

LAND USE

EXISTING LAND USE REGULATIONS

The Town of Richmond has adopted a variety of regulations that affect land use in the town. The chart below summarizes the regulations that the town has adopted, the year the regulation was adopted or last updated and additional land use regulations available to the town. For example development impact fees were originally adopted in 2003 but were last updated in 2010 by the Town of Richmond. The chart also identifies the land use regulations adopted by St. Croix County, many of which affect the town.

Regulation by Minor Civil Division -- 2010 Town of Richmond

REGULATION	RICHMOND	STAR PRAIRIE	SOMERSET	ST. CROIX COUNTY
Village Powers Adopted	Yes '08	Yes '72	Yes '98	N/A
Comprehensive Plan	In Progress	Yes '10	Yes '03	Yes, '00
Official Map Ordinance	No	No	No	N/A
County Zoning	Yes '76	Yes '75	Yes '68	Yes '74
Exclusive Ag Zoning	No	Yes '86	Yes '	Yes
Standards to zone out of Exclusive Ag	No	Yes	Yes	Yes
Floodplain Zoning	N/A	N/A	N/A	Yes '05
Shoreland/Wetland Zoning	N/A	N/A	N/A	Yes '74
Land Division/Subdivision Ordinance	No	In Progress	Yes '09	Yes '06
Minimum Lot Size	N/A	N/A	Yes	Yes 1.5 acre min., 2 acre avg.
Allow Majors w/ POWTS*	N/A	N/A	Yes	Yes
Allow Minors w/ POWTS*	N/A	N/A	Yes	Yes
Erosion Control/Stormwater Mngt.	N/A	N/A	N/A	Yes '06
Sanitary Ordinance	N/A	N/A	N/A	Yes '05
Animal Waste Ordinance	N/A	N/A	N/A	Yes '85
Nonmetallic Mining Ordinance	N/A	N/A	N/A	Yes '04
Tire Management Ordinance	No	No	No	Yes '85
Agricultural Shoreland Mngt. Ordinance	No	No	No	No
Historic Preservation Ordinance	No	No	No	No
Road & Driveway Ordinance	Yes '10	Yes '10	No	No
Town Mobile Home Park Ordinance	Yes	Yes '70	No	N/A
Development Impact Fees	Yes '10	Yes '06	No	N/A
Cooperative Boundary Agreement	No	In Progress	No	N/A
Water Utility District	No	In Progress	No	N/A
Architectural Conservancy Dist.	No	No	No	N/A
Business Improvement District	No	No	No	N/A
Reinvestment Neighborhoods	No	No	No	N/A
Sanitary District	Yes '72	No	No	N/A

N/A – The authority is either “Not Applicable” for example the County can not adopt village powers, or the authority is “Not Available” for example the County has floodplain regulation authority but towns do not.

*POWTS-- Private Onsite Wastewater Treatment Systems

Sources: Town of Richmond, St. Croix County Development Management Plan, 2000, St. Croix County Planning and Zoning Department.

Exclusive ag zoning has not been adopted in the Town of Richmond as one of the tools to regulate land use. The decision to adopt or not adopt exclusive ag zoning generally came from

information provided in the St. Croix County Farmland Preservation Plan which was adopted in 1980 by the St. Croix County Board of Supervisors.

The Farmland Preservation Plan took a comprehensive approach to land use regulation. Unfortunately, the actual implementation of the plan was not comprehensive and much of what was in the plan was never used. The plan also allowed individual farmers to enter into farmland preservation contracts. At one time, approximately 10 farmers had farmland preservation contracts with the state and received tax credits. However, all of those have expired and as of 2010 there were no contracts left in Richmond.

St. Croix County is in the process of updating the 1980 Farmland Preservation Plan to address changes in agriculture and changes in the state laws regarding farmland preservation zoning and other programs to protect farmland.

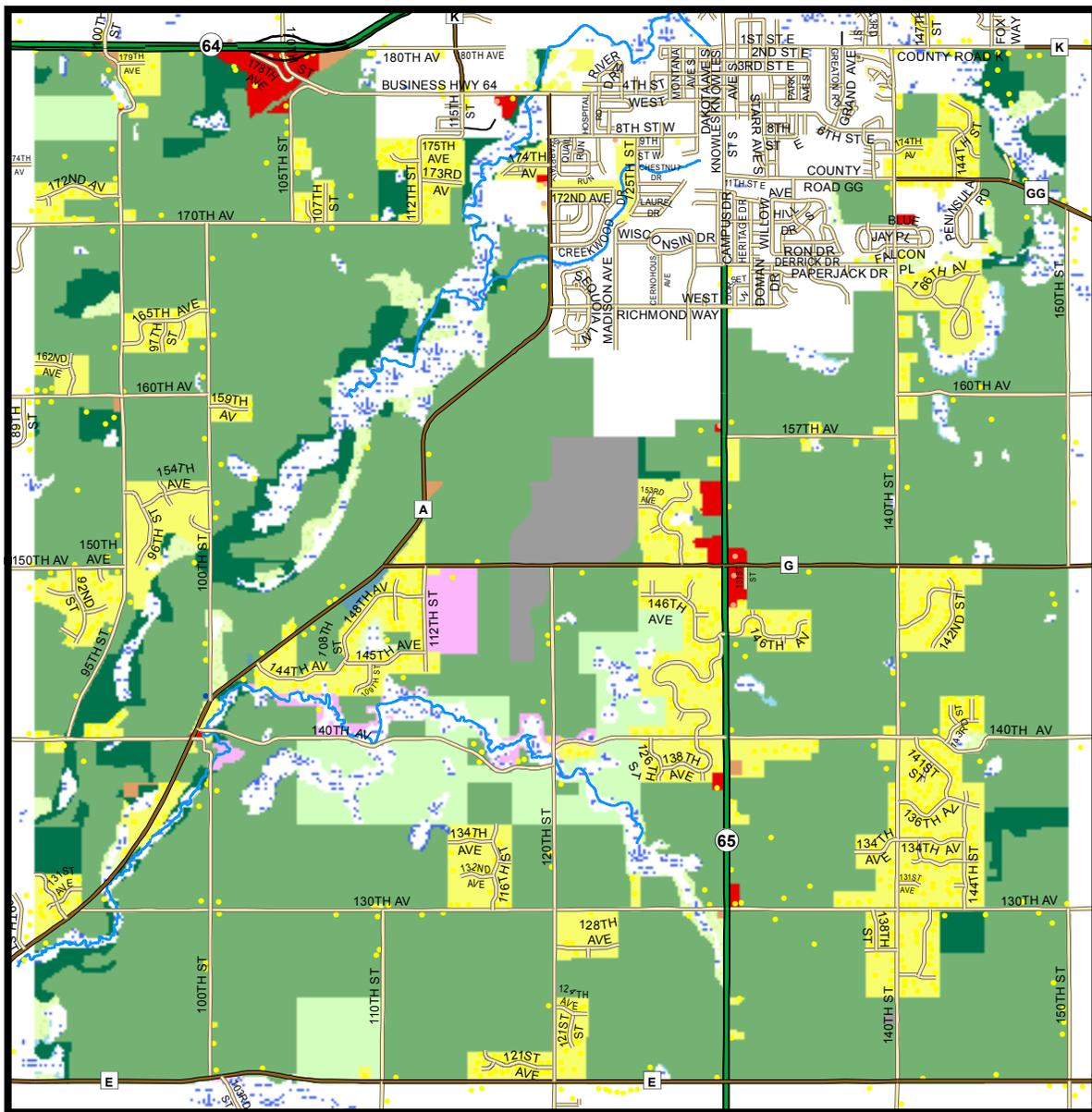
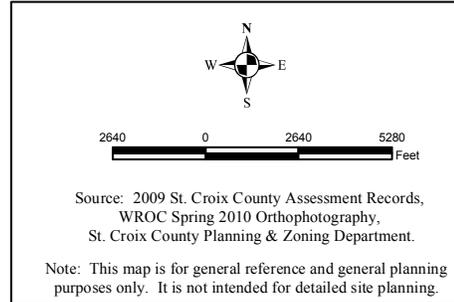
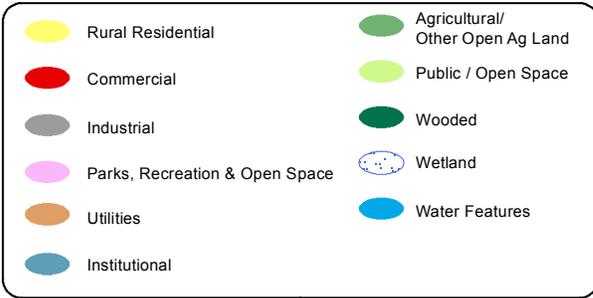
In addition to the regulations identified in the table above, the following county regulations are or can be in effect in the Town of Richmond. These regulations are adopted by the county and are in effect in all unincorporated areas of St. Croix County; no town adoption or action is required.

- St. Croix County Development Management Plan
- St. Croix County Outdoor Recreation Plan
- St. Croix County Farmland Preservation Plan
- St. Croix County Erosion Control Plan
- St. Croix County Solid Waste Management Plan
- St. Croix County Land and Water Conservation Plan
- St. Croix County Sanitary Ordinance
- St. Croix County Subdivision Ordinance
- St. Croix County Shoreland/Wetland District Regulations
- St. Croix County Floodplain District Regulations
- St. Croix County Erosion Control/Stormwater Management Regulations
- St. Croix County Nonmetallic Mining Regulations
- St. Croix County Animal Waste Regulations
- St. Croix County Solid Waste and Recycling Regulations

EXISTING LAND USES

The existing land uses in the Town of Richmond are shown on the following map. This map was created by combining the 1993 land use and land cover maps from the St. Croix County Development Management Plan with 2008 aerial photography and the 2009 parcel assessment data from the Real Property Lister's office. The map was also checked against the 2009 zoning maps for commercial and industrial land uses. Major subdivisions are categorized as residential while isolated rural homes and minor subdivisions of four lots or less are categorized as rural residential. Commercial and industrial land use is the land used for commercial or industrial activities according to the town assessor. Parks, recreation and open space land uses include public, private and nonprofit parks, recreation and open space land uses.

Existing Land Use / Land Cover Town of Richmond, St. Croix County, WI



LAND USE TRENDS

From 1994 to 2009 there have been significant changes in how property is assessed in Wisconsin. Those changes are reflected in the property tax chart below. Use value assessment, which was implemented between 1996 and 2000, shifted land uses from the agricultural real estate classification to the undeveloped (which was formerly swamp and waste), ag forest and ag buildings and sites classifications.

According to a 2002 report by the Department of Revenue the reported use for agricultural land may be misleading. There is a significant tax advantage from use-value assessment so owners and sales reports may be indicating future land use as agriculture when development is intended in a short time frame of just a few years.

Undeveloped land includes areas commonly called marshes, swamps, thickets, bogs or wet meadows. This class also includes fallow tillable land (assuming agricultural use is the land’s highest and best use), road right-of-way, ponds, depleted gravel pits and land that, because of soil or site conditions, is not producing or capable of producing commercial forest products.

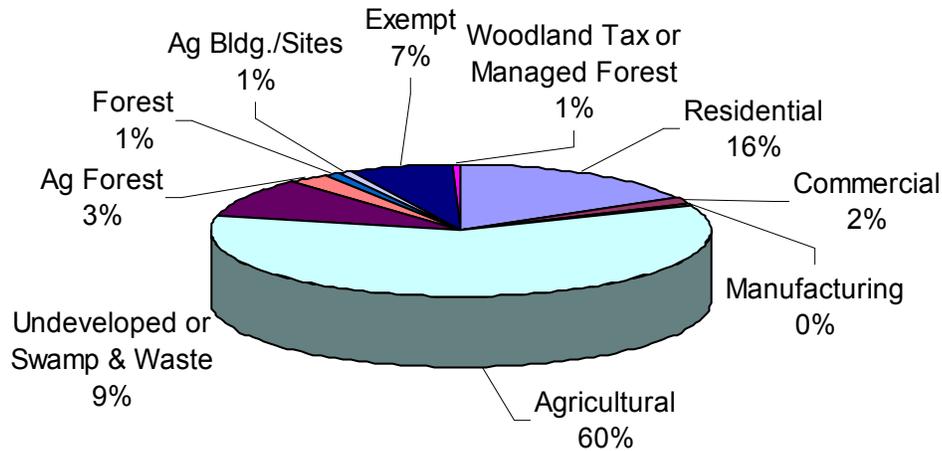
**Property Tax Classifications
Town of Richmond – 1994 to 2009**

REAL ESTATE CLASS	1994		1997		2000		2003		2006		2009	
	Acres	% of Total										
Residential	1120	5.5%	1,182	5.9%	1,556	7.8%	2,385	12.2%	3,288	17.5%	3300	17.6%
Commercial	64	0.3%	64	0.3%	272	1.4%	292	1.5%	333	1.8%	347	1.9%
Manufacturing	83	0.4%	83	0.4%	90	0.5%	90	0.5%	90	0.5%	90	0.5%
Agricultural	17,693	87.0%	16,994	84.5%	14,784	74.1%	13,620	69.8%	12,269	65.2%	12,143	64.9%
Undeveloped or Swamp & Waste	425	2.1%	427	2.1%	1,789	9.0%	1,759	9.0%	1,646	8.7%	1,895	10.1%
Ag Forest	0	0.0%	0	N/A	0	N/A	0	0.0%	586	3.1%	515	2.8%
Forest	941	4.6%	1,163	5.8%	1,273	6.4%	1,178	6.0%	440	2.3%	277	1.5%
Ag Bldg./Sites	0	0.0%	200	1.0%	186	0.9%	176	0.9%	160	0.9%	151	0.8%
Totals	20,326	100%	20,113	100%	19,950	100%	19,500	100%	18,812	100%	18,718	100%

Source: Wisconsin Department of Revenue & St. Croix County Statistical Report of Property Values 1994 - 2009

- The vast majority of the land in the Town of Richmond is assessed as agricultural, 12,143 acres in 2009.
- Although there seems to be a significant decrease in the amount of land in the agricultural real estate classification from 1994 to 2009, approximately 5,500 acres; the actual amount was less because of the changes in how property is assessed.
- Since 2000, the residential category has more than doubled from 1,556 acres to 3,300 acres.
- The commercial assessment category has also increased. Since 2000 commercial land uses tripled to 347 acres.

Town of Richmond 2009 Real Estate Assessment



- The pie chart above combines the assessment land categories and the exempt land and woodland tax or managed forest categories for 2009.
- The “exempt acres” category generally includes all publicly-owned local, county, state and federal land and institutionally-owned land, such as churches. Exempt acres are exempt from assessment but not all of this land is exempt from taxes. For instance, the USFW and WDNR provide payments in lieu of taxes to the town each year.
- As the pie chart shows, agricultural land is now separated into several categories, swamp & waste or undeveloped, agriculture, ag forest and ag buildings and sites. If combined into one category, it would account for almost 74 percent of the land in the town.
- The next largest category is residential at 16 percent.
- Commercial and manufacturing combine for about two percent of all assessed land.
- Woodland Tax or Managed Forest is another land classification not included in the general assessment categories, because it is taxed at a special reduced rate. In 2009, the Town of Richmond had 131 acres, about one percent, in this category.
- In 2009, the Town of Richmond had 1,317 exempt acres, about seven percent.

DENSITIES

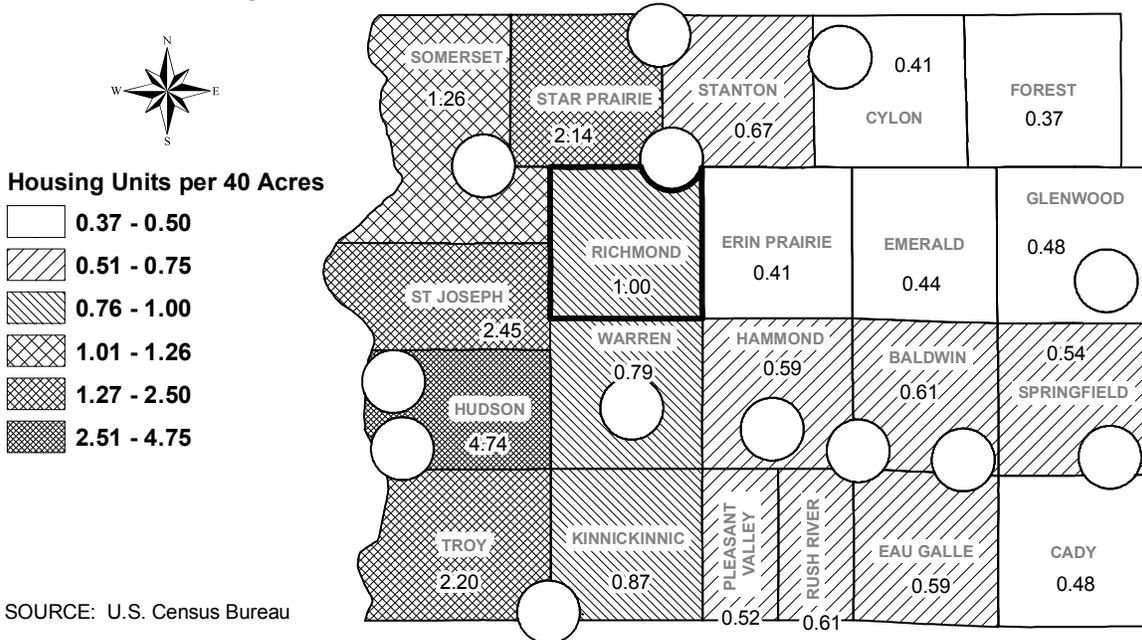
**Housing Unit Density -- 2000
St. Croix County**

COMMUNITY	HOUSING UNITS PER SQ. MILE	HOUSING UNITS PER 40 ACRES
Baldwin	9.8	0.61
Cady	7.7	0.48
Cylon	6.6	0.41
Eau Galle	9.5	0.59
Emerald	7.0	0.44
Erin Prairie	6.6	0.41
Forest	5.9	0.37
Glenwood	7.7	0.48
Hammond	9.5	0.59
Hudson	75.8	4.74
Kinnickinnic	13.9	0.87
Pleasant Valley	8.3	0.52
Richmond	16.0	1.00
Rush River	9.7	0.61
St. Joseph	39.2	2.45
Somerset	20.1	1.26
Springfield	8.7	0.54
Stanton	10.7	0.67
Star Prairie	34.3	2.14
Troy	35.2	2.20
Warren	12.6	0.79
C. Glenwood City	198.1	N/A
C. Hudson	709.2	N/A
C. New Richmond	521.0	N/A
C. River Falls	555.2	N/A
V. Baldwin	498.0	N/A
V. Deer Park	104.8	N/A
V. Hammond	319.2	N/A
V. N. Hudson	1036.3	N/A
V. Roberts	748.9	N/A
V. Somerset	357.5	N/A
V. Star Prairie	102.4	N/A
V. Wilson	44.5	N/A
V. Woodville	362.5	N/A
St. Croix County	33.6	2.1

Source: U.S. Census Bureau 2000 Project communities are designated in bold type.

- The Town of Richmond’s housing unit density is fairly low. This indicates that Richmond in 2000 was still very rural in nature and the majority of housing in the town was very spread out.
- In comparison, the densities per square mile indicate the much higher density of the incorporated villages and city.

**Housing Units Per 40 Acres - 2000
St. Croix County - Richmond**



- As the graphic above shows, density throughout St. Croix County is higher in the west than in the east and higher along the I-94 corridor. The Twin Cities' job market has heavily influenced housing preferences in the western half of the county.



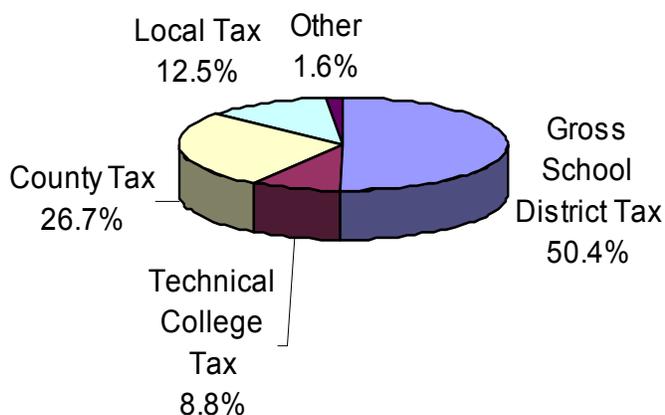
Rural subdivisions in Richmond are still very spread out. Photo by Shawn Demulling.

PROPERTY TAXES

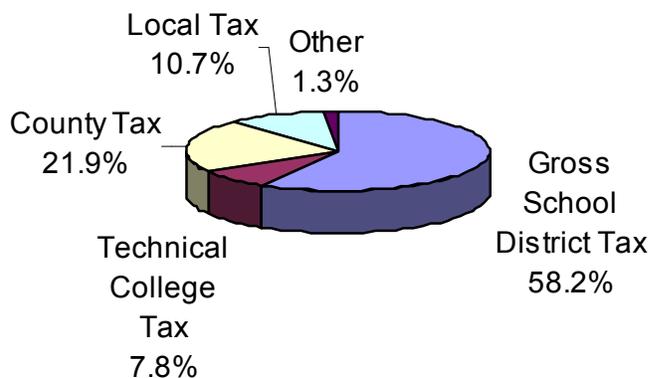
Property taxes can have a significant impact on land use and land use decisions. The state’s use value assessment of agricultural land is a good example of how taxation can impact decisions. Because the holding cost of agricultural land has been decreased by use value assessment, there are more opportunities for investors in the agricultural land market.

Taxation is analyzed for each town based on the 2005 taxes using Department of Revenue data and tax analysis software. The first set of graphs looks at the breakdown of each municipality’s tax bill.

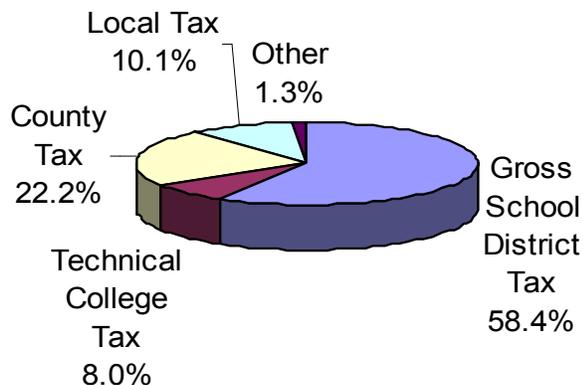
Property Taxes by Source – 2005
All Wisconsin Towns



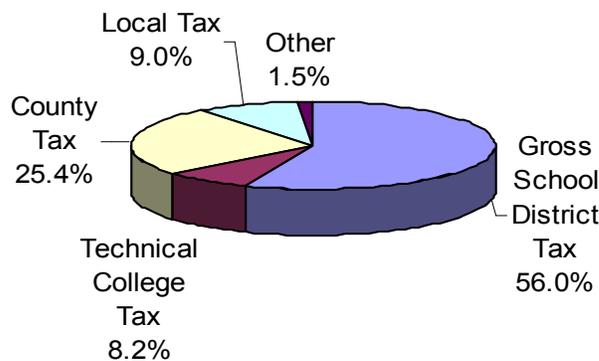
Property Taxes by Source – 2005
All St. Croix County Towns



Property Taxes by Source – 2005
All Co. Towns 1,001 -- 2500 Population



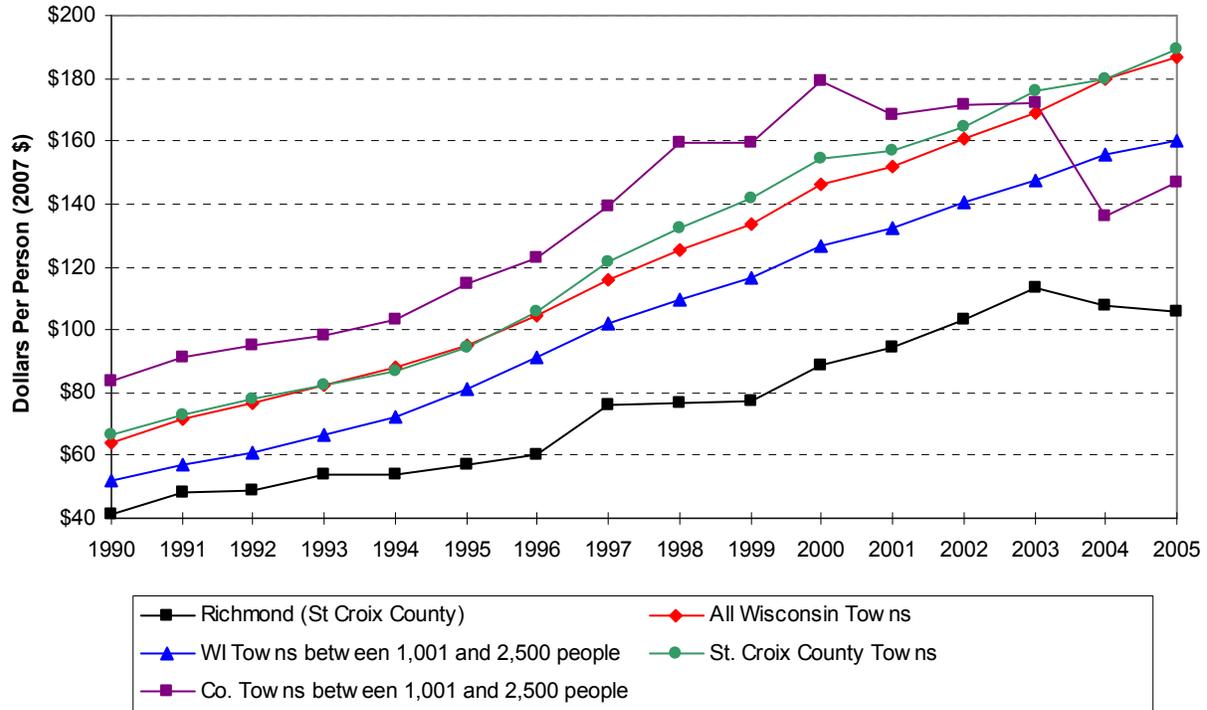
Property Taxes by Source -- 2005
Town of Richmond



- Generally, the local schools account for the greatest share of local property taxes, ranging from 50-60 percent of all property taxes.
- The property tax breakdown between schools, county, and local taxes usually remains consistent regardless of a town’s population.
- In 2005, Richmond’s local tax rate was slightly lower, about nine percent, relative to similar-sized towns, all county towns and all Wisconsin towns.

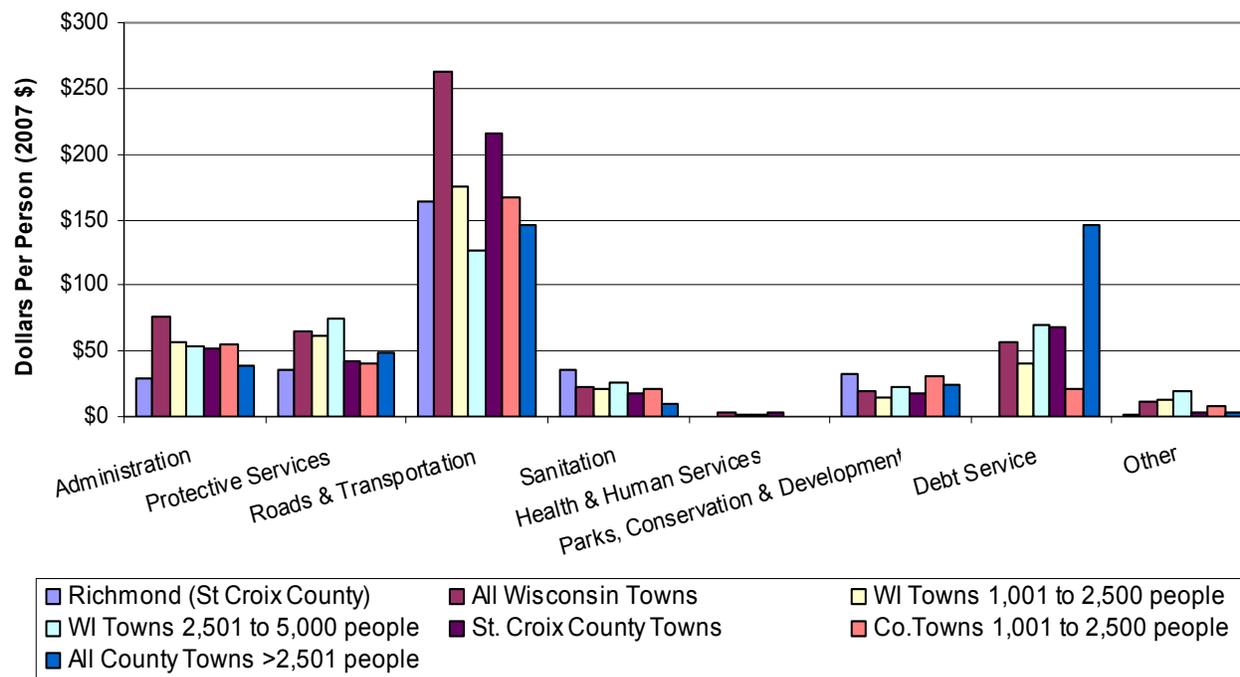
The next two graphs show how taxes per citizen have changed over a 15-year time frame and the break down of local taxes per capita by budget categories in 2005.

Per Capita Local Tax -- 1990 to 2005
Town of Richmond



- Between 1990 and 2005, the Town of Richmond has generally had a very low tax rate per capita. The tax rate has consistently been well below the rates for all St. Croix County and Wisconsin towns and those county and Wisconsin towns in a similar population category.
- The town’s per capita tax rate is two and a half times lower than the average rate for all towns in St. Croix County and is a third of that for similar-sized towns in the county.
- The rate has increased steadily while still remaining well below the per capita rate for similar sized towns and all towns in St. Croix County and Wisconsin.
- While the town’s tax rate is low in comparison to other towns, it has seen tremendous increases.
- Taxes per capita have increased steadily in the Town of Richmond, over 175 percent from 1990 to 2005.
- The largest single increase occurred in 1997 when the tax rate per capita jumped from \$60 to almost \$80.
- Since that time per capita taxes have seen steady increases with some dips.

**Per Capita Expenditures of Town Revenues -- 2005
Town of Richmond**



- In 2005, the Town of Richmond’s largest local expense was town roads. The town’s road costs were in-line with similar-sized communities and all communities in St. Croix County and Wisconsin.
- At \$164 per person, road costs are approximately four and a half times the cost of the next largest budget items.
- Sanitation and parks, conservation & development were the only budget areas where the cost was higher than similar-sized communities and all communities in St. Croix County and Wisconsin.
- Generally Richmond’s expenses are less than similar-sized communities and all towns in the county and State.
- Protective services costs about \$36 per person; sanitation \$35 per person; parks, conservation & development \$32 per person; and administration \$29 per person.
- Richmond’s sanitation expenses are relatively high because they include the drop-off site at the town hall. Parks may be higher because of donation to recreation facilities in the City of New Richmond.
- As of 2005 the town had no debt service.

CONFLICTING LAND USES

Conflicting land uses in the Town of Richmond are related to the rural and generally agricultural nature of the town. Conflicts may be seen between residential uses and agricultural or recreational or tourism uses. There are also conflicts from non-metallic mining operations and residential uses whether in conjunction with agricultural operations or rural residential housing.



The commercial golf course provides open space and a buffer between this nonmetallic mining operation and residential housing in the Town of Richmond. Photo by Shawn Demulling.

Other possible conflicts stem from the diverse expectations of those people moving to the country and long-time residents. Another conflict occurs between the Town residents and the City of New Richmond. A conflict is seen in the sometimes limited commercial, industrial and home occupation activities which occur in rural areas. The lack of convenient access to commercial facilities can be viewed very differently by rural residents.

Generally the Town of Richmond finds that information is one of the best ways to decrease or control conflicts. A rural living guide to help educate new rural residential residents about what to expect when choosing to live in a rural agricultural community has been developed by St. Croix County and should improve understanding about conflicting uses. The guide can be customized with local information regarding issues of concern, rules and regulations and where to find assistance specific to the Town of Richmond.



Educating residents about farming practices that include noise, dust, smells and day and night operations can reduce conflicts between neighbors. Photo by Shawn Demulling.

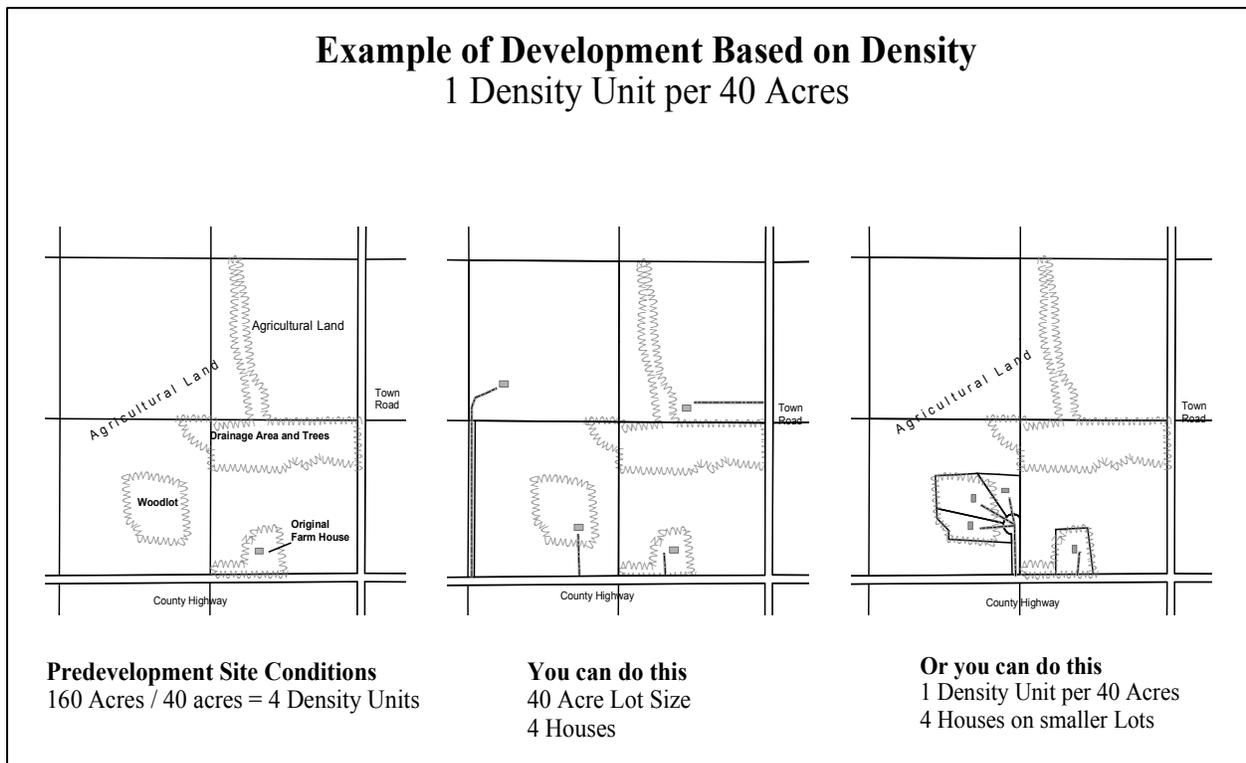
Also the town has developed a website where information on living in the community, upcoming meetings, minutes, plans and regulations are or will be posted for convenient public access. The link is: www.townofrichmond.com/.

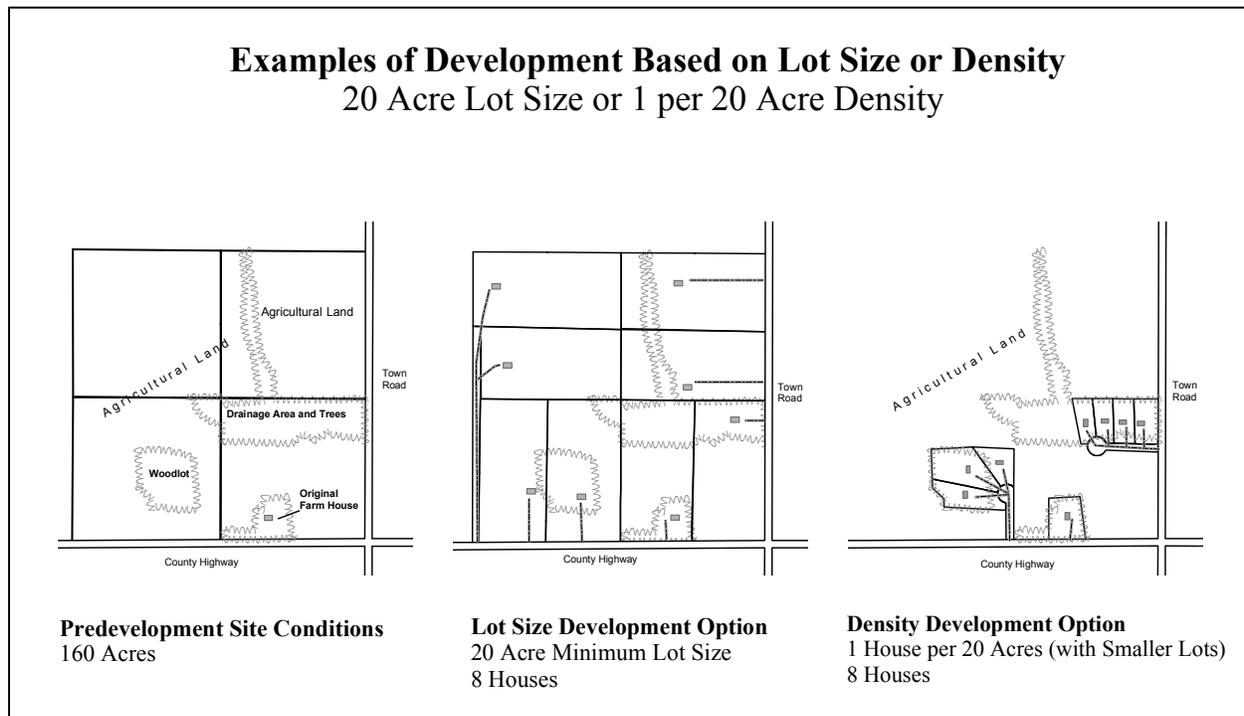
Since 2007, the downturn in the economy and housing slump has created a new set of issues for town residents. Foreclosures, empty houses and vacant lots have created concerns regarding property maintenance, property values, conversion of land back to agriculture and declining sales and values. Better information allows informed decisions regarding existing and future land uses and their impact on the community.

LAND USE ALTERNATIVES

DENSITY BASED DEVELOPMENT REGULATION

Density based development regulation is a tool to allow communities to regulate the amount of development and the size of lots separately from each other. Historically, communities have set the amount of development (maximum density) and the minimum lot size at the *same* number, i.e. 35 acre minimum lot size = 1 house every 35 acres, 5 acre minimum lot size = 1 house every 5 acres. With a density-based approach these two standards are separated. Minimum lot size regulations set how big individual homesites or lots must be. Maximum density regulations set how many homesites or lots can be divided from a larger parcel regardless of how big individual homesites or lot size must be. Establishing maximum density standards in addition to minimum lot sizes is density based development regulation. The figures below illustrate this concept.



**Advantages:**

- Often provides low to medium income housing.
- Enables the developer to earn a greater return on their investment.
- Focus increased development density within selected portions of the community.
- Can achieve environmental, agricultural and social benefits of greater variety of housing types, required open space, agricultural preservation and protection of environmentally sensitive areas.

Disadvantages:

- Limits flexibility on what can be constructed and where.
- Focuses more development in rural areas where land is readily available and relatively inexpensive.
- Consumers may not want development.
- Occasionally promotes monotonous development patterns.

TRANSFER OF DEVELOPMENT RIGHTS

Transfer of Development Rights (TDR) is an incentive-based tool used by some communities to help achieve land use goals – generally at little or no public expense. TDR is usually used in concert with other land use tools such as zoning and subdivision regulations. Although it is used to achieve community objectives, the concept of TDR is fundamentally linked to private property rights. All owners of private property in the United States hold with it an interest in a “bundle of rights.” Sticks in the bundle may include the right to maintain the present land use, the right to mine or excavate and the right to build or subdivide. These rights may be limited through laws like zoning enacted by government. TDR suggests that the right to develop property can be transferred from one property owner’s bundle to another owner’s bundle.

TDR programs can be modest or broad in scope they can include a few or nearly all property owners. However there are some essential features shared by nearly all TDR programs.

A TDR program allow the transfer of one or more rights to develop from properties that a community desires to preserve or prefers not to see developed to properties where a community is willing to accept development. A community can identify and designate areas to preserve or limit development for a variety of reasons including protecting productive farmland, environmentally sensitive areas, open spaces, scenic areas, historic buildings, etc. Landowners in these areas are restricted from developing their land to its maximum economic use through zoning and other regulation. However these landowners can move, send or sell their development rights to areas where the community encourages development.

- The sale (“transfer”) of one parcel’s development rights (the “sending” parcel) to the owner of another parcel (the “receiving” parcel) allows more development on the receiving parcel while reducing or preventing development on the sending parcel. A conservation easement or deed restriction is placed on the sending parcel to prevent further development in either the short term or long term depending on the adopted regulations.

When a land owner sells development rights, development of that property is prevented through a deed restriction or conservation easement. All other rights remain with the property. For example, a farmer who transfers a development right retains title to the land and may continue farming. Through the sale of development rights, TDR allows property owners to achieve some to all of the economic gain that could otherwise be realized through actual development of their property.

A conservation easement is:

A less-than-fee, non-possessory interest in a parcel of land, recorded by a real estate deed. Acquired by public agencies or private conservation organizations through purchase or donation.

The holder of the underlying possessory interest retains certain rights to the land (e.g., the right to sell, the right to farm, the right to hunt).

The holder of the easement has the right to prevent certain activities on the land consistent with the terms of the easement.

May prohibit all ground-disturbing activity on a parcel. May last for a specified term or be a perpetual restriction on the use of land.

A deed restriction is:

A limitation recorded against a deed and filed in the Register of Deeds Office.

Landowners may purchase development rights from other landowners. Communities usually designate on a land use map where new or additional development is appropriate. Criteria for determining areas where development should be located could include: good access to transportation networks, poorer farm lands, access to public sewer and water systems.

Typically the use of transferred development rights allows the areas where development is acceptable to develop at higher densities than would otherwise be allowed. For example, a land owner may be permitted to building only 1 house under her property’s base zoning but with the use of transferred development rights, the property owner may be able to develop 4, 6, etc. houses. The system must be constructed so that landowners that purchase development rights

can enjoy a greater economic return on their properties by purchasing and using development rights than by developing under the standard rules.

Development rights or TDRs are bought and sold in a private market much like real estate. Their price, therefore, is dictated by the laws of supply and demand. Public involvement and expense is generally limited once a program is established.

Advantages:

- Provides landowners with options.
- Can protect large tracts of sensitive areas, such as endangered resources, viable agricultural soils and drinking water supplies.
- Provides financial incentives for landowners in both sending and receiving areas.
- Can allow developers in receiving areas to build increased density developments above and beyond normal zoning regulations.
- Provides certainty about where development will happen.
- Creates incentive for developers to buy development rights.
- Creates a competitive market between buyers and sellers.

Disadvantages:

- Complex and difficult to administer.
- For this program to work there must be development pressures in both sending and receiving areas.

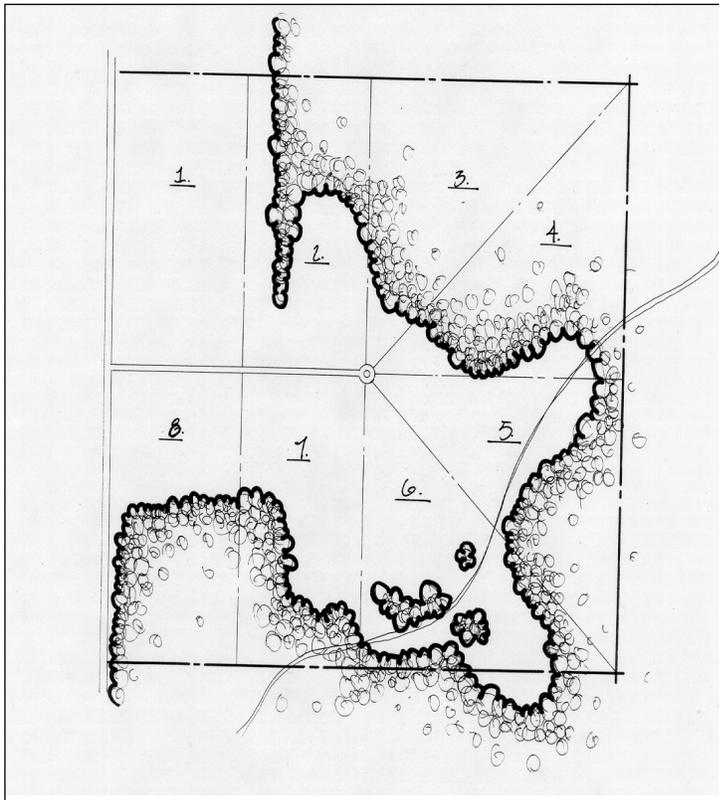
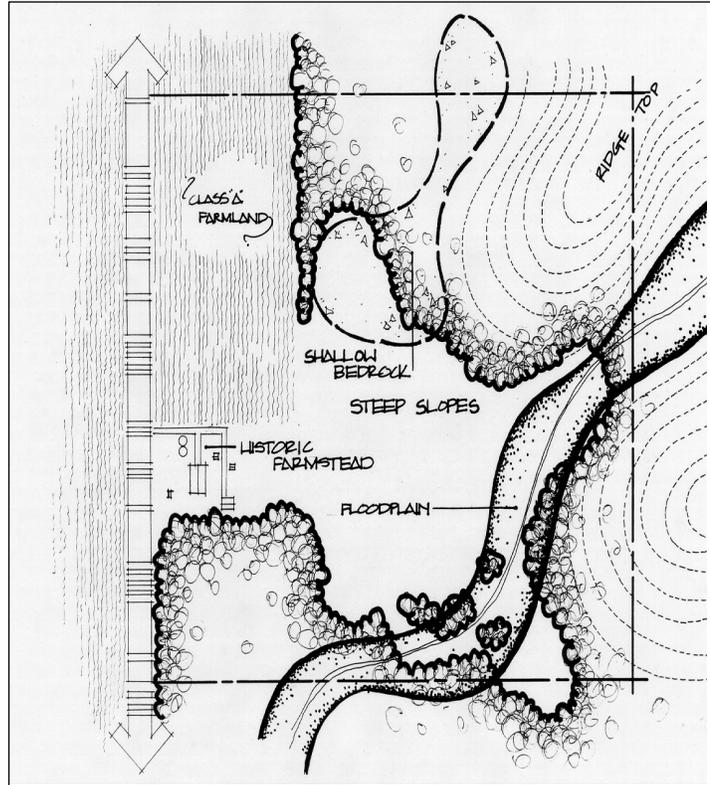
CONSERVATION DESIGN SUBDIVISIONS

Conservation design development, or conservation design, is a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land used for the house lots and necessary roads. The open space is permanently preserved through conservation easements. It is important to note **that a conservation design subdivision provides the developer with the same number, or possibly more, lots than could be accomplished through a conventional subdivision.**

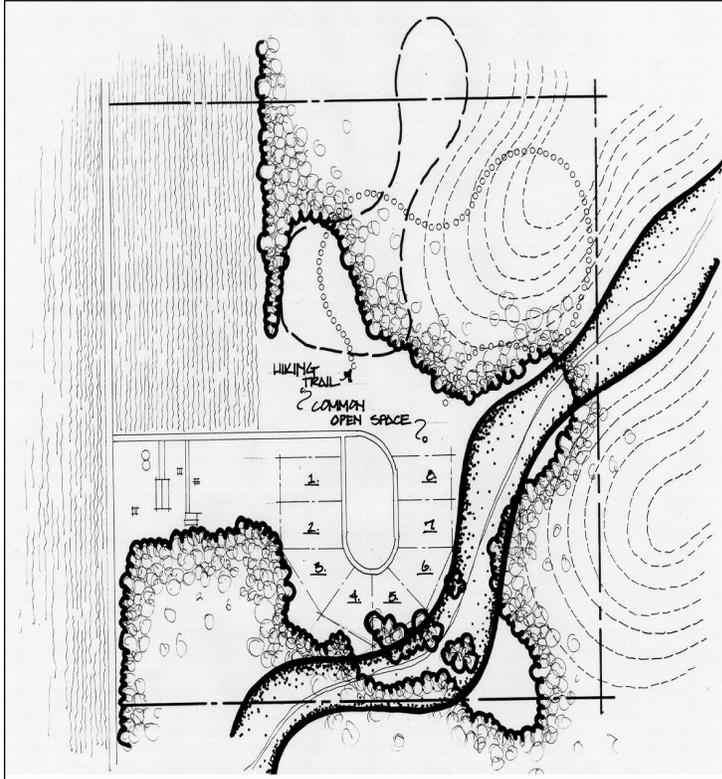
As a method for maintaining desired rural character in towns that allow major subdivisions, the conservation design development concept can be a key tenet of the comprehensive plan. This technique can help towns preserve many of the natural and agricultural features that first attracted new residents by improving the design of future residential developments.

The conservation design example below uses the same number of house lots from the conventional layout but completely alters the design by simply reducing the lot size and being sensitive to the environmental features in order to preserve farmland. The following sketches are from "A Model Ordinance for a Conservation Subdivision" prepared by the University of Wisconsin Extension.

Step 1: Inventory and mapping of existing resources for a hypothetical 40-acre site.



Step 2: Development yield as permitted under existing ordinances (zoning, etc.) for the 40-acre site and assuming a 5-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.



Step 3: Concept map of the conservation subdivision showing the eight lots that would be permitted, plus the historic farmhouse, which would be preserved, for a total of nine dwelling units.

The following are some observations from comparing the conventional subdivision to the conservation design subdivision:

- Conventional layout – all parts of the tract are either house lots or roads.
- Conservation layout – close to half of the site is undivided open space or agricultural land that can be permanently preserved.
- Conventional layout – view from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.
- Conservation layout – view from across the road to trees and creek is almost entirely preserved.
- Conventional layout – only four property owners have access to parts of the creek.
- Conservation layout – all property owners have access to the length of the creek.
- Conventional layout – no common space; each lot owner only has use of his own five-acre parcel.
- Conservation layout – creates a number of common open space areas with a large area remaining for active agricultural use.
- Conventional layout – no pedestrian-ways unless sidewalks are included in the construction of the roads.
- Conservation layout – trail network can be completed and can link with neighboring subdivisions.
- Conventional layout – no area for neighborhood facilities.

- Conservation layout – central green area can include children’s play area, shelter, or other amenities.

Given the strong desire of residents to retain rural character and preserve natural features and farmland, conservation design subdivisions offer a preferable alternative to typical subdivisions with large house lots blanketing entire tracts of land.

There are several recommendations relating to conservation design developments.

They include:

- Conservation design should be the preferred method for future major residential subdivisions.
- Require a minimum of 50 percent or more of the acreage of the conservation design subdivision to be dedicated to open space, natural areas or agricultural uses. The 50 percent or more requirement can include undevelopable land, such as wetlands, creeks and other water features, in the calculation.
- Prime agricultural land, in addition to natural resource features, such as wetlands, steep slopes and floodplains, should be included within the preserved open space to the greatest extent possible. Additional features that the Town feels adds to its rural character, such as blocks of upland woods, should be identified as secondary conservation areas and are preferred for the balance of the open space areas, if needed.
- The open space within the conservation design subdivisions should be owned by any of the following four entities: land trust, homeowners association, individual landowner or town and should be spelled out and agreed upon in writing before the subdivision is approved.

NATURAL LIMITATIONS TO DEVELOPMENT

Decisions on land use are based on a variety of factors both internal and external to a particular site. Some factors are beyond a property owner’s control, i.e. government regulation, the economy, interest rates and market demand. Other factors, such as management, are completely controlled by the property owner. However, these factors can and will change over time,



Wetlands and wooded areas should be incorporated into developments. Photo by Shawn Demulling.

whereas the natural physical features of the site are usually unchangeable or change is severely limited. Physical features, such as soil type, soil productivity, slope, wastewater treatment capacity, depth to groundwater, depth to bedrock, environmental

sensitivity, etc., can direct or limit land use alternatives for a property owner. For specific details on the natural physical features that can impact land use alternatives and decisions please see the Natural Resources Section, page 134.

SUPPLY & DEMAND

The following tables provides information from St. Croix County's property records on the number of lots that have been created in each municipality since 2000 but which have no improvements on them. The numbers provided reflect 2008 assessment data. Lots may have been created or improved after the 2008 assessment.

Unimproved Lots Developed From 2000 -- 2008 St. Croix County

MUNICIPALITY	LOTS	% OF TOTAL
Baldwin	3	0.08%
Cady	2	0.06%
Cylon	3	0.08%
Eau Galle	32	0.88%
Emerald	4	0.11%
Erin Prairie	14	0.39%
Forest	0	0.00%
Glenwood	4	0.11%
Hammond	332	9.18%
Hudson	176	4.86%
Kinnickinnic	31	0.86%
Pleasant Valley	15	0.41%
Richmond	379	10.48%
Rush River	2	0.06%
St. Joseph	136	3.76%
Somerset	242	6.69%
Springfield	8	0.22%
Stanton	0	0.00%
Star Prairie	135	3.73%
Troy	327	9.04%
Warren	40	1.11%
V. Baldwin	53	1.46%
V. Hammond	4	0.11%
V. North Hudson	40	1.11%
V. Roberts	100	2.76%
V. Somerset	166	4.59%
V. Spring Valley	1	0.03%
V. Woodville	59	1.63%
C. Glenwood City	5	0.14%
C. Hudson	283	7.82%
C. New Richmond	810	22.39%
C. River Falls	212	5.86%
St. Croix County	3618	100.00%

Source: St. Croix County Planning & Zoning Land Information April 2009.

Project community is designated in bold type.

Average New Construction Addresses Issued 1994 -- 2009

St. Croix County Towns

MUNICIPALITY	AVERAGE # ADDRESSES ISSUED	% OF TOTAL
Baldwin	6	1.51%
Cady	7	1.66%
Cylon	4	0.88%
Eau Galle	11	2.66%
Emerald	7	1.57%
Erin Prairie	3	0.80%
Forest	3	0.80%
Glenwood	5	1.13%
Hammond	29	7.09%
Hudson	88	21.30%
Kinnickinnic	15	3.61%
Pleasant Valley	4	0.97%
Richmond	45	10.90%
Rush River	4	0.91%
St. Joseph	28	6.80%
Somerset	56	13.49%
Springfield	8	1.84%
Stanton	2	0.56%
Star Prairie	39	9.43%
Troy	47	11.43%
Warren	14	3.36%
St. Croix County	413	100.00%

Source: St. Croix County Planning & Zoning Addressing & Sanitary System Records December 2009.

Project community is designated in bold type.

- As of 2008, there were 3,618 unimproved lots available for development in St. Croix County that had been created since 2000.
- The highest number of unimproved lots, 810, was found in the City of New Richmond, representing about 22 percent of the total supply.
- The Town of Richmond’s 379 unimproved lots was the highest number for any town in St. Croix County and the second highest amount for any municipality. Richmond has a little over 10 percent of the total supply of unimproved lots in the county.
- Since 1994, construction has occurred on approximately 413 lots per year in St. Croix County, based on the county’s address and sanitary system records.
- During this same 15 year time frame, construction has occurred on approximately 45 lots per year in the Town of Richmond.
- Based on the estimated number of undeveloped lots and the historic rate of construction development, the county’s current supply of lots should last about nine to 10 years.
- Using the same numbers, estimated undeveloped lots and the historic construction development rates, the town’s current lot supply represents about eight years of growth.



Round bales cover the undeveloped lots in the Cherry Knolls subdivision in the Town of Richmond.
 Photo by Shawn Demulling.

LAND USE PROJECTIONS

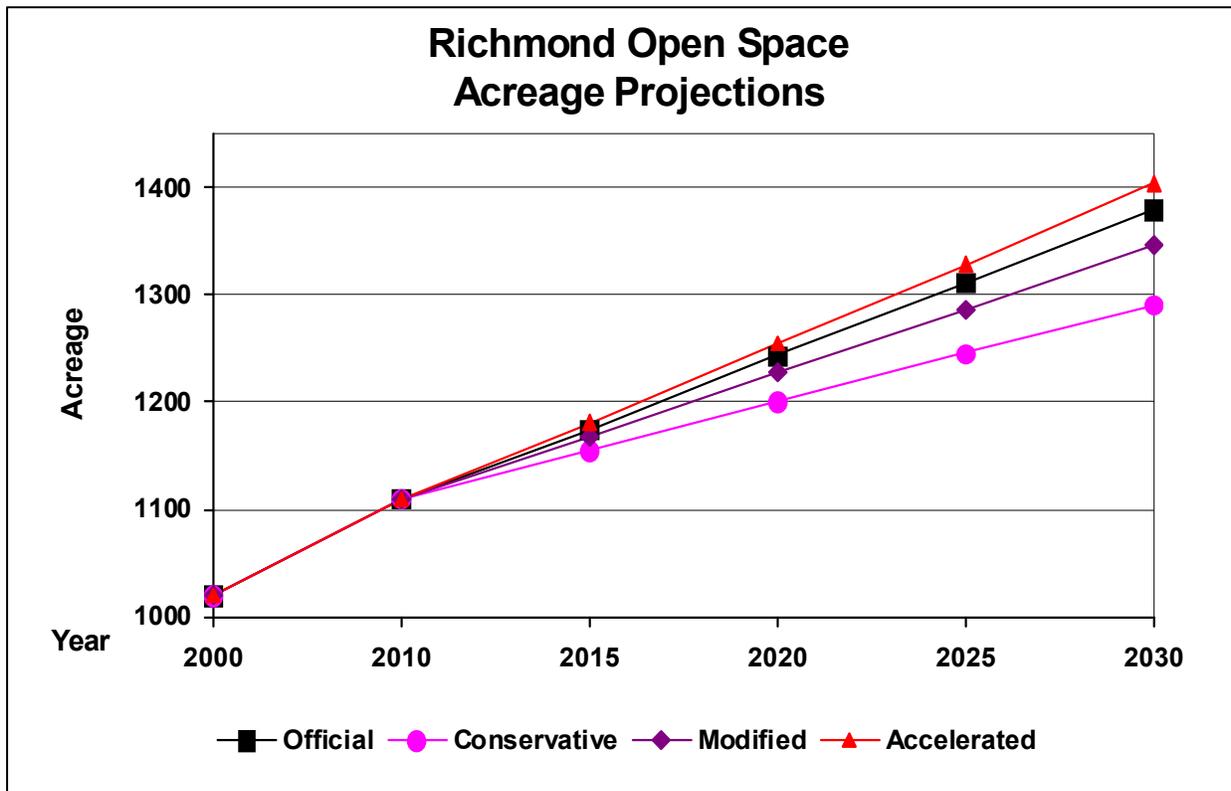
OPEN SPACE PROJECTIONS

The Town of Richmond anticipates that, as residential growth occurs, the demand for open space will also occur. The Plan Commission felt that generally open space should be preserved at a rate of 10 percent of residential growth. That ratio is used to estimate the open space that would be ideal for parks, recreation and natural areas for the future land use scenarios through 2030. Please see the chart and graph below.

**Open Space Acreage Projections – 2000 to 2030
Town of Richmond**

Year	OFFICIAL TREND		CONSERVATIVE GROWTH		MODIFIED GROWTH		ACCELERATED GROWTH	
	Additional Acres Needed	Total Acreage	Additional Acres	Total Acreage	Additional Acres	Total Acreage	Additional Acres	Total Acreage
2000	0	1020	0	1020	0	1020	0	1020
2010	0	1110	0	1110	0	1110	0	1110
2015	65	1175	45	1155	58	1168	71	1181
2020	69	1244	46	1201	60	1228	74	1255
2025	68	1312	46	1246	59	1287	75	1329
2030	69	1380	45	1291	60	1347	75	1404

Source: Richmond Plan Commission & St. Croix County Planning & Zoning Department 2010, 2015, 2020, 2025 and 2030.



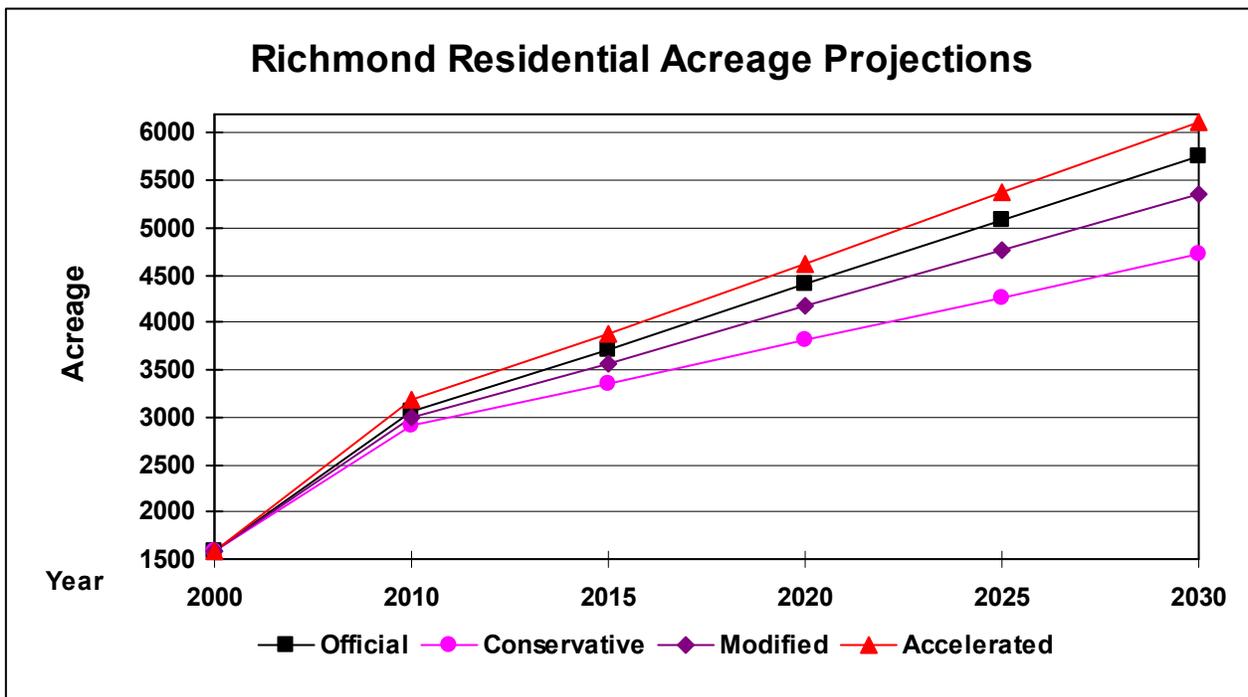
RESIDENTIAL PROJECTIONS

The residential land use projections for the Town of Richmond were developed as part of the population and housing projections in the Issues and Opportunities Element. They are provided here as a reference. The Acreage Projections are based on an average of three acres per housing unit. The 3.0 acres per housing unit was used to estimate acreage used for residential development. The three acres represents the residential housing site and the associated infrastructure needed. It is not intended to represent lot size or to correspond to the actual acreage owned or taxed as residential or agricultural building site property.

**Residential Acreage Projections – 2000 to 2030
Town of Richmond**

YEAR	OFFICIAL TREND		CONSERVATIVE GROWTH		MODIFIED GROWTH		ACCELERATED GROWTH	
	ADDITIONAL ACRES NEEDED	TOTAL ACREAGE	ADDITIONAL ACREAGE	TOTAL ACREAGE	ADDITIONAL ACREAGE	TOTAL ACREAGE	ADDITIONAL ACREAGE	TOTAL ACREAGE
2000	0	1590	0	1590	0	1590	0	1590
2010	1467	3057	1317	2907	1402	2992	1590	3180
2015	651	3708	449	3355	576	3568	711	3891
2020	690	4398	457	3813	600	4167	736	4626
2025	675	5073	458	4270	591	4759	747	5373
2030	687	5760	450	4720	599	5358	750	6123

Source: U.S. Census Bureau, WI Department of Administration & St. Croix County Planning & Zoning Department Projections.



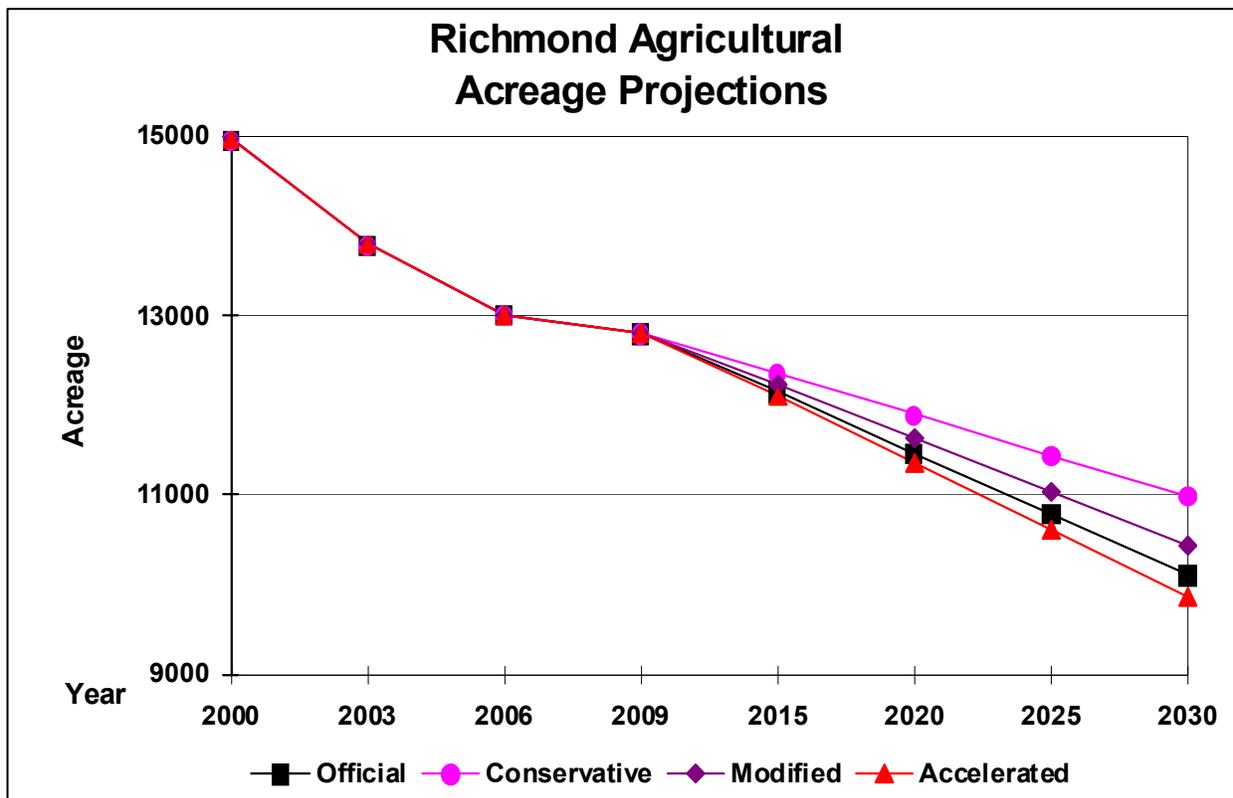
AGRICULTURAL PROJECTIONS

The Town of Richmond generally expects the amount of agricultural land to continue to decline in the town as land is converted to residential or other land uses. The amount of change will be directly related to the amount of residential land use that occurs and somewhat related to the growth in recreational, commercial and industrial land uses. The agricultural land use projections are a product of the residential land use projections and the existing agricultural land use statistics. They were created by subtracting the Official Trend, Conservative Growth, Modified Growth and Accelerated Growth residential land use projections from the existing agricultural land use statistics.

**Agricultural Acreage Projections – 2000 to 2030
Town of Richmond**

YEAR	OFFICIAL TREND ACREAGE	CONSERVATIVE GROWTH ACREAGE	MODIFIED GROWTH ACREAGE	ACCELERATED GROWTH ACREAGE
2000	14,970	14,970	14,970	14,970
2003	13,796	13,796	13,796	13,796
2006	13,015	13,015	13,015	13,015
2009	12,809	12,809	12,809	12,809
2015	12,158	12,360	12,233	12,098
2020	11,468	11,903	11,633	11,362
2025	10,793	11,445	11,042	10,615
2030	10,106	10,995	10,443	9,865

Source: Wisconsin Department of Revenue and St. Croix County Planning & Zoning Department Projections.



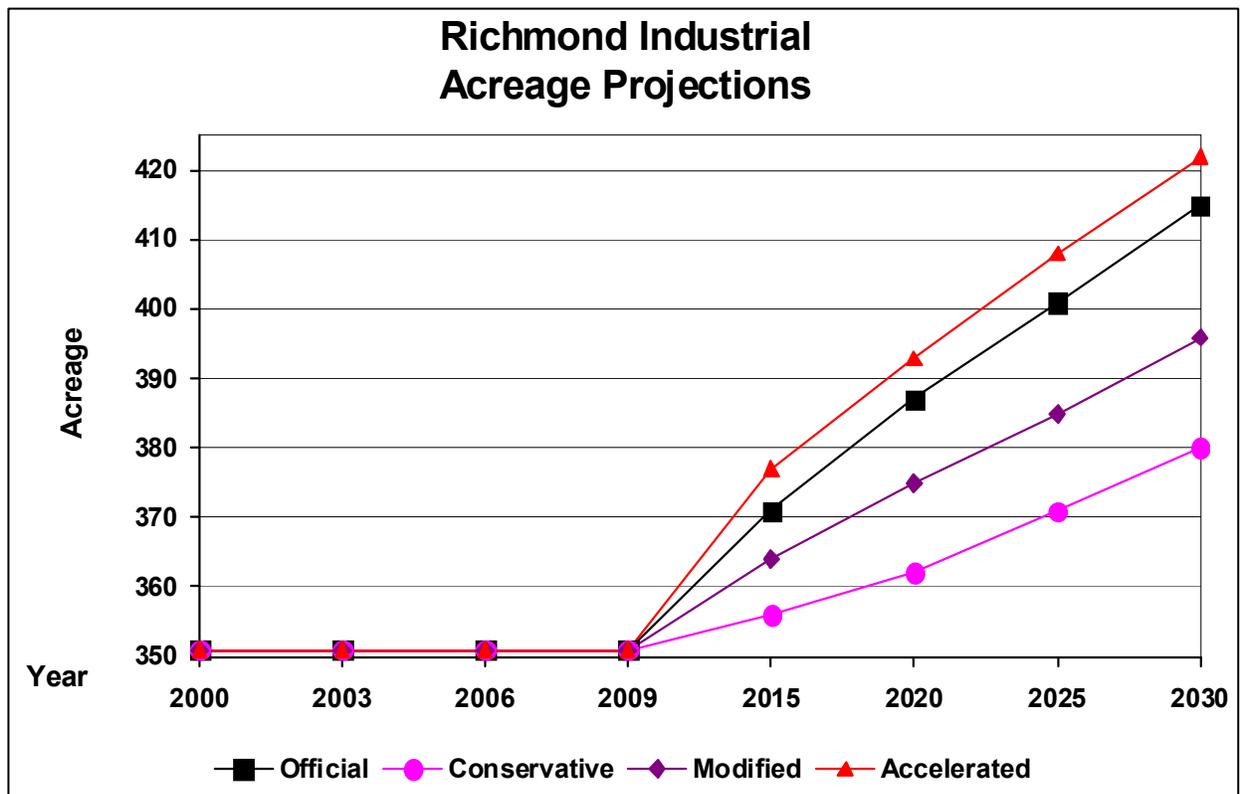
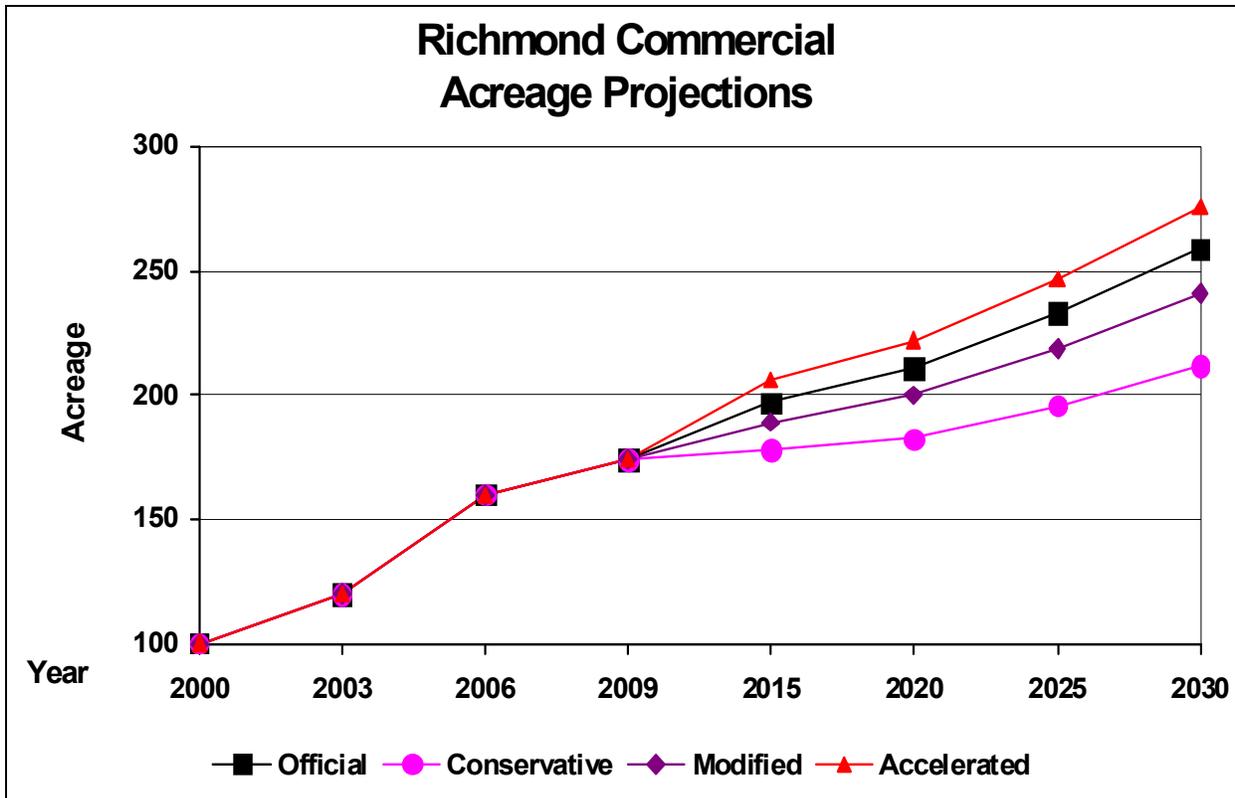
COMMERCIAL & INDUSTRIAL PROJECTIONS

The Town of Richmond has identified limited expansion of commercial and industrial uses in the town. These uses would center around major highway intersections and, to a limited extent, existing businesses. The town has also identified some expansion of home occupations. The town generally recommends any intensive new commercial and industrial development should be located in the neighboring city or villages. Extensive commercial and industrial development would not be consistent with the rural character and community goals of the town. The existing commercial and industrial land uses are one percent and two percent of the total land uses, respectively. Limited projections to accommodate expansion of commercial or industrial land uses are identified based on the recommendations in Richmond’s goals, objectives and policies regarding location and amounts of commercial and industrial land uses. The amounts of commercial and industrial land use will likely be driven by increases in residential development. To calculate these projections, ratios of commercial and industrial to residential land use were calculated and then used to estimate the change in commercial and industrial land use acreages. Please see the chart below.

**Commercial & Industrial Acreage Projections – 2000 to 2030
Town of Richmond**

YEAR	OFFICIAL TREND ACREAGE		CONSERVATIVE GROWTH ACREAGE		MODIFIED GROWTH ACREAGE		ACCELERATED GROWTH ACREAGE	
	Commercial	Industrial	Commercial	Industrial	Commercial	Industrial	Commercial	Industrial
2000	100	351	100	351	100	351	100	351
2003	120	351	120	351	120	351	120	351
2006	160	351	160	351	160	351	160	351
2009	174	351	174	351	174	351	174	351
2015	197	371	178	356	189	364	206	377
2020	211	387	183	362	200	375	222	393
2025	233	401	196	371	219	385	247	408
2030	259	415	212	380	241	396	276	422

Source: Wisconsin Department of Revenue & St. Croix County Planning & Zoning Department Projections 2015, 2020, 2025 and 2030



INTERACTIVE LAND USE WORKSHOP RESULTS

The development projections for open space, residential, commercial, industrial and agriculture land uses were utilized as the basis for an Interactive Land Use Workshop. The first part consisted of an interactive slide show of land uses where participants individually voted on whether they would like or dislike seeing a land use in the Town of Richmond. Then the participants were divided into three groups for a land use mapping exercise. Using two Trends, conservative and aggressive, different projections for open space, residential, commercial and industrial future land use were mapped. This allowed participants to experience the possible scope of future development, discuss pros and cons of various locations for future development and provide the plan commission with indications of how future land use could play out. Each group developed two maps. Analysis of the maps provided some commonalities and consensus for the plan commission to work from in developing the town's future land use map.

A final step in the process was to have the participants indicate which level of future growth, conservative or aggressive, was preferred in the town.

Voting anonymously, all three groups chose the conservative trend 1. Votes were: public open space 74 percent trend 1, 26 percent trend 2; commercial/industrial land use 79 percent trend 1, 21 percent trend 2; residential land use 83 percent trend 1, 17 percent trend 2; overall land use 88 percent trend 1, 12 percent trend 2.

The consensus between the three groups consisted of support for infill residential development in the eastern and northern portions of the town, especially around the new high school; some conservation design residential development near sensitive natural resources; protection of natural resources especially the Anderson Springs area and along the Willow River, Ten Mile Creek, Paperjack Creek, Brushy Mound Pond; commercial development along STH 65 and CTH G, in unincorporated Boardman and possibly at the diamond interchange at 110th Street on STH 64; industrial expansion of the existing nonmetallic mining sites. These results are incorporated into the land use goals, objectives and policies and the future land use map and narrative.



Citizens and Plan Commission and Town Board members worked with facilitators to identify future land uses in Richmond. Photo by David Fodroczi.

LAND USE GOALS, OBJECTIVES & POLICIES

The following goal statements were developed by the Plan Commission to refine alternative land use scenarios and policies. These were developed with a heavy emphasis on the results of the public opinion survey, the vision statements, the interactive land use workshop results and the land use policies that have historically been followed in the town. Based on all the public input activities, the Plan Commission members have concluded that the majority of town residents feel the historic rate of development is acceptable in the town but there needs to be some policy changes regarding the type and location of residential, commercial and industrial growth and the protection of open space areas. The Plan Commission has identified changes that enhance and direct land use options that would best fit the future needs, growth and preferences of Richmond's residents while preserving the town's rural character.

Goals:

1. The Town of Richmond will encourage a desirable mix of land uses that will maintain the town's rural character and preserve its agricultural heritage, while allowing moderate residential, commercial and industrial development.
2. Protect abundant and high quality natural and agricultural resources to maintain the town's rural community character.
3. Promote the continuation of agriculture and farming as one of the primary land uses.
4. Maintain the integrity of zoning districts by considering distinct uses and separation. Direct commercial and industrial land uses to designated areas to improve compatibility and decrease conflicts.
5. Consider equity and fairness to landowners with comparable resource and location characteristics when developing land use policies and ordinances.
6. Coordinate land use planning with utility and community facility systems, natural resource and transportation systems planning.



Rural residential development in the Town of Richmond, this site is located on the north side of 130th Avenue near 140th Street. Photo by Shawn Demulling.

7. Support a limited number of dwelling units with three or four units in a structure in conjunction with conservation design development.

Objectives:

1. Manage and control the rate of development to maintain a distinctive rural community in the Town of Richmond.
2. Minimize the visual impact of development to maintain rural, undeveloped character and feeling.
3. Encourage residential, commercial or industrial development that is compatible with the rural character and agricultural heritage of the Town of Richmond or would not cause land use conflicts and negative impacts to natural resources and agricultural.
4. Promote the use of existing public facilities, and managed expansion to those facilities, to serve future development whenever possible.



Callie's Corner open space in the Town of Richmond. Photo by Shawn Demulling.

5. Support quality and accessible parks and recreational facilities and services and maintain dedicated open space for all residents whether developed by the

town or in conjunction with neighboring communities.

6. Encourage housing sites in the town that meet the needs of persons within a variety of income levels, age groups, and special needs.
7. Support new developments that are primarily single-family homes or two-family homes.
8. Encourage home sites that are safe from seasonal flooding or ponding.
9. Encourage high density development and other more intense land uses to locate where public utilities are available.
10. Rural economic development should promote alternative agricultural and forestry-based opportunities and industrial and commercial development with minimal infrastructure needs that is compatible with neighboring land uses.
11. Encourage the commercial redevelopment and reuse of the town's existing commercial sites.
12. Prevent unplanned commercial development along major roadways.

- 13. Manage growth to help limit conflicts between agriculture and non-farm land use.
- 14. Preserve Richmond’s most important environmentally sensitive areas, natural resources and productive forest lands.
- 15. Preserve the Town’s scenic beauty, historical heritage and archeological resources.



Traditional agriculture is impacted by housing growth. Photo by Shawn Demulling.

Policies:

- 1. Direct new residential, open space, agricultural, institutional, commercial and industrial land uses to those areas that are designated in this comprehensive plan. See future land use section, below.
- 2. Review the town’s plan, ordinances and policies prior to making a recommendation on a rezoning or land division request.
- 3. When considering rezoning requests recommend rezoning only when there will be an immediate change in land use and only that portion of the parcel needed for development.
- 4. Work with the villages of Roberts and Somerset and the City of New Richmond to encourage high density residential, commercial and industrial development requiring a higher level of services to locate in these municipalities. Encourage business types which will benefit all the communities.
- 5. Additional mobile home parks or multi-family or multi-unit dwellings do not fit the rural character of the Town of Richmond and should not be developed. Multi-

family, multi-unit dwelling housing or a mobile home park is defined as five or more units in a structure or on a lot.



Dean’s Mobile Home Park in the Town of Richmond. Additional mobile home parks are not encouraged in the Town. Photo by Shawn Demulling.

6. Conservation design development in major subdivisions and common septic systems is an option to protect natural resources and highly productive agricultural soils and provide services in a cost-effective manner.



Rural development that utilizes forested areas in the Town of Richmond. Photo by Shawn Demulling.

7. Review St. Croix County's Land Division Ordinance to determine if the regulations meet the Town's needs. If St. Croix County's ordinance does not meet the town's needs, work with the St. Croix County Planning and Zoning Department in the development of a town land division ordinance.
8. Work with St. Croix County to change land division regulations to require the low building opening (LBO) for each development site to be staked with a base elevation reference point for all ponding, elevations and driveways and to require new development to stub future driveways to the right-of-way line. These changes will prevent conflicts with stormwater management ponds, LBOs and construction site erosion and sediment tracking.
9. Residences should be located adjacent to tree lines and wooded field edges, if available. If not, homes should be clustered near the edges of farm fields but not close enough to have conflicts with farming operations. Tree lines should be preserved.
10. Encourage tree preservation and tree planting to screen new structures from neighboring properties and the public road in residential areas and require it in commercial and industrial areas.
11. Discourage large amounts of "side of the road" residential and commercial development on State and county highways and arterial town roads to prevent congestion and preserve rural character and safety
12. As new development occurs, discourage new private roads and explore options to make existing private roads public to improve access for emergency services, improve maintenance and decrease conflicts.
13. Update land use regulations to guide the location of future residential development and protect important features of the natural environment without making existing houses nonconforming whenever possible.
14. Guide development away from hydric and alluvial soils, which are formed under conditions of saturation, flooding or ponding.

15. Encourage home site design that achieves rural character and farmland preservation objectives and ensures that home sites are safe from seasonal flooding or ponding.



Control of erosion and sediment during construction and after with buffers and shoreland protection will improve water quality and maintain property values. Photo by Shawn Demulling.

16. The maximum gross density for development shall depend on the location of the development. The gross density may not be the minimum lot size in all cases.

17. Inform property owners and developers that development located within three nautical miles of the airport will need to meet insulation or sound reduction requirements and are required to have deed restrictions acknowledging the airport and its related noise impacts.

18. New commercial activities that support residents in nearby neighborhoods should be located along STH 65 from the City of New Richmond to CTH G and along CTH G to 140th Street. Also commercial will likely infill south of Boardman on either side of CTH A and from the diamond interchange at 105th Street on STH



Future commercial development is planned for the land southeast of the STH 64 diamond interchange and between Business Hwy 64 and STH 64. Photo by Shawn Demulling.

35/64 east to the City of New Richmond on Business Hwy 64. Existing commercial sites may show some expansion but only if it is not in conflict with other surrounding land uses. No

other new areas of commercial development are encouraged or planned. Generally, commercial development which requires greater services than the town can provide should be located within or adjacent to the City of New Richmond where urban sewer and water services are present.

19. Business signage, landscaping, screening, and lighting should be compatible with the rural character of Richmond. Lighting should be shielded and downward directed with no spillover onto neighboring properties and should have specific illumination time frames to maintain dark skies. Landscaping and screening should include visual screening standards and setback buffers between residential and industrial or commercial land uses.

20. Support buffer zones around agriculture areas and between farms and rural residential subdivisions consisting of a larger setback to residential structures and accessory structures.



Farm operations generate noise, dust and smells. Richmond will continue to see farming in the town and hopes buffer zones will decrease conflicts with residents. Photo by Shawn Demulling.

21. Direct development away from environmentally sensitive areas and productive farm and forest lands.

22. Before approving any changes in land use, consider the impacts on wildlife habitat, potential locations of rare plant and animal species and archeological sites.

23. Encourage new non-farm residential lots to be located adjacent to existing development or grouped to preserve larger tracts of agricultural land, protect natural resources and improve the design, layout and functionality of development.



Residential development located near Ten Mile Creek. As residential development comes closer to the town's drainage corridors it will become more important for the town to consider preservation and protection options. Photo by Shawn Demulling.

24. Plan for future open space along the town's primary drainage corridors, which include the Willow River, Ten Mile Creek, Paperjack Creek, Anderson Springs, Brushy Mound and Lundy ponds and related wetlands. These open space areas would allow

the corridors to remain mostly undeveloped as wildlife corridors, contribute to preserving the town's rural character, provide stormwater management areas and provide potential trail linkages to the rest of the town. Where appropriate, the town could require the dedication of land for trails or parks before approving development proposals.



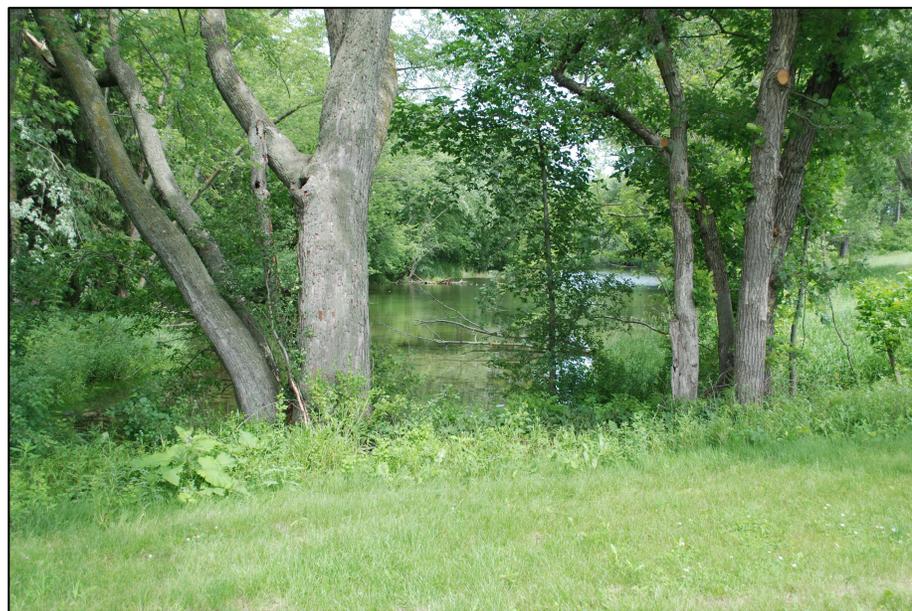
The Willow River is an important resource that is impacted by development in the Town of Richmond. Photo by Shawn Demulling.

- 25. Guide the location and design of development to minimize any adverse impact on the quality of surface waters, aquifers, floodplains, wetlands, steep slopes, woodlands, prairie and agriculture.
- 26. Preserve and protect natural landscape features such as wetlands, floodplains, streams, lakes, steep slopes, woodlands, prairies and oak savannas as essential components of the hydrologic system, valuable wildlife habitat, to restore degraded resources where possible and to emphasize their value to the community as potential focal points of natural beauty and recreation.
- 27. Discourage and, where possible, prevent the altering of wetlands and floodplains by filling or developing.
- 28. Identify environmentally sensitive areas most likely to be subject to rapid degradation and work to protect these areas first. Restore

degraded resources, such as wetlands and woodlands, where possible.

- 29. Encourage and support a buffer zone around public lands to mitigate conflicts between property owners and citizens utilizing public lands for recreation.

- 30. Encourage private landowners to protect and, if necessary, rehabilitate identified cultural, historic, archeological and scenic resources when specific sites are proposed for development.



The Anderson Springs area is one of many scenic sites in the Town of Richmond. Photo by Shawn Demulling.