

**VOLUME TWO**  
**BACKGROUND STUDIES**

**Section 3**  
**Policy Analysis**



# TABLE OF CONTENTS

## SECTION 3 POLICY ANALYSIS

<b>POLICY ANALYSIS</b>	<b>149</b>
<b><i>Federal, State &amp; Local Roles</i></b>	<b>149</b>
Federal	149
State	149
Local	150
<b><i>Current Land Use Policies</i></b>	<b>151</b>
Planning Enabling Authority	151
<i>Planning Enabling Authority Summary</i>	157
Zoning Enabling Authority and Platting Functions	159
<i>Zoning Enabling Authority and Platting Functions Summary</i>	165
Tax and Fiscal Policy	168
<i>Tax and Fiscal Policy Summary</i>	171
Municipal Boundaries	173
Special Districts within Municipalities	175
Special Purpose Units of Government	177
<i>Special Districts Within Municipalities &amp;</i>	
<i>Special Purpose Units of Government Summary</i>	179
Other Activities	181
<b>CONCLUSION</b>	<b>183</b>



## POLICY ANALYSIS

The management of land use and growth and development is complicated and requires research, planning, law and rule promulgation, program development, and actions at various levels of government. However, the main responsibility for land use

management in the State of Wisconsin lies with state and local governments and their agencies delegated to address it. The purpose of this chapter is to describe the current controls that effect the management of growth and development in St. Croix County.

## FEDERAL, STATE & LOCAL ROLES

The pattern of land uses is a result of many different factors. One of the major factors is the development and implementation of land use regulations and policies that can be used to achieve the desired land use pattern. These policies are the principal tools that are used by decision-makers in shaping the surrounding landscape.

Three primary levels of government are responsible for developing and implementing policies that affect land use and development. These levels of government are federal, state and local. This section will briefly describe the various government roles and the corresponding relationships that exist between one another.

### FEDERAL

The federal government provides the first level of regulatory and policy development. Typically, federal policies are broad-based and aimed at providing general guidance, while the responsibility of administering these policies lies with

various federal and state agencies. The primary focus of federal regulations and policies is directed at environmental protection, the provision of national infrastructure, and provision of social services.

### STATE

The second level of government that is involved in land use and development policy is the state. The state's role is more multi-purpose than is the federal government's. And, although the state's

role is still somewhat broad-based, it takes a significant step towards impacting local land use and development by providing standards by which development must adhere and by

providing direction and authority to local government. The state is also responsible for developing,

administering and implementing policies developed at both the federal and state levels.

<i>LOCAL</i>
--------------

Local units of government are the primary level of government that is responsible for effecting land use and development. This is principally achieved through the use of planning and zoning activities, development of ordinances, and through the provision of basic services. Local governments are

not only responsible for administering their own regulations and policies, but are often responsible for administering and implementing state regulation and policy. In addition, local government is directly responsible for, or involved in, enforcement activities.

## CURRENT LAND USE POLICIES

As stated earlier, policies developed by the state government, and especially local units of government, have the greatest influence on land use activities. The following section will summarize the main statutory provisions affecting land uses at both the state and local level.

The following sections include a review of legislation and regulations that

have an impact on the following areas: *Planning Enabling Authority, Zoning Enabling Authority and Platting Functions, Tax and Fiscal Policy, Municipal Boundaries, Special Districts within Municipalities, Special Purpose Units of Government, and Other Activities.*

## PLANNING ENABLING AUTHORITY

A plan is one of the best tools a community has to help maintain orderly growth and development activities. Preparation of a plan allows a community to identify what the issues are, identify what the community wants, evaluate where the community currently is, and determine how to get to where it wants to go. In addition, planning allows the community to better control its own

destiny rather than be dominated by outside influences that may adversely affect the interests of the community.

The following section includes a review of legislation and regulations that provide local and regional planning agencies with the authority to plan and prepare planning documents in order to better prepare for the ongoing change related to growth and development.

### County Development Plans

Wis. Stats. • s. 59.97

Counties are authorized to prepare plans or parts thereof for the physical development of their unincorporated territory and incorporated areas whose governing bodies agree by resolution to be included in the county's development plan. The statute requires that counties that have a zoning agency include in the plan the location of any part of an airport or area affected by an airport. The statute enables counties to establish landmark commissions and to designate and regulate historic landmarks and establish historic districts. County development plans must include city and village master plans.

*St. Croix County does not have a countywide comprehensive plan. Current efforts to prepare the St. Croix County Development Plan began in March of 1995 and are expected to be completed in 1999.*

Town Cooperation in County Planning

Wis. Stats. • s. 60.23(5)

A town board may cooperate with the county in rural planning under ss. 27.015, 59.07 and 59.97, Wis. Stats.

City and Village Master Plans

Wis. Stats. • ss. 62.23 and 61.35

Cities and villages are authorized to prepare and adopt master plans for their physical development, including any areas outside their boundaries which, in the commission's judgment, relate to their development. However, in a county with a regional planning department, areas outside the city boundaries may not be included in the master plan without the county board's consent. Statute also authorizes cities and villages to establish official maps. While this statute authorizes the development of a master plan, no definition of what constitutes a plan is provided.

*The Cities of Glenwood City (1993), Hudson (1993), New Richmond (1973), and River Falls (1987), and the Villages of Baldwin (1988), Deer Park (n/a), Hammond (1994), North Hudson (1987), Roberts (1992), and Woodville (1984) have prepared and adopted master plans.*

Town Master Plans

Wis. Stats. • ss. 60.22(3)  
and ss. 60.62

Through their zoning authorities, towns are authorized to adopt official town maps by ordinance showing areas outside city and village limits suited to carry out specified purposes. Towns may cooperate with county planning agencies in rural planning (s. 60.23(5), Wis. Stats.); however, counties are not required to recognize town plans when preparing county development plans. Towns that do develop master plans for land use do so under "village powers".

*As shown in the Planning Enabling Authority table, the following towns have adopted village powers:*

<i>Baldwin</i>	<i>Forest</i>	<i>Somerset</i>	<i>Warren</i>
<i>Cylon</i>	<i>Hudson</i>	<i>Stanton</i>	
<i>Eau Galle</i>	<i>Kinnickinnic</i>	<i>Star Prairie</i>	
<i>Erin Prairie</i>	<i>St. Joseph</i>	<i>Troy</i>	

*Of the towns that have adopted village powers, the Towns of Hudson (1989), St. Joseph (1996), Troy (1992), Warren (1992) and Somerset (1998) have adopted official town master plans.*

Regional Master Plans

Wis. Stats. • s. 66.945(9)

Regional planning commissions are required to prepare and adopt master plans for the physical development of their respective regions. The master plan is advisory and includes maps, plats, charts, programs, descriptions and explanations. It also must include the commission's recommendations for physical development and may include main traffic arteries; bridges and viaducts; public buildings and places; parks, parkways and recreational areas; airports; waterways; public transit routes; main and interceptor sewers, water conduits, and other public utilities whether privately or publicly owned; and areas for industrial, commercial, residential, agricultural or recreational development.

*St. Croix County is a part of the West Central Wisconsin Regional Planning Commission. In 1978, the Commission completed a comprehensive Land Use Policy Plan for West Central Wisconsin. Since that time, the Commission has assisted numerous local governments in developing local comprehensive land use plans.*

#### Park and Recreation Plans

Wis. Stats. • ss. 59.97(3)(b)(2),  
60.66(4)(c), and 62.23(2)

Counties, towns, cities, and villages are authorized to prepare plans relating to the physical development of the community including parks, playgrounds, hunting and fishing grounds, forests and other facilities of a recreational nature.

*In 1994, the St. Croix County Planning, Zoning and Parks Committee adopted the St. Croix County Outdoor Recreation Plan. The Cities of Glenwood City and New Richmond, the Villages of Baldwin, Deer Park, Hammond, Roberts, Somerset, Star Prairie and Wilson, and the Towns of Hudson, St. Joseph and Troy also adopted this plan. In addition, the Cities of Hudson and River Falls have developed and adopted recreation plans.*

#### County Agricultural Preservation Plans

Wis. Stats. • ss. 59.97 and 91.55

As part of the farmland preservation program, counties are authorized to prepare and adopt agricultural preservation plans required to enable farmland owners to receive tax credits. These plans are components of, and must be consistent with, county development plans, in counties with development plans.

*In 1980, St. Croix County adopted the St. Croix County Farmland Preservation Plan. St. Croix County has one of the highest number of farmland preservation agreements in the state.*

## County Erosion Control Plans

Wis. Stats. • s. 92.10

Counties designated as priority counties by DATCP are required to adopt erosion control plans. The county Land Conservation Committee prepares plans and identifies land use changes or management practices that would bring areas into compliance with the standards adopted by the committee.

*St. Croix County adopted an erosion control plan in 1988. In addition, erosion control management activities are regulated in the county's subdivision ordinance.*

## County Solid Waste Management Plans

Wis. Stats. • ss. 59.07(135)(a)  
and 144.437(1)

County solid waste management boards are authorized to develop plans for a solid waste management system. These plans must be consistent with state criteria detailed in Wisconsin Administrative Code and be reviewed by DNR.

*In 1992, St. Croix County adopted the Solid Waste Management Plan for St. Croix County.*

## Sewer Service Plans

Wis. Stats. • s. 144.235 and  
Wis. Adm. Code • NR 121

The DNR is responsible for conducting a continuing planning process to control water pollution, integrating technical measures for pollution abatement and management arrangements necessary to implement those measures. An important element of this process is sewer service area planning.

Sewer service area plans, developed locally, are used to determine where a community's sewer development will occur. In areas of the state designated by the Governor, designated area-wide water quality planning agencies (generally regional planning commissions) are responsible for preparing the plan. In other areas, it is DNR's responsibility to work with local governments.

*Two areas in St. Croix County, Hudson and River Falls, were designated as sewer service planning areas. The Hudson Area Sewer Service Plan 1981-2000 was completed in 1980. The Hudson Area Urban Sewer Service Plan for 2020 was completed and approved in 1998. River Falls has begun the process of creating a sewer service plan.*

## Official Mapping

Wis. Stats. • ss. 60.61(e), 61.35 and 62.23(6)

Cities and villages, and towns exercising village powers, may establish official maps which show streets, highways, historic districts, parks and parkways, playgrounds, railroad rights-of-way, walkways and public transit facilities within and extending beyond their boundaries into their extraterritorial plat approval jurisdiction.

*The Cities of Hudson, New Richmond and River Falls, and the Villages of Baldwin, Somerset, Wilson, and Woodville have adopted official maps.*

## Local Planning by Regional Planning Commissions

Wis. Stats. • s. 66.945(12)(b)

Local units of government are authorized to enter into contracts with a regional planning commission to study and advise on land use, thoroughfares, community facilities, public improvement and encouragement of economic and other developments.

*St. Croix County is a member of the West Central Wisconsin Regional Planning Commission. All local units of government have the authority to enter into contracts with the WCWRPC for services related to the planning needs of the community.*

## DNR Land Acquisition and Property Master Planning

Wis. Stats. • ss. 23.09, 23.11, 23.28, 27.01, 28.04 and 227.11(2)(a)

The DNR owns and manages more than 1.2 million acres statewide and has the authority to acquire lands by gift, devise, purchase and condemnation for public purposes. When acquiring and before transferring any property containing historic or archeological properties, the DNR must work with the State Historical Society to ensure protection.

*According to the Wisconsin Department of Natural Resources (DNR), as of December 31, 1995, the DNR owned and managed 8,741 acres in St. Croix County.*

## Transportation Planning

Wis. Stats. • s. 85.02 and ISTEA requirements

DOT is involved in a variety of systems and facilities planning processes, including work with Metropolitan Planning Organizations (MPOs).

In November 1994, DOT adopted TRANSLINKS 21, a plan for transportation through 2020. Under TRANSLINKS 21, DOT will pursue completion of the multi-lane Corridors 2020 backbone network including highways 10, 29, 41, 51, 53, and 151. The plan calls for additional investments to rehabilitate and modernize existing state and interstate highways, and addresses land use and highway demand management. DOT also has approval authority for the location of airports.

*The Wisconsin Department of Transportation (WisDOT) has identified Interstate 94 as a backbone highway, and State Trunk Highways (STHs) 35, 63 and 64 as connector highways.*

#### Transportation Facility Location

Wis. Stats. • ss. 84.12, 84.295,  
114.01, 114.134(3)

The DOT has authority to designate and construct freeways and expressways, and has authority related to bridges that cross state boundary waters. This includes the authority to officially map for future freeways and expressways. The DOT also has approval authority for the location of airports.

#### DOT Property Acquisition

Wis. Stats. • ss. 32.185-32.27,  
84.09(a), 85.04 and 85.09

The DOT acquires land for highways and other transportation facilities by gift, devise, purchase and condemnation. This includes lands for wetland and archaeological site mitigation. The DOT also has first right to acquire abandoned railroad lands. When acquiring or transferring any property containing historic or archeological properties, the DOT must work with the State Historical Society to ensure that such properties are protected.

## PLANNING ENABLING AUTHORITY SUMMARY

- In St. Croix County, local units of government have used various enabling authorities to undertake planning efforts.
- Although St. Croix County has not completed a county plan under s.59.69(3)(d), it has prepared functional plans on specific issues such as, outdoor recreation, soil erosion control, agricultural preservation, and solid waste management.
- To date, planning by the county has generally been done as a prerequisite to funding, tax credits, or because of a mandate.
- Of the 13 cities and villages, 10 have prepared master plans. Most of these plans are fairly current, however, New Richmond's was adopted in 1973.
- Official mapping is another municipal planning tool that has been used by only seven of the 13 cities and villages.
- Sewer service area planning is being conducted in Hudson and North Hudson. River Falls will be undertaking sewer service area planning in the near future.
- Towns in the county have been less inclined to undertake planning. Only four of the 21 towns have prepared a master plan.
- The four towns that have prepared plans (Hudson, St. Joseph, Troy and Warren) are located in the western edge of the county, where development is the greatest. It is expected that other towns will undertake planning as development continues.
- Twelve of the 21 towns in the county have adopted village powers allowing them the authority to do planning and official mapping.
- Presently, none of the towns have adopted an official map, although many have the authority to do so under village powers.
- The challenge for St. Croix County is to strive for an effective intergovernmental process that facilitates the coordination of these plans as they are developed and implemented.

## Planning Enabling Authority

	County Development Plan	Master Plan - City, Village or Town	Park & Recreation Plans	County Agr. Preservation Plan	County Erosion Control Plan	County Solid Waste Mngt. Plan	Sewer Service Plans	Official Mapping	Towns Adopting Village Powers				
<b>ST. CROIX COUNTY</b>	○		● 94	● 80	● 88	● 92							
<b>CITIES</b>													
Glenwood City		● 93	● 94					○					
Hudson		● 93	● 93				● 80	●					
New Richmond		● 73	● 94					●					
River Falls		● 95	● 95				○	●					
<b>VILLAGES</b>													
Baldwin		● 88	● 94					●					
Deer Park		●	● 94					○					
Hammond		● 94	● 94					○					
North Hudson		● 87	○					○					
Roberts		● 92	● 94					○					
Somerset		○	● 94					●					
Star Prairie		○	● 94					○					
Wilson		○	● 94					●					
Woodville		● 84	○					●					
<b>TOWNS</b>													
Baldwin		○						○	● 58				
Cady									○				
Cylon		○						○	● 78				
Eau Galle		○						○	● 67				
Emerald									○				
Erin Prairie		○						○	●				
Forest		○						○	● 91				
Glenwood									○				
Hammond									○				
Hudson		● 89	● 94					○	● 59				
Kinnickinnic		○						○	● 86				
Pleasant Valley									○				
Richmond									○				
Rush River									○				
St. Joseph		● 96	● 94					○	● 59				
Somerset		● 98							● 98				
Springfield									○				
Stanton		○						○	● 77				
Star Prairie		○						○	● 72				
Troy		● 92	● 94					○	● 59				
Warren		● 92	○					○	● 90				

○ Authority

● Implemented/Year of Adoption or Latest Updated

## ZONING ENABLING AUTHORITY AND PLATTING FUNCTIONS

One practice that local governments can use to directly affect land use and development is through the use of ordinances regulating zoning and platting activities.

The following section describes legislation and regulations that enable local governments to implement zoning and platting requirements.

### County Zoning Ordinances

Wis. Stats. • s. 59.97(4)

Any county board may, by ordinance, establish and regulate districts within the county, but outside of incorporated villages and cities, to promote public health, safety and general welfare.

*In 1967, St. Croix County adopted a county zoning ordinance. In 1974, a comprehensive revision was adopted. Since then, 17 towns have adopted the county's ordinance. These towns include: Baldwin, Cylon, Eau Galle, Emerald, Erin Prairie, Hammond, Kinnickinnic, Pleasant Valley, Richmond, Rush River, St. Joseph, Somerset, Springfield, Stanton, Star Prairie, Troy, and Warren.*

### City and Village Zoning Ordinances

Wis. Stats. • ss. 62.23 and 61.35

A city council may regulate and restrict by ordinance the size of buildings and other structures; the percentage of a lot that may be occupied; the size of yards, courts and other open spaces; the density of population; and the location and use of buildings, structures and land.

*Zoning ordinances have been adopted by the Cities of Glenwood City, Hudson, New Richmond, and River Falls, and the Villages of Baldwin, Deer Park, Hammond, North Hudson, Roberts, Somerset, Star Prairie, Wilson, and Woodville.*

### Town Zoning Ordinances

Wis. Stats. • s. 60.61

In counties where there is no general county zoning in force under Wis. Stats. 59.97, towns are authorized to adopt zoning ordinances under certain circumstances. Towns may also adopt ordinances to protect ground and surface waters, access for sunlight for solar collectors and wind for wind energy systems, and burial sites. Towns must petition the county to adopt a county ordinance. If the county does not, a town may adopt a town zoning ordinance.

*In St. Croix County, the Town of Hudson adopted its own zoning ordinance before St. Croix County adopted its first zoning ordinance in 1967. The Towns of Cady and Forest have not adopted any zoning ordinance, and the remaining towns have adopted the county zoning ordinance.*

Town Zoning Ordinances when  
Exercising Village Powers

Wis. Stats. • s. 60.62

Towns granted village powers under s. 60.10(2)(c), Wis. Stats. are authorized to adopt zoning ordinances under s. 61.35, Wis. Stats. -- the same enabling statute for city and village zoning authorities -- with county board approval. Towns may exercise these powers regardless of county zoning.

*The Town of Hudson has adopted their own zoning ordinance as a result of exercising village powers.*

Extraterritorial Zoning

Wis. Stats. • ss. 61.35, 62.23 and 62.23(7a)

A city or village with a plan commission and a zoning ordinance may exercise extraterritorial zoning jurisdiction. The jurisdiction of a first, second or third class city extends three miles beyond its corporate limits. The jurisdiction of a fourth-class city or village extends one and a half miles beyond the limit. Extraterritorial zoning requires the formation of a joint extraterritorial committee evenly comprised of members of the municipality and the town(s) involved.

*Extraterritorial zoning ordinances have been adopted jointly by:*

- *City of Hudson/Town of Hudson*
- *City of River Falls/Towns of Troy and Kinnickinnic*

County Shoreland/Wetland Management  
Zoning Ordinances

Wis. Stats. • ss. 59.971 and 144.26

Each county is required to zone by ordinance all shorelands in its unincorporated areas. Ordinances enacted under the enabling statute supersede all provisions of ordinances enacted under s. 59.97, Wis. Stats. Town approval is not required. Shorelands include areas within 1,000 feet of a lake or 300 feet of a navigable stream. Shoreland zoning ordinances may be more restrictive than minimum state standards, but not less. Counties may permit only certain uses in wetlands of five acres or more within the shoreland zone.

*The state requirements of shoreland zoning were adopted by St. Croix County and incorporated as part of the county's zoning ordinance. Shoreland zoning requirements in St. Croix County's ordinance permit only certain uses in wetlands of three acres or more within the shoreland zone. This ordinance is effective in all towns.*

City and Village Shoreland/Wetland  
Protection Ordinances

Wis. Stats. • ss. 61.351, 62.231  
and 144.26

Cities and villages are required to zone by ordinance all unfilled wetlands of five acres or more which are shown on DNR's final wetland inventory maps located within shorelands and within the incorporated area. Ordinances adopted under s. 62.23 or s. 61.35, Wis. Stats., may be more restrictive than wetland protection ordinances, but not less restrictive.

*The Cities of Hudson and New Richmond, and the Villages of Deer Park, Roberts, and Wilson have ordinances regulating the protection of shorelands and wetlands.*

Lower St. Croix National Scenic Riverway

Wis. Stats. • ss. 30.27(2)-(3)  
and 59.97

In order to preserve the scenic and recreational value of the Lower St. Croix River, the State of Wisconsin included the river in the national wild and scenic rivers act. Subsequently, counties, cities, villages, and towns, that have all or part of their area within the Lower St. Croix National Scenic Riverway, are required to adopt zoning ordinances that minimize development impacts on the values of the riverway.

*St. Croix County has adopted development ordinances that, according to the Wisconsin Department of Natural Resources, adequately protect and preserve the scenic and recreational value of the riverway.*

County, City and Village Floodplain Ordinances

Wis. Stats. • s. 87.30 and  
NR 116, Wis. Adm. Code

Counties, cities and villages are required to adopt reasonable and effective floodplain zoning ordinances within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available.

*St. Croix County has adopted and implemented a floodplain ordinance into the county zoning ordinance. This ordinance is effective in all towns. In addition, the City of Hudson and the Villages of Roberts, Wilson and Woodville, have also adopted floodplain ordinances.*

## Sanitary Ordinance

Wis. Stats. • s. 59.065  
Wis. Adm. Code • ILHR 83.06

Every county shall adopt an ordinance governing private sewage systems. The ordinance shall apply to the entire area of the county.

*St. Croix County adopted a Sanitary Ordinance in 1974 and recodified the ordinance in 1986.*

## County Subdivision Regulation

Wis. Stats. • s. 236.46

County planning agencies are authorized to prepare plans in the form of ordinances for the future platting of lands outside of incorporated areas, or for the future location, of streets or highways or parkways, and the extension or widening of existing streets or highways. A county may adopt these plans without the approval of affected towns.

*Chapter 18 of St. Croix County's Land Use Regulations Ordinances regulates the subdivision development in the county. In 1991, St. Croix County completely revised the subdivision ordinance.*

## Local Subdivision Regulation

Wis. Stats. • s. 236.45

This section is the enabling legislation that allows all local governments to have more restrictive subdivision ordinances.

*Of the 34 local government units in St. Croix County, 10 towns (Baldwin, Cylon, Hudson, Kinnickinnic, Pleasant Valley, St. Joseph, Somerset, Stanton, Troy and Warren), 8 villages (Baldwin, Hammond, North Hudson, Roberts, Somerset, Star Prairie, Wilson and Woodville), and four cities (Glenwood City, Hudson, New Richmond, and River Falls) have adopted their own subdivision ordinances.*

## Extraterritorial Plat Review

Wis. Stats. • s. 236.02(5)

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second or third class city and one and a half miles beyond the limits of a fourth class city or village.

*Currently, the Cities of Glenwood City, Hudson, New Richmond and River Falls, and the Villages of Baldwin, Hammond, North Hudson, Roberts, Somerset, Star Prairie, Wilson, and Woodville, have adopted a subdivision ordinance and can exercise extraterritorial plat review authority.*

County, City and Village Erosion Control  
and Storm Water Management Ordinances

Wis. Stats. • ss. 59.974, 61.354,  
62.234 and 144.266

Counties are authorized to enact ordinances to control construction site erosion control at sites in unincorporated areas, if the sites are not for building construction or storm water management. Cities and villages are authorized to enact similar ordinances affecting their incorporated areas.

*St. Croix County, along with the Cities of Hudson, New Richmond, and River Falls, and the Village of North Hudson, have adopted erosion control regulation and management practices as part of the subdivision ordinance.*

Nonmetallic Mining Ordinance

Wis. Stats. • s.66.038(2) & 59.97

Any county, city, village, or town may adopt by ordinance any regulations for the reclamation of nonmetallic mining sites.

*St. Croix County adopted a nonmetallic mining ordinance in 1989. This ordinance is effective in all towns. The City of Hudson and Village of Somerset have also adopted nonmetallic mining ordinances.*

Animal Waste Management Ordinance

Wis. Stats. • s.59.07(51) & 92.16

Any county, city, village, or town may enact an ordinance, regulating the construction of animal waste storage facilities and use of animal wastes, in order to maintain the sanitary conditions of the county.

*St. Croix County adopted an Animal Waste Management Ordinance in 1985. This ordinance is effective in all towns.*

Tire Management Ordinance

Wis. Stats. • s. 144.449(3), 59.07(133) &  
(135), and 159.17  
Admin Code NR 502.05

Local governments are able to enact ordinances in order to manage the storage of waste materials.

*St. Croix County adopted a Tire Management Ordinance in 1985. This ordinance is effective in all towns.*

Agricultural Shoreland Management Ordinances

Wis. Stats. • s. 92.14(3m)  
and 92.17

DATCP may provide cost-share grants to offset county and landowner costs of installing shoreland protection practices where counties, cities, villages or towns have adopted agricultural shoreland management ordinances. This authority was enacted into law in 1992.

Historic Preservation Ordinances

Wis. Stats. • s. 59.97(4m), 60.64  
and 62.23(7)(em)

All cities and villages with properties listed in the State Register of Historic Places or National Register of Historic places must enact historic preservation ordinances. Counties and towns are also authorized to enact ordinances to regulate places, structures, objects and districts with special character, historic interest, aesthetic interest, or other significant value to preserve them.

*Only the Cities of Hudson and New Richmond and the Village of North Hudson have properties listed in the State or National Registers of Historic Places. Of these, the City of New Richmond and the Village of North Hudson have adopted and enacted a historic preservation ordinance. According to the Wisconsin Historical Society, neither St. Croix County nor any of the towns have adopted historic preservation ordinances.*

Town Mobile Home Park Standards

Wis. Stats. • s. 66.058(2)(c)

Town boards may adopt mobile home park ordinances with more restrictive standards than the county zoning ordinance.

*The Towns of Eau Galle, Erin Prairie, Glenwood, Hudson, Kinnickinnic, Richmond, Rush River, Springfield, Stanton, and Star Prairie have adopted a mobile home ordinance.*

Water Management Regulations

Wis. Stats. • chs. 30 and 31

DNR has authority to issue permits affecting navigable waters of the state. DNR received more than 1,480 and 1,605 permit applications in 1993 and 1994, respectively, for waterway projects which potentially affect adjacent land uses. These include bulkhead line ordinance establishment, bridge or culvert placement, dam construction, stream realignment, retaining wall construction, water diversion and pond construction.

A county board may designate a portion of the county trunk highway system as controlled-access highways, with the consent of the town, village or city governing body in which the portion lies. On controlled-access highways, no street, highway, or private entrance may be connected without the previous consent of the county board. Abutting landowners have no right or easement of access.

*St. Croix County does not have any controlled-access highways.*

**ZONING ENABLING AUTHORITY AND PLATTING FUNCTIONS SUMMARY**

-  The St. Croix County zoning ordinance has been adopted and implemented by 17 of the 21 towns in the county.
-  Although revisions to the zoning ordinance are made on an on-going basis, the last major comprehensive revision was in 1974.
-  The county subdivision ordinance was revised in 1991, and is functioning in all 21 towns.
-  Older county ordinances, such as the Shoreland/Wetland, Riverway District and Floodplain ordinances, should be reviewed in order to ensure that they are still effective and achieving the desired results.
-  All of the cities and villages have a zoning ordinance. Most of these ordinances are fairly current,
-  however, the Village of Wilson adopted its ordinance in 1976.
-  Extraterritorial zoning only exists around the Cities of Hudson and River Falls.
-  Local subdivision regulations have been adopted by 12 of the 13 cities and villages. Most of the subdivision regulations are current with the exception of the Village of Wilson, which was enacted in 1976.
-  In addition to the county subdivision regulations, local subdivision regulations have been adopted in 10 of the 21 towns.
-  Extraterritorial plat review is exercised in 12 of the 13 cities and villages through their local subdivision ordinances.

## Zoning Enabling Authority and Platting Functions

	General Zoning Ordinance	Extraterritorial Zoning	Co. Shoreland/Wetland Ordinance	City & Village Shoreland/Wetland	St. Croix Riverway District	Floodplain Ordinances	Sanitary Ordinance	County Subdivision Regulation	Local Subdivision Regulation	Extraterritorial Plat Review	Erosion Control/Storm Water Mngt	Nonmetallic Mining Ordinance	Animal Waste Ordinance
<b>ST. CROIX COUNTY</b>	● 74		● 74		● 74	● 74	● 86	● 91			● 91	● 89	● 85
<b>CITIES</b>													
Glenwood City	●	○		○		○			●	●	○	○	○
Hudson	● 95	●		●	●	●			●	●	●	● 95	○
New Richmond	● 95	○		●		○			● 95	●	●	○	○
River Falls	● 95	● 94		○		○			● 95	●	●	○	○
<b>VILLAGES</b>													
Baldwin	● 91	○		○		○			● 91	●	○	○	○
Deer Park	● 87	○		● 87		○			○	○	○	○	○
Hammond	● 94	○		○		○			● 94	●	○	○	○
North Hudson	● 94	○		○	●	○			● 94	●	●	○	○
Roberts	● 93	○		●		●			● 98	●	○	○	○
Somerset	● 94	○		○		○			● 94	●	○	● 90	○
Star Prairie	● 93	○		○		○			● 97	●	○	○	○
Wilson	● 76	○		● 94		● 87			● 76	●	○	○	○
Woodville	● 96	○		○		● 89			● 96	●	○	○	○
<b>TOWNS</b>													
Baldwin	☞		☒			☒	☒	☒	☒ 81		☒	☒	☒
Cady	○		☒			☒	☒	☒	○		☒	☒	☒
Cylon	☞		☒			☒	☒	☒	☒ 78		☒	☒	☒
Eau Galle	☞		☒			☒	☒	☒	○		☒	☒	☒
Emerald	☞		☒			☒	☒	☒	○		☒	☒	☒
Erin Prairie	☞		☒			☒	☒	☒	○		☒	☒	☒
Forest	○		☒			☒	☒	☒	○		☒	☒	☒
Glenwood	☞		☒			☒	☒	☒	○		☒	☒	☒
Hammond	☞		☒			☒	☒	☒	○		☒	☒	☒
Hudson	☞ 94		☒		☒	☒	☒	☒	☒ 92		☒	☒	☒
Kinnickinnic	☞		☒			☒	☒	☒	☒ 76		☒	☒	☒
Pleasant Valley	☞		☒			☒	☒	☒	☒ 97		☒	☒	☒
Richmond	☞		☒			☒	☒	☒	○		☒	☒	☒
Rush River	☞		☒			☒	☒	☒	○		☒	☒	☒
St. Joseph	☞		☒		☒	☒	☒	☒	☒ 93		☒	☒	☒
Somerset	☞		☒		☒	☒	☒	☒	☒ 99		☒	☒	☒
Springfield	☞		☒			☒	☒	☒	○		☒	☒	☒
Stanton	☞		☒			☒	☒	☒	☒ 96		☒	☒	☒
Star Prairie	☞		☒			☒	☒	☒	○		☒	☒	☒
Troy	☞		☒		☒	☒	☒	☒	☒ 79		☒	☒	☒
Warren	☞		☒			☒	☒	☒	☒ 76		☒	☒	☒

- Authority
- ☞ Implemented - By towns adopting the St. Croix County ordinance.
- ☞ Implemented - By local ordinance.

- ☒ Implemented - By St. Croix County in all unincorporated towns.
- ☒ Implemented - By local ordinance in addition to St. Croix County's ordinance.

## Zoning Enabling Authority and Platting Functions - Con't

	Tree Management Regulation	Agri Shoreland Mngt Ordinance	Historic Preservation Ordinance	Town Mobile Home Standards										
<b>ST. CROIX COUNTY</b>	● 85	○	○											
<b>CITIES</b>														
Glenwood City		○	○											
Hudson		○	⌚											
New Richmond		○	●											
River Falls		○	○											
<b>VILLAGES</b>														
Baldwin		○	○											
Deer Park		○	○											
Hammond		○	○											
North Hudson		○	●											
Roberts		○	○											
Somerset		○	○											
Star Prairie		○	○											
Wilson		○	○											
Woodville		○	○											
<b>TOWNS</b>														
Baldwin	⌘	○	○	○										
Cady	⌘	○	○	○										
Cylon	⌘	○	○	○										
Eau Galle	⌘	○	○	●										
Emerald	⌘	○	○	○										
Erin Prairie	⌘	○	○	● 88										
Forest	⌘	○	○	○										
Glenwood	⌘	○	○	● 88										
Hammond	⌘	○	○	○										
Hudson	⌘	○	○	● 72										
Kinnickinnic	⌘	○	○	● 72										
Pleasant Valley	⌘	○	○	○										
Richmond	⌘	○	○	● 70										
Rush River	⌘	○	○	●										
St. Joseph	⌘	○	○	○										
Somerset	⌘	○	○	○										
Springfield	⌘	○	○	●										
Stanton	⌘	○	○	● 84										
Star Prairie	⌘	○	○	● 70										
Troy	⌘	○	○	○										
Warren	⌘	○	○	○										

- Authority
- ⌚ Must adopt ordinance according to State Statute.
- ⌘ Implemented - By towns adopting the St. Croix County ordinance.

- ⌘ Implemented - By local ordinance.
- ⌘ Implemented - By St. Croix County in all unincorporated towns.

One way local governments can influence land use and development is through the use of taxation and financial incentives.

The following section describes regulations that enable local governments to implement tax and fiscal policy in order to control land development.

#### Farmland Preservation Program

Wis. Stats. • ch. 91

The farmland preservation program, administered by DATCP, provides property tax relief to farmland owners and encourages local government to develop farmland preservation policies. Property tax relief is based on income, amount of property tax and type of land use controls protecting the farmland. Farmland protection could consist of either a preservation agreement or exclusive agricultural zoning.

*In 1980, St. Croix County adopted a Farmland Preservation Plan. Currently, St. Croix County has nearly 82,000 acres in Farmland Preservation Agreements and additional acres zoned Exclusive Agricultural. This resulted in St. Croix County having 426 Farmland Preservation Credit claims for over \$521,000 in 1996. The average claim was for \$1,224, slightly above the state average of \$1,203.*

#### Forest Land Tax Programs

Wis. Stats. • chs. 70 and 77

DNR manages three forestry tax laws that provide tax incentives to encourage managing private forest lands for forest crop production while recognizing a variety of other objectives.

*In St. Croix County, there are 4,096 acres of Woodland Tax Law, 2,510 acres of Forest Crop Law, and 7,667 acres of Managed Forest Law program areas.*

#### Tax Increment Finance District Program

Wis. Stats. • ss. 66.436 and 66.46

Cities and villages are authorized to create tax increment financing districts and prepare development or redevelopment plans for them. Regional planning commissions or private consultants often assist cities and villages. Tax increment financing districts are typically used to finance infrastructure costs of commercial and industrial park development. DOR must certify the required project plans of all districts and establish base values.

*The Cities of Glenwood City, Hudson, New Richmond and River Falls, and the Villages of Baldwin, Hammond, North Hudson, Somerset, Wilson and Woodville have Tax Increment Finance districts.*

Monies in Lieu of Dedication

Wis. Stats. • s. 236.45

Cities, villages and towns can choose to accept money in lieu of a dedication during the approval of a subdivision.

*In 1974, subdivision regulations were adopted to allow each town to collect a payment in lieu of dedication. Since that time, St. Croix County has collected this fee and set it aside in an account to be used by each town for the purpose of furthering outdoor recreation. In addition, according to their subdivision ordinances, the Cities of Glenwood City, Hudson, New Richmond, and River Falls, the Villages of Baldwin, Hammond, North Hudson, and Somerset, and the Town of Hudson, also have the option to receive a payment in lieu of dedication.*

Development Impact Fees

Wis. Stats. • s. 66.55

Counties, cities, villages and towns can impose development impact fees. To collect such fees, a community must adopt an ordinance and prepare a public facilities assessment report detailing the costs of services to be offset by fees. Local governments must show a direct correlation between the development and the increased costs of services, infrastructure development and maintenance it requires.

*In 1996, the City of Hudson adopted an ordinance that allows the city to impose fees on developments in order to recoup the costs of extending or improving municipal services to that development.*

Use-Value Assessment

Wis. Stats. • ss. 70.32(2r) and 73.03(49)

DOR annually prescribes the assessed values for farmland in the Wisconsin Property Assessment Manual. Under legislation signed into law in 1995, these values will be phased in by municipal assessors over ten years beginning in 1998. The process will be defined in the Wisconsin Administrative Code including the definition of agricultural land, the method of collecting rents, and the mechanics of the capitalization process. The law includes a rollback penalty of five percent of the difference between "use value" and "market value" if the holding period is less than five years.

Wisconsin Development Fund

Wis. Stats. • s. 560.60

This program provides financial assistance to Wisconsin businesses to support economic development projects that will create or retain jobs in the state. The program is targeted to specific funding needs, such as labor training, research into new products or processes, facilities or the feasibility of employees owning a business. DOC works very closely with local communities on business location, expansion and retention projects.

Outdoor Recreation Funding

Wis. Stats. • ss. 20.866, 23.0915, 23.092, 23.094, 23.096, 23.175, 23.27, 23.29, 23.293, 23.294 and 30.277

The DNR administers grants to local governments and non-profit conservation organizations to acquire and develop conservation and recreation lands. The DNR also acquires lands and easements through this program.

Clean Water Fund

Wis. Stats. • ss. 144.21, 144.241 and 144.2415

Through this program DNR administers grants and loans to municipalities and school districts to design and construct facilities to prevent and abate water pollution.

Community Development Block Grants

PL 42-USC-5301, 5320  
Wis. Stats. • s. 560.04 and 16.358

This program offers grants administered both by DOA and DOC. The DOA program provides grants to general purpose units of government on the basis of need and competition. These grants are for housing programs, primarily for low- and moderate-income households and primarily for projects that rehabilitate, demolish or remove buildings. There are two types of community development block grants: federally administered entitlement grants to large cities and state administered application-based grants to small communities.

The DOC-administered community development block grants go to local governments, with populations less than 50,000 to help businesses create or retain jobs emphasizing employment for low- and moderate-income individuals. The grants can also be used to help communities provide the infrastructure for a particular economic development project, as well as to help communities upgrade infrastructure and utilities in low- and moderate-income neighborhoods.

## Contaminated Lands Remediation

Wis. Stats. • s. 144.76(9)

The Land Recycling Law of 1994 encourages redeveloping "brownfields" by limiting liability of purchasers, municipalities, lenders, trustees and administrators of probate estates from certain parts of the Hazardous Substance Discharge Law (spills law). DNR is exploring various funding options to help implement this law. There is no concurrent federal limit on liability.

## Petroleum Environmental Cleanup Fund Award (PECFA) Program

Wis. Stats. • s. 101.43  
Wis. Adm. Code • ILHR 47

DILHR administers this program, which provides partial funding to remediate environmental contamination from petroleum product storage. Included in the coverage are storage-tank systems containing gasoline, gasoline-alcohol fuel blends, kerosene, fuel oil, burner oil, diesel fuel, and used motor oil. Many underground and above-ground storage systems are covered, along with their on-site integral piping and dispensing components. DILHR coordinates this program with DNR, which has responsibilities related to remediating contaminated sites.

## Tax Credits for Historic and Archaeological Places

Wis. Stats. • ss. 71.07(9m) and (9r); and 70.11

SHS administers state and federal tax credits for rehabilitating historic buildings. Property tax exemptions for archaeological properties listed in the State Register and for certain historic buildings provide incentives for preservation and protection.

### *TAX AND FISCAL POLICY SUMMARY*

- ✦ In 1996, St. Croix County had 426 Farmland Preservation Credit claims for over \$521,000. This was an average of \$1,224 per claim, slightly above the state average of \$1,203.
- ✦ Tax increment finance districts have been established in 10 of the 13 villages and cities.

- ✦ The City of Hudson is the only municipality to adopt and implement development impact fees.
- ✦ There are over 14,000 acres of forest land enrolled in various tax credit programs.

## Tax and Fiscal Policy

	Farmland Preservation Program	Forest Land Tax Programs	Tax Increment Finance	Monies In Lieu of Dedication	Development Impact Fees										
<b>ST. CROIX COUNTY</b>	●	●		☒	○										
<b>CITIES</b>															
Glenwood City			●	●	○										
Hudson			●	●	● 96										
New Richmond			●	●	○										
River Falls			●	●	○										
<b>VILLAGES</b>															
Baldwin			●	●	○										
Deer Park			○	○	○										
Hammond			●	●	○										
North Hudson			●	●	○										
Roberts			○	○	○										
Somerset			●	●	○										
Star Prairie			○	○	○										
Wilson			●	○	○										
Woodville			●	○	○										
<b>TOWNS</b>															
Baldwin	●	●		☒	○										
Cady	●	●		☒	○										
Cylon	●	●		☒	○										
Eau Galle	●	●		☒	○										
Emerald	●	●		☒	○										
Erin Prairie	●	●		☒	○										
Forest	●	●		☒	○										
Glenwood	●	●		☒	○										
Hammond	●	●		☒	○										
Hudson	●	●		☒	○										
Kinnickinnic	●	●		☒	○										
Pleasant Valley	●	●		☒	○										
Richmond	●	●		☒	○										
Rush River	●	●		☒	○										
St. Joseph	●	●		☒	○										
Somerset	●	●		☒	○										
Springfield	●	●		☒	○										
Stanton	●	●		☒	○										
Star Prairie	●	●		☒	○										
Troy	●	●		☒	○										
Warren	●	●		☒	○										

- Authority
- ☒ Authority - To levy a fee under town ordinance. Current fees are collected by the County.
- Implemented

- ☒ Implemented - By St. Croix County ordinance. Fees are collected and distributed by the County for each town according to development activity.
- ☒ Implemented - Levies an additional fee at the local level by local ordinance.

## MUNICIPAL BOUNDARIES

The changing of municipal boundaries can be one of the most challenging and divisive issues for local governments.

local governments to plan for and execute changes in municipal boundaries.

The following section describes legislation and regulations that enable

### Municipal Annexation

Wis. Stats. • ss. 66.021, 66.024, and 66.025

Annexation is the process by which unincorporated territory becomes part of an existing incorporated municipality. Wisconsin statutes provide a mechanism by which land owners and electors may transfer their contiguous land parcels from unincorporated towns to cities and villages, and by which cities and village can annex adjacent lands. The DOA provides technical assistance and reviews petitions for municipal annexation, providing advisory public interest opinions in counties with a population greater than 50,000.

### Municipal Incorporation

Wis. Stats. • ss. 1.11, 66.013-66.02

Citizens may file a petition with the circuit court to incorporate a designated area within an unincorporated town into a city or village. Incorporation can be used to consolidate an entire town with a municipality. DOA reviews and approves incorporation petitions, which are then subject to a referendum of residents within the proposed incorporated area.

### Municipal Consolidation

Wis. Stats. • s. 66.02

Consolidations that involve an existing city or village and an entire town follow the same process and standards of municipal incorporation. Incorporated municipalities can consolidate after successful referendum in each community included in the consolidation. No state involvement is required.

### Cooperative Boundary Plans

Wis. Stats. • s. 66.023

Any combination of cities, villages and towns may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The parties can freeze boundaries, provide for phased boundary changes, or provide that boundary changes may occur if certain conditions are met. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare, as well as efficiency and economy in the process of development.

Cooperative boundary plans cover at least a 10-year period. The DOA provides technical assistance to communities preparing cooperative boundary plans, and reviews and approves plans.

*There are no cooperative boundary plans between local municipalities in St. Croix County.*

#### Cooperative Boundary Agreements

Wis. Stats. • s. 66.027

Two municipalities whose boundaries are immediately adjacent to each other at any point may set the boundary between them. The agreement must be approved by the governing bodies of both municipalities involved and must pass a public referendum in areas to be annexed or detached. This type of agreement can be used to settle boundary-related litigation between communities, or for service sharing agreements between local units of government.

*There are no cooperative boundary agreements between municipalities in St. Croix County.*

## SPECIAL DISTRICTS WITHIN MUNICIPALITIES

One way in which municipalities can influence and effect positive changes in the way they control development activities is through the use of special districts. Formation of these districts is to allow taxation in which collected funds are used to achieve particular goals (e.g. neighborhood improvements, business

development, or historical and architectural conservation).

The following section describes legislation and regulations that enable municipalities to form special purpose districts in order to effect land development in particular parts of the community.

### Utility Districts

Wis. Stats. • ss. 66.072

Towns, villages, and third and fourth-class cities may establish utility districts. In villages and third and fourth class cities, utility district funds may be used to pay for highways, sewers, sidewalks, street lighting and water for fire protection that is not paid for by special assessment. Towns may use utility district funds to pay for any convenience or public improvement that is provided in the district which is not paid for by special assessment.

*It is not known how many towns, villages and cities have established utility districts.*

### Local Development (Urban Development) Areas

Wis. Stats. • ss. 66.405 and 66.406

Cities are authorized to prepare redevelopment plans for areas that are substandard or unsanitary as a result of inadequate planning; excessive land coverage; lack of proper light, air or open space; defective design and arrangement of buildings; lack of proper sanitary facilities; and the existence of buildings which have become economic or social liabilities.

*No St. Croix County cities have prepared redevelopment plans.*

### Reinvestment Neighborhoods

Wis. Stats. • s. 66.465

Cities, villages and towns are authorized to delineate reinvestment neighborhoods or areas.

*There are no reinvestment neighborhoods in local municipalities in St. Croix County.*

## Business Improvement Districts

Wis. Stats. • s. 66.608

Cities, villages and towns may create business improvement districts within their boundaries and adopt operating plans for the development, redevelopment, maintenance, operation and promotion of the districts.

*In 1988, the City of River Falls created a Business Improvement District along Main Street in downtown.*

## Architectural Conservancy Districts

Wis. Stats. • s. 66.609

Cities, villages and towns may create architectural conservancy districts within their boundaries and adopt operating plans for the development, redevelopment, maintenance, operation and promotion of the districts. Architectural conservancy districts are operated under the direction of a district board.

*According to the Wisconsin Historical Society, there are no Architectural Conservancy Districts in St. Croix County.*

## SPECIAL PURPOSE UNITS OF GOVERNMENT

Local governments, including towns and counties, are authorized to create special purpose units of government that are able to levy taxes in order to address particular issues in the area. Formation of these districts is to allow taxation in which collected funds are used to

achieve particular goals (e.g. environmental resource management, pollution control, and education).

The following section describes legislation and regulations that enable the formation of special purpose units of government.

### Sewer and Water Approvals

Wis. Stats. • chs. 144, 145, 147 and 162

DNR has approval authority for municipal wastewater collection and treatment systems, water mains, water well construction and pump installation, and servicing septic and holding tanks. Approvals are based on engineering criteria and last-cost alternatives for protecting water quality.

*There are currently 11 public water systems serving 12 villages and cities (Baldwin, Glenwood City, Hammond, Hudson, New Richmond, North Hudson, River Falls, Roberts, Somerset, Star Prairie, Wilson, and Woodville), and 12 public waste water systems serving 13 villages and cities (Baldwin, Deer Park, Glenwood City, Hammond, Hudson, New Richmond, North Hudson, River Falls, Roberts, Somerset, Star Prairie, Wilson, and Woodville).*

*There are also four other sewer systems in St. Croix County. These systems are in the unincorporated Villages of Boardman, Emerald and Forest, and the St. Croix Meadows Mobile Home Park (Houlton).*

### Sanitary Districts

Wis. Stats. • ss. 60.70-60.79

Sanitary districts may be formed by town boards to plan, construct, and operate public water supply, sewage disposal or solid waste collection facilities. Districts may harvest aquatic plants or treat waters for swimmer's itch or algae problems. Sanitary districts are managed by local commissions, which may levy special assessments and collect charges for activities and services. DNR can also order the formation of sanitary districts, however, there is virtually no oversight of the formation or expansion of sanitary districts.

*The Towns of Emerald, Forest, Glenwood, and Richmond have sanitary districts located within their boundaries.*

Drainage districts are organized under state law to promote and maintain drainage of agricultural lands. County drainage boards and local circuit courts handle the business of drainage districts. Drainage boards must submit a report to the circuit court, which establishes drainage benefits. These benefits are then used to assess district costs against property in the district.

DATCP regulates agricultural drainage districts through administrative rules that establish performance standards and procedures to assess benefits and investigate district compliance.

*There are no drainage districts in St. Croix County.*

Lake management districts are special purpose units of government administered by a board of commissioners. District voting members make major policy decisions at annual meetings. Districts have the authority to levy taxes, make special assessments, or charge user fees to finance lake management activities. A lake management district may exercise the same powers as a sanitary district if authorized by the unit of government that created the district.

*There are three Inland Lake Protection and Rehabilitation Management Districts in St. Croix County. These are:*

- *Bass Lake (Towns of St. Joseph and Somerset)*
- *Squaw Lake (Town of Star Prairie)*
- *Cedar Lake (Town of Star Prairie)*

All territory in Wisconsin must be included in a school district operating elementary school grades, high school grades, or both. Districts can affect local land use decisions through location of school facilities, which are often part of a physical development plan. However, school districts are separate, autonomous districts with their own elected boards and taxing authority. District boundaries may not have the same boundaries as area municipalities. Processes exist for districts to exchange territory (s. 20.255, Wis. Stats.) and for reorganizing an entire district (ch. 117, Wis. Stats.), but are not used regularly.

***SPECIAL DISTRICTS WITHIN MUNICIPALITIES &  
SPECIAL PURPOSE UNITS OF GOVERNMENT SUMMARY***

- Municipalities in St. Croix County have used very few special districts.
- Only the City of River Falls has implemented a business improvement district.
- All cities and villages have DNR approved sewer systems.
- All cities and villages, except the Village of Deer Park, have DNR approved water systems.
- There are three sanitary districts located in the Towns of Emerald, Forest, Glenwood and Richmond.
- There are inland lake protection districts located in the Towns of St. Joseph, Somerset and Star Prairie.

### Special Districts Within Municipalities

	Utility Districts	Local Development Areas	Reinvestment Neighborhoods	Business Improvement Districts	Architectural Conservancy
<b>ST. CROIX COUNTY</b>					
<b>CITIES</b>					
Glenwood City	○	○	○	○	○
Hudson	○	○	○	○	○
New Richmond	○	○	○	○	○
River Falls	○	○	○	●	○
<b>VILLAGES</b>					
Baldwin	○		○	○	○
Deer Park	○		○	○	○
Hammond	○		○	○	○
North Hudson	○		○	○	○
Roberts	○		○	○	○
Somerset	○		○	○	○
Star Prairie	○		○	○	○
Wilson	○		○	○	○
Woodville	○		○	○	○
<b>TOWNS</b>					
Baldwin	○		○	○	○
Cady	○		○	○	○
Cylon	○		○	○	○
Eau Galle	○		○	○	○
Emerald	○		○	○	○
Erin Prairie	○		○	○	○
Forest	○		○	○	○
Glenwood	○		○	○	○
Hammond	○		○	○	○
Hudson	○		○	○	○
Kinnickinnic	○		○	○	○
Pleasant Valley	○		○	○	○
Richmond	○		○	○	○
Rush River	○		○	○	○
St. Joseph	○		○	○	○
Somerset	○		○	○	○
Springfield	○		○	○	○
Stanton	○		○	○	○
Star Prairie	○		○	○	○
Troy	○		○	○	○
Warren	○		○	○	○

- Authority
- Implemented
- ↻ Unincorporated Village of Emerald

### Special Purpose Units of Government

	DNR Approved Sewer Systems	DNR Approved Water Systems	Sanitary Districts	Drainage Districts	Inland Lake Protection Districts
<b>ST. CROIX COUNTY</b>				○	○
<b>CITIES</b>					
Glenwood City	●	●			
Hudson	●	●			
New Richmond	●	●			
River Falls	●	●			
<b>VILLAGES</b>					
Baldwin	●	●			
Deer Park	●	○			
Hammond	●	●			
North Hudson	●	●			
Roberts	●	●			
Somerset	●	●			
Star Prairie	●	●			
Wilson	●	●			
Woodville	●	●			
<b>TOWNS</b>					
Baldwin			○		
Cady			○		
Cylon			○		
Eau Galle			○		
Emerald	↻		↻		
Erin Prairie			○		
Forest	✕		✕		
Glenwood	✕		✕		
Hammond			○		
Hudson			○		
Kinnickinnic			○		
Pleasant Valley			○		
Richmond	✕		✕		
Rush River			○		
St. Joseph	↻		○		●
Somerset			○		●
Springfield			○		
Stanton			○		
Star Prairie			○		●
Troy			○		
Warren			○		

- ✕ Unincorporated Village of Forest
- ✕ Unincorporated Village of Boardman
- ↻ St. Croix Meadows Mobile Home Park (Houlton)

## OTHER ACTIVITIES

The following section describes other legislation and regulations that enable local governments to address and

influence the impacts of growth and development.

### Private Septic System Program

Wis. Stats. • ss. 145.20 and 145.13

DILHR and counties administer codes regulating the design, installation and operation of private sewage (septic) systems. Counties are authorized to designate areas where holding tanks are prohibited.

*St. Croix County, in accordance with its Sanitary Ordinance, does not allow new holding tanks to be permitted in the county.*

### Wetland Water Quality Standards

Wis. Stats. • ss. 23.32 and 144.025

DNR applies narrative (rather than numerical) water quality standards for wetlands to all its actions potentially affecting wetlands. This may include planning, financial assistance and regulations. Associated with this program is the Wisconsin wetland inventory program, under which the DNR is responsible for mapping wetlands.

### Non-point Source Water Pollution Abatement

Wis. Stats. • s. 147.015

DNR, in cooperation with DATCP, administers the non-point source water pollution abatement program. This program includes a planning phase which examines land uses and provides cost-share money to landowners and local governments to help them implement best management practices to prevent non-point source pollution. Of the 67 priority watershed projects initiated under the program, 14 are completed, 36 are in the implementation phase, and 17 are in the planning stage.

*St. Croix County has parts of three priority watershed projects (Kinnickinnic, South Fork Hay River, and Upper Willow River Watersheds) and two priority lake projects (St. Croix Lake Cluster and Horse Creek Lakes Projects)*

## Official Population Estimates and Projections

Wis. Stats. • s. 16.96

DOA is required to prepare official annual population estimates and periodic long-range population projections. Estimates and projections affect distribution of state-shared revenues and infrastructure payments, and other planning processes.

## Agricultural Impact Statements

Wis. Stats. • s. 32.05

This program requires agricultural impact statements when a state agency or public entity proposes to acquire an interest in over five acres of farmland through eminent domain.

## State and National Registers of Historic Places

Wis. Stats. • ch. 44 and ss. 13.48,  
66.037 and 120.12

SHS lists properties in the State Register, nominates properties to the National Register, and maintains a statewide inventory of about 200,000 historic and archaeological sites and districts. Placement on the registers triggers protections and incentives that further the preservation and continued use of properties, neighborhoods, rural landscapes and communities.

*St. Croix County currently has 33 properties registered with the State Historical Society (SHS).*

## CONCLUSION

The authority to plan for and regulate land use and development is vested in all levels of government (federal, state, and local). This results in a complex system of laws, regulations, and policies ranging from broad authority to site specific performance standards.

Generally, federal and state governments have the authority to regulate the environment and specific geographic areas of national or state significance. Local governments are given authority to plan for and regulate the development of their communities or county. The local governments in St. Croix County have generally exercised their authority to govern development within their jurisdictions for the past 30 years. As a result, a regulatory system has evolved which is piecemeal in its approach and complex and confusing regarding authority.

The purpose of this chapter was to describe the current and potential controls which can and do effect the

management of growth and development in St. Croix County. Through this process, several issues were identified. These issues include:

- The need to regularly review and update plans, policies and ordinances.
- The need to universally and uniformly implement and enforce plans, policies and ordinances in the affected areas.
- The need to develop and implement a system of intergovernmental coordination and cooperation in order to effectively deal with the complexity of the laws and various authorities.

Effectively dealing with these issues will help to ensure that plans, policies, and regulatory controls will work positively toward achieving the desired patterns of land use and development.

