducts an electric charge.

conservancy. Any parcel or area of land or water which is essentially unimproved and devoted to a conservancy use as defined in the City Master Plan or designated on a local, regional, or state conservancy plan.

conservation. The management of natural resources to prevent waste, destruction, or neglect.

density, gross. The number of dwelling units per gross acre of developable residential land designated on a land use map.

design capacity. The capacity at which a street; water distribution pipe, pump or reservoir; wastewater pipe; or treatment plant is intended to operate.

development fee. Direct charge or dedication collected on a one-time basis for a service provided or as a condition of approval being granted by the local government.

Early Neighborhood Notification (ENN). A policy of notification of neighbors of proposed development projects, during the early phases of the project, in order to encourage a collaborative discussion and to inform the applicant of possible neighborhood issues and concerns.

easement. A right given by the owner of land to another party for specific limited use of that land. An easement may be acquired by a government through dedication when the purchase of an entire interest in the property may be too expensive or unnecessary.

electric and magnetic fields (ELF-EMF). Fields produced as a result of generation, transmission, and use of electricity.

endangered species, federal. A species that is in danger of extinction throughout all or a significant portion of its range, other than the Class I species that are determined to constitute pests whose protection under the provisions of the 1973 Endangered Species Act, as amended, would present an overwhelming and overriding risk to humans. The status is determined by the U.S. Fish

and Wildlife Service and the Department of the Interior.

environment. The physical conditions that exist within an area that will be affected either directly or indirectly by a proposed project, including land, air, water, minerals, flora, fauna, ambient noise, and objects of historical or aesthetic significance. The “environment” includes both natural and man-made conditions.

erosion. The process by which material is removed from the earth’s surface (including weathering, dissolution, abrasion, and transportation), most commonly by wind or water.

Extraterritorial Zone (ETZ). By state law, an area outside the City but within 1.5 miles of the City's corporate limits in which the City has some planning, zoning, and subdivision authority.

Extraterritorial Zoning Commission. An appointed body that reviews and votes on land use issues outside a City's corporate limits.

Federal Candidate Species, Category 1 (Candidate 1). Species for which the U.S. Fish and Wildlife Service has sufficient biological information to support a proposal to list the species as Endangered or Threatened.

Federal Candidate Species, Category 2 (Candidate 2). Species for which existing information indicates that the species may warrant listing but for which substantial biological information to support a proposed rule is lacking.

federal flood insurance. Affordable flood insurance offered by the federal government to property owners whose communities participate in the National Flood Insurance Program.

floor area ratio (FAR). The ratio between gross floor area of structures on a site and gross site area. Thus, a two-story building covering 50% of its site would have a FAR of 1.0.

floor area, gross. The total horizontal area in square feet of all floors within the exterior walls of a building but not including the area of unroofed inner courts or shaft enclosures.

generation. The process of producing electric energy by transforming other forms of energy.

ghost platting. A process used in unsewered portions of the Transitional Planning Area whereby land subdivisions arrange houses and roads for potential re-subdivision into City-sized lots with City sewer.

grid. An interconnected network of electric transmission or distribution lines, both regional and local.

groundwater. Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

groundwater recharge. The natural process of infiltration and percolation of rain-water from land areas or streams through permeable soils into water-holding rocks that provide underground storage (i.e., aquifers).

growth management. Identification of the proper geographic location of various land uses for future growth; determination of the appropriate scale and intensity, or density of future growth; and establishment of an appropriate rate, pace, or phasing of future growth based on the natural and financial resources required to sustain that growth.

guy wires. Wires that support transmission or distribution structures; they are attached to the structure and anchored in the ground.

habitat. The natural environment of a plant or animal.

hazardous material. A material or form of energy that could cause injury or illness to persons, livestock, or the natural environment.

hazardous waste. Waste that requires special handling to avoid illness of or injury to persons or damage to property. Includes, but is not limited to, inorganic mineral acids of sulfur, fluorine, chlorine, nitrogen, chromium, phosphorous, selenium, and arsenic and their common salts; lead, nickel, and mercury and their inorganic salts or metallo-organic derivatives; coal, tar acids such as phenol and cresols and their salts; and all radioactive materials.

household. Person or persons living in one dwelling unit.

housing unit, multifamily. Structures with two or more housing units.

housing unit, single-family attached. Single family units that are attached to other units by adjoining walls extending from ground to roof that separate it from the other adjoining units and form a property line. Each unit has its own heating system.

housing unit, single-family detached. Single family units that are detached from any other units with open space on all four sides.

impervious surface. Any material which reduces or prevents absorption of water by the land.

indirect source. Any structure or installation that attracts an activity that creates emissions of pollutants. For example, a major employment center, a shopping center, an airport, or a stadium can all be considered indirect sources.

infill. The development of new housing or other buildings on scattered vacant lots in a built-up area or on new building parcels created by permitted lot splits.

infiltration. The introduction of underground water, such as groundwater, into wastewater collection systems. Infiltration results in increased wastewater flow levels.

infrastructure. Permanent utility installations, including roads, water supply lines, sewage collection pipes, and power and communication lines.

intersection capacity. The maximum number of vehicles that has a reasonable expectation of passing through an intersection in one direction during a given time period under prevailing roadway and traffic conditions.

kilovolt (kV). 1000 volts.

land use. The purpose or activity for which a piece of land or its buildings is designed, arranged, or intended or for which it is occupied or maintained.

Level of Service (LOS). The different operating conditions which occur in a lane or roadway when accommodating various traffic volumes. A qualitative measure of the effect of traffic flow factors such as special travel time, interruptions, freedom to maneuver, driver comfort, and convenience, and indirectly, safety and operating cost. LOS is usually described by a letter rating system of A through F, with LOS A indicating stable traffic flow with little or no delay and LOS F indicating excessive delays and jammed traffic conditions.

loop feed. The connection of two transmission or distribution lines to complete a loop; loop feeds allow electric service to be provided from either line in the event of an outage.

mitigation measure. Action taken to reduce or eliminate environmental impacts. Mitigation includes: avoiding the impact altogether by not taking a certain action or parts of an action; minimizing impacts by limiting the degree or magnitude of the action and its implementation; rectifying the impact by repairing, rehabilitating, or restoring the affected environment; reducing or eliminating the impact over time by preservation and maintenance during the life of the action; and compensating for the impact by replacing or providing substitute resources or environments.

non-point source. A pollutant source introduced from dispersed points and lacking a single, identifiable origin. Examples include automobile emissions or urban runoff.

100-year flood. That flood event, which has a 1% chance of occurrence in any one year.

outage. The period during which a generating unit, transmission line, or other facility is out of service.

peak demand. The maximum load during a specific period of time.

peak-hour traffic. The number of vehicles passing over a designated section of a street during the busiest one-hour period during a 24-hour period.

pedestrian-oriented development. Development designed with an emphasis on sidewalks and pedestrian access to buildings, rather than on auto access and parking areas.

percent slope. A common way of expressing the steepness of the slope of terrain; percent slope is derived by dividing the change in elevation by the horizontal distance traversed. An increase of 20 feet in elevation over a 100-foot distance is a 20% slope.

point source. A pollutant source that may be traced to a discrete point of emission.

prudent avoidance. Siting transmission lines, sub-transmission lines, and substations to avoid “captive populations,” such as schools, daycare centers, Alzheimer’s and other elderly care residences, incarceration facilities, and hospitals, as well as residential areas, to the greatest extent practical and feasible.

rare species. A species or subspecies, although not currently threatened with extinction, that exists in such small numbers throughout its range that it may be endangered if the quality of its environment worsens.

reliability. The degree of performance of the various elements of the bulk electric system that results in delivery of electricity to customers within accepted standards and desired amounts. Reliability may be measured by the frequency, duration, and magnitude of adverse effects on the electric supply.

Resource Protection Area (RPA). RPAs contain the most sensitive and vulnerable habitats that require protection. They are located along riparian corridors that provide important habitat for plants and animals and movement corridors for wildlife. RPAs are designated as no-build and no-disturbance areas.

retention area. A pond, pool, lagoon, or basin used for the storage of water runoff.

right-of-way. A strip of land acquired by reservation, dedication, forced dedication, prescription, or condemnation that is intended to be occupied or actually occupied by a road, crosswalk, railroad, electric transmission line, oil or gas pipeline, water line, sanitary storm sewer, or other similar utilization.

riparian. Pertaining to the bank of a natural course of water, whether seasonal or annual. The surrounding vegetation or presence of known wildlife movement pathways defines riparian habitat; it borders or surrounds a waterway.

sedimentation. Process of deposition in a body of water of materials that have been carried in cloudy suspension.

Sensitive Resource Area (SRA). SRAs contain areas that could potentially include habitat for sensitive species of plants and animals. Development is permitted on sites with SRA designation, in accordance with established procedures and standards.

smart growth. Wisconsin State Statutes define smart growth areas as areas that will enable the development and re-

development of land with existing infrastructure and municipal, state, and utility services where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities that have relatively low municipal, state, governmental, and utility cost.

solid waste. Unwanted or discarded material, including garbage, with insufficient liquid content to be free flowing.

study area boundary. The City and the land up to 1.5-mile outside its boundaries that bears a relationship to its planning, including the Towns of Troy, Kinnickinnic, River Falls, and Clifton.

subdivision. The division of a lot, tract, or parcel of land into two or more lots, tracts, parcels, or other divisions of land for sale, development, or lease.

subsidence. The gradual sinking of land as a result of natural or man-made causes.

substation. An assemblage of electrical equipment for switching and/or regulating electric voltage.

switching station. A type of substation with electrical equipment for tying together two or more electric circuits and arranged to be able to permit a circuit to be disconnected in an emergency or to change electric connections between circuits.

tap. A limited capacity electric circuit extending from a main line to a substation.

third class city. Bureau of the Census designation for cities with a population of 10,000–39,000.

threatened species, federal. A species, which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

tie. An electric circuit connecting two primary lines.

traditional neighborhood development (TND). TNDs are mixed-use neighborhoods, where residential, commercial, and civic buildings are within close proximity to each other. The mix of housing types and sizes accommodates households of all ages, sizes, and incomes.

transformer. An electrical device for changing the voltage of alternating current.

transportation systems management. Measures designed to reduce peak-period vehicle traffic by making a more efficient use of existing resources and emphasizing transit, ridesharing, and non-automobile alternatives.

trip end. A single vehicle movement. Roundtrips consist of two trip ends.

trip generation. The number of vehicle trip ends associated with (i.e., produced by) a particular land use or traffic study site.

upgrade. To increase the capacity of a sub-station by installing a higher voltage and/or higher capacity transformer or by installing an additional transformer, or to increase the capacity of a transmission or sub-transmission line by rebuilding to a higher voltage.

Urban Area Boundary. This future growth area comprises all of the City and those outside areas that the City intends to serve with a full range of capital improvements and public services. The Urban Area Boundary is intended to be compact to prevent residential sprawl and to preclude the uneconomic dispersion of future capital investment by the City.

vehicle miles traveled. A measure of both the volume and extent of motor vehicle operation; the total number of vehicle miles traveled within a specified geographical area (whether the entire country or a smaller area) over a given period of time.

view shed. The geographic area from which a site is visible; a collection of view-points.

volume-to-capacity ratio. In reference to public services or transportation, ratios of peak hour use to capacity.

waste stream. All solid, semisolid, and liquid wastes including garbage, refuse, paper, rubbish, ashes, industrial wastes, demolition and construction wastes, abandoned vehicles and parts thereof, discarded home and industrial appliances, manure, vegetable or animal solid and semisolid wastes.

watt. An electrical unit of power or rate of doing work.

watthour. A measure of electrical energy, or a watt of power consumed over one hour. Electric energy is commonly sold by the kilowatthour.

wetland. An area at least periodically wet or flooded, where the water table stands at or above the land surface (bogs and marshes). Also those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

wildlife corridor. A natural corridor, such as an undeveloped ravine, that is frequently used by wildlife to travel from one area to another.

zoning district. A specifically delineated area on a zoning map within which regulations and requirements uniformly govern the use, placement, spacing, and size of buildings, open spaces, and other facilities.

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