4
SEWER SERVICE AREA WATER QUALITY MANAGEMENT

November 2000

4. SEWER SERVICE AREA WATER QUALITY MANAGEMENT

Growth that is sustainable in terms of resources and services is a major theme of *The River Falls Sewer Service Area Water Quality Management Plan* (SSAP). For public facilities and services, sustainability means ensuring that new development does not create demands that cannot be met without diminishing the quality of available services and resources. This chapter specifically establishes:

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

The following themes and guiding policies apply to this chapter.

THEMES

- **Quality of Life** - Enhance the quality of life of the community and ensure provision of community services for residents.
- **Sustainable Growth** - Ensure that development is sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.
- **Character** - Maintain and respect River Falls' unique personality, sense of place, and character.
- **Urban Form** - Promote a compact urban form that encourages sensitive/compatible infill development.
- **Community-Oriented Development** - Direct new development to the community, foster public life, vitality, and community spirit.
- **Water Quality** - Meet the requirements of the Federal Clean Water Act and WDNR Chapter NR 121, Wisconsin Administrative Code.
- **Regional Perspective** - Maintain a regional growth management perspective and work with other private and governmental entities towards that goal..
- **Housing** - Actively participate in the creation of housing.

GUIDING POLICIES

4–1 HERITAGE RESOURCES

4–1–G–1 Foster community awareness, positive appreciation, and support for archeological, cultural, agricultural, and historic resources.

4–1–G–2 Identify and assess archeological and heritage resources (manmade) for the aesthetic, educational, economic, and scientific contributions they make to the community's quality of life.

4–1–G–3 Respect and sensitively manage architectural, archeological, cultural, agricultural, and historic patterns, resources, and symbols.

Acknowledge and preserve the contribution these resources make in the community.

4–2 NATURAL RESOURCE MANAGEMENT

4–2–G–1 Protect, enhance, maintain, and restore environmental and biological resources, including the Kinnickinnic River and its tributaries and habitats that are sensitive or declining by restoring and preventing or reducing their loss within the community.

4–2–G–2 Consider riparian and wildlife corridors as a single, interconnected habitat, the numerous limbs of which branch throughout the entire watershed, providing access and habitat to a wide range of plant and animal species and preserving the natural character of the landscape.

The community currently lacks an areawide plan to deal with riparian corridors or connecting corridors to the natural force. The drainages and waterways are managed from a flood control standpoint, but these riparian zones are not considered as an integrated biological community. Consequently, modifications or construction activities may take place in one portion of a drainage without any consideration for the biologic effect on another portion of the drainage.

4–2–G–3 Minimize the direct loss and/or modification of riparian and wildlife habitat corridors and wetlands within the community. This includes:

- Minimizing sedimentation and flooding within the riparian corridor,
- Minimizing entry of hazardous substance into the riparian corridor and wetlands by use of on–site runoff treatment and biofiltration, and
- Designate, protect, and restore habitat for endangered, threatened, or rare species.

4–2–G–4 Ensure appropriate environmentally sensitive design where human access is provided within riparian and wildlife corridors.

4–2–G–5 Retain and enhance significant geologic formations and features as habitat and visual amenities.

4–2–G–6 Protect visual open space, bluffs, and ridgetops.

The community needs to develop a bluff overlay district and natural topography performance standards that would reflect more restrictive policies

on development on bluffs and ridgetops. To protect bluffs and visual natural resources, factors other than slopes need to be considered, such as habitat and soil conservation.

4–2–G–7 Protect, preserve, and restore natural and cultural landscapes and conservation landmarks.

4–2–G–8 Encourage land use and transportation patterns that promote use of alternatives to the automobile for transportation, including pedestrian walks and pathways, bicycling, bus transit, and carpooling.

Increased use of transit and carpooling coupled with land use and circulation patterns that promote walking and bicycling can lead to a decrease in daily trips, fewer emissions, and improved air quality.

4–2–G–9 Incorporate noise considerations into land use planning decisions and guide the location and design of transportation facilities to minimize the effect of noise on adjacent land uses along highways (State Highways 35, 65, 29) and major roads.

4–3 SEWER SERVICE AREA BOUNDARY ALTERNATIVES

4–3–G–1 Ensure that future growth does not impact the natural resources.

4–3–G–2 Encourage development and redevelopment on developable lands at a density that will provide and maintain infrastructure and services economically.

4–3–G–3 Promote cooperation between the counties, towns, city, and other agencies to ensure a successful sewer service area boundary and SSAP.

4–4 LAND USE

4–4–G–1 Development throughout the community will be at densities that support the construction of affordable housing in a designated mix of land uses that provides an adequate balance of service, retail, and employment opportunities.

4–4–G–2 Concentrate populations at greater densities in developing areas with centrally located neighborhood centers to encourage pedestrian-scale development, reduce auto dependency, and provide infrastructure and services.

4–4–G–3 Monitor annual residential and commercial growth along with increased demand for public service and utilities.

Planning projections should include the demographic characteristics of population growth as well as the employment needs of all segments of that growth.

4–4–G–4 Guide the orderly expansion of development within the sewer service area boundary by prioritizing the construction of infrastructure amenities and other public services.

4–4–G–5 Work with the counties and towns to promote a compact form by planning and regulating development in the region, thereby substantially reducing the rate of suburban sprawl throughout the region.

4–4–G–6 Work with the counties and towns to regulate land use along major roadways leading into River Falls and within the region, including but not limited to State Highways 35, 65, and 29 and County Road M, to protect visual and aesthetic qualities.

4–4–G–7 Promote higher density residential development in the same historic pattern as has traditionally occurred in the city, to make more efficient use of existing infrastructure.

Strategies to achieve residential infill include simple lot splits, construction of accessory units, and even "granny flats." When new development emulates older patterns of development, this will help maintain a traditional community environment.

4–4–G–8 Promote a balance between residential and employment based development in order to achieve self-sufficiency within large projects.

4–4–G–9 Ensure that specifically verified affordable housing will be a priority in all new developments.

4–4–G–10 Annexations and development within the sewer service area boundary shall comply with this plan.

4–4–G–11 All annexations shall be for a minimum acre area unless the area is included in and consistent with a detailed master plan and staging plan.

4–5 TRANSPORTATION

4–5–G–1 Maintain a functional and jurisdictional classification system to ensure overall road network performance.

4–5–G–2 Integrate the county and city road systems with planned federal and state highway improvements for an efficient and safe road network.

4–5–G–3 Control access throughout the road system in areas of high traffic volume to ensure the access, mobility, and safety of effected road segments.

4–5–G–4 Give people priority over cars.

The emphasis should be on dedicating pedestrian and bike access and shared uses of a roadway.

4–5–G–5 Ensure that streets do not become barriers to people crossing. Crossings shall be provided at designated points along major routes and highways.

Planted medians reduce the apparent width of streets and enable safer pedestrian crossings.

4–5–G–6 Provide a fair and equitable means of for paying for future street improvements.

4–5–G–7 Provide for a comprehensive network of bikeways for safe and efficient transportation.

4–5–G–8 Recognize walking and bicycling as viable alternatives to motorized transportation.

4–5–G–9 Provide off-road trails as alternatives to on-road travel where natural corridors exist.

4–6 WATER MANAGEMENT

4–6–G–1 Develop and implement a comprehensive, integrated water resource plan for water retention and conservation for sites, building uses, landscaping, and plumbing fixtures.

Conservation policies must be enforced. Water conservation and water collection policies must be established and required for existing and new development, especially at commercial and government locations, and the drilling of new wells where municipal water services are available or may be available must be prohibited.

4–6–G–2 Develop and use water resources that are reliable and sustainable and that are physically responsible while preserving groundwater resources for drought emergencies.

4–6–G–3 Ensure that new development is approved only upon prompt water availability and adequacy of the distribution and treatment system.

4–6–G–4 Ensure that through annexations and/or developer agreements that the costs of providing water to future development is borne by future residents and businesses.

There may be opportunities for developers to work with government agencies to reduce the cost of providing infrastructure through grants, agreements, or other programs.

4–6–G–5 Municipal Utility shall maintain and update water transmission, distribution, storage and sources of supply infrastructure.

4–6–G–6 Promote measures to protect the rivers and streams and quality of water supply for the city, town, and county residents.

4–6–G–7 Ensure that the extension of water services is in accordance with this plan.

4–6–G–8 Promote regional water resource planning initiatives and develop sound management policies to protect regional water resources and create water banking mechanisms.

4–6–G–9 Promote implementation of a treated effluent management plan which prescribes the optimum use of the treated wastewater effluent as an additional source of water supply.

4–7 WASTEWATER MANAGEMENT

4–7–G–1 Maintain environmentally appropriate wastewater management practices.

4–7–G–2 Municipal Utility shall maintain and update the existing wastewater treatment system.

4–7–G–3 Ensure that adequate system capacity responds to future growth and regulatory demands within the sewer service area boundary.

4–7–G–4 Maintain programs that facilitate and improve maintenance and replacement of the wastewater collection system.

4–7–G–5 Ensure that extension of wastewater services is in accordance with this plan.

4–7–G–6 Develop and ensure a treated effluent management plan that will optimize reusing and recycling treated wastewater for nonpotable uses.

4–8 SOLID WASTE MANAGEMENT

4–8–G–1 Protect and preserve public health.

4–8–G–2 Reduce solid waste volumes by increased recycling and reuse to increase the life span of landfills, for conservation of natural resources, and to reduce costs associated with solid waste management.

4–8–G–3 Locate centers for solid waste and yard waste processing and other facilities in accordance with government management objectives.

4–9 STORM WATER MANAGEMENT

4–9–G–1 Protect and preserve human life, private property, and public facilities from severe weather conditions.

4–9–G–2 View the drainage system as a whole entity rather than as a sum of its components.

4–9–G–3 Promote natural drainage and recharge of the river and capture of runoff by establishing innovative storm water management practices and standards.

4–9–G–4 Develop and maintain a communitywide, user-supported storm water operation, maintenance, and improvement program.

4–10 UTILITIES

4–10–G–1 Work with utility providers to ensure adequate service is provided for existing and new development in designated areas.

4–10–G–2 Continue to monitor scientific research regarding the effects of exposure to electric and magnetic fields (EMF) on human health. The City of River Falls Municipal Utility will work with electric and telecommunication companies, others that maintain facilities that emit EMF, and the public in developing public policy regarding exposure to EMF.

4–10–G–3 Work with utilities, i.e. electric (public and private), cable television, telephone, etc., that own, operate, and maintain overhead wire facilities to develop a program to place underground existing and new overhead facilities, particularly along major arterials.

Locating wires below ground and along arterials will improve the aesthetics of the streetscapes and open up views of the surrounding landscape. Appropriate procedures in accordance with the archeological reviews process should be taken when placing electric wires, cables, or any services below ground to protect archeological resources.

4–10–G–4 The city is and will continue to formulate a communitywide energy saving policy and program to cut costs and keep dollar resources in the community.

4–10–G–5 Incorporate practical passive and active solar energy, wind generation, and wind protection concepts in the design and siting of new structures when appropriate. Home construction is more effective for energy conservation.

4–11 IMPACT FEES

4–11–G–1 Review the need to develop a competitive impact fee for growth and development of capital facilities in the sewer service area boundary and in the towns and counties.

Impact fees should be utilized to finance capital facilities in the sewer service area boundary to assure planned, seamless growth in an agreed-upon growth area, which will not unduly burden existing facilities.

4–11–G–2 Impact fees should be considered and utilized as part of a regional growth management strategy, with higher fees assessed in areas that are not currently serviced by capital facilities and lower fees assessed in areas which already have capital improvements in place.

Impact fees may be structured to implement policies related to growth in the sewer service area boundary and infill areas.

4–11–G–3 Impact fees should be considered as an additional source of revenue to pay all or part of the cost of capital facilities for water supply; wastewater; arterial roads; signalization; parks; open space trails; drainage facilities; and fire, police, and emergency services generated by new growth in the community.

Utilization of impact fees should be extended to facilities for which they are not currently being assessed.

4.1 HERITAGE RESOURCES

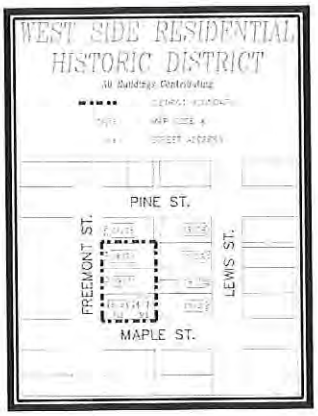
Throughout the public meetings and comment period that lead to the preparation of this plan, River Falls' heritage resources were cited as some of the planning areas major assets. These resources reflect River Falls' archeological, historic, agricultural, and cultural heritage. The physical layout of the city and established neighborhoods was looked at as a critical element in planning for future development. The preservation of River Fall's visual character was identified as essential. It has been stated that a community without a past is a community without a future. Therefore, it is important to have a good understanding of our past so that we may guide our future.

The history of River Falls is reflected in the wealth of archeological, cultural, agricultural, and historic resources that have been identified by the community. River Falls formally initiated a local heritage resource identification program around 1978. At that time a windshield survey was conducted by the State Historical Society of Wisconsin and resulted in the identification of approximately 585 properties in the City of River Falls, of which 24 were identified as historically or architecturally significant. During the intensive survey phase of the project, detailed research on the community's history identified 11 themes that formed the basis of information necessary for the evaluation of historic properties. These 11 themes are:

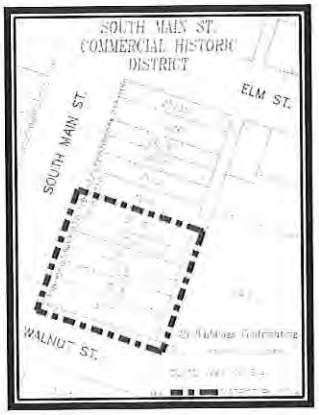
1. Architecture,
2. Commerce,
3. Education,
4. Settlement,
5. Government,
6. Industry,
7. Religion,
8. Agriculture,
9. Social and Political Movements,
10. Transportation, and
11. Planning and Landscape Architecture

For each property identified as historically or architecturally significant in the reconnaissance survey and in the intensive survey, a four-page intensive survey form was completed with photographs, architectural description, and historical information. A 1990 survey lead to the delineation of two residential historic districts and a commercial historic district, as shown below.

Fourth Street Historic District



West Side Historic District



Commercial Historic District

The historic preservation and neighborhood conservation area shall consist of older neighborhoods that were substantially developed prior to 1940 and those areas originally platted for River Falls in the 1800s. This area reflects older development patterns and buildings of historic merit (Figure 4-1).

There is a need for a strong commitment from the community of River Falls for appropriate management and sensitive treatment for architectural, archeological, cultural, agricultural, and historic resources. The community has not accepted the designation as a certified local government in accordance with the National or State Historic Preservation Acts. If certified as a local government, the city would be responsible for integrating historic preservation activities into a function of local government. For the community to achieve this goal the following is needed:

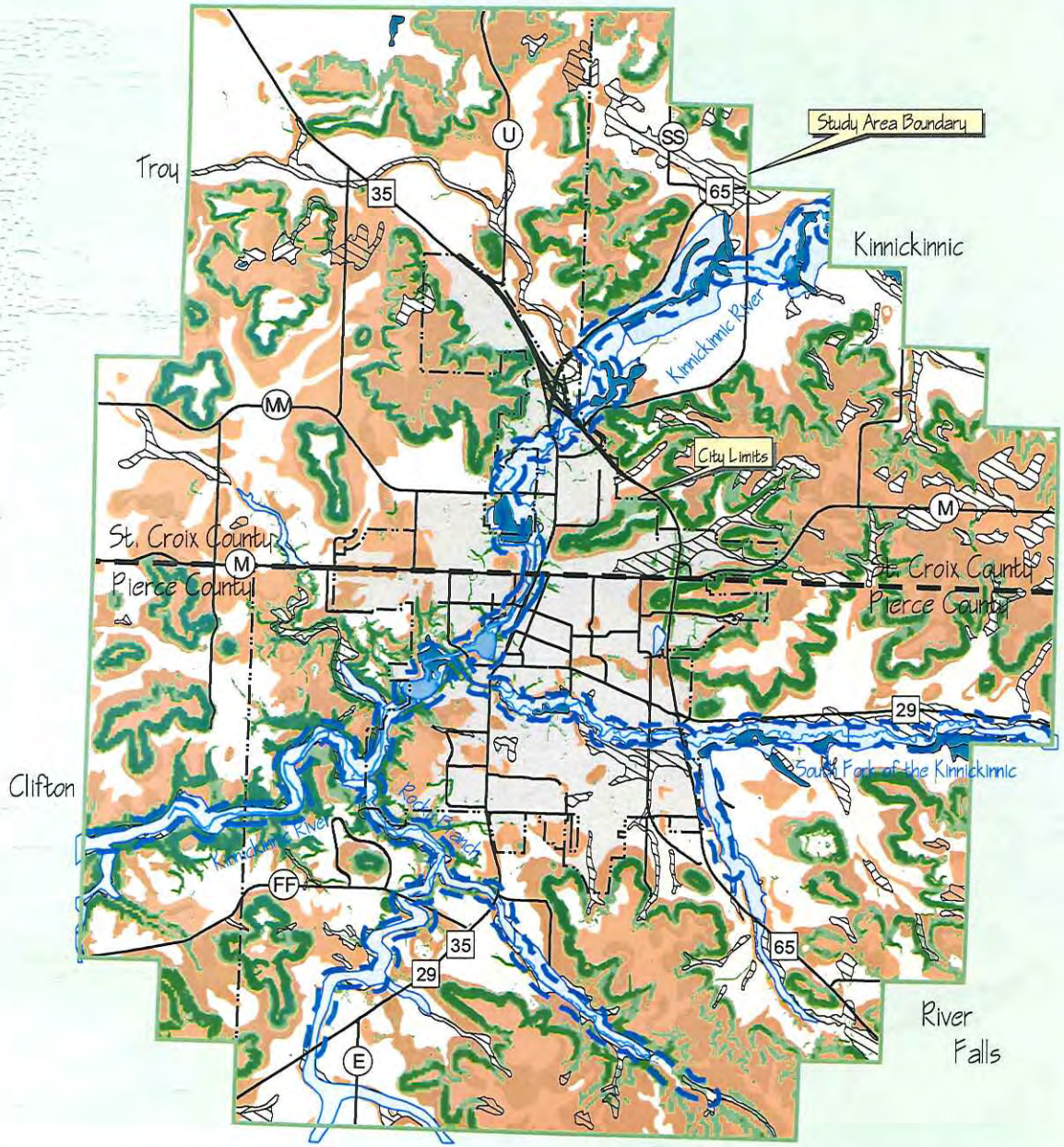
- Maintenance of a system for identifying historic resources,
- Establishment and administration of a qualified preservation commission,
- A vision for public participation in a local historic preservation program; and
- Enforcement of local laws for the designation and sensitive management of such resources.

A certified local government program as administered by the Wisconsin Historic Preservation Division would be a major source of support and guidance to the city and community by providing technical and financial assistance to the city and Community for program development. It would be through this assistance that the community would be able to undertake its historic building resurvey and other archeological, historic, agricultural, cultural heritage research projects.

East Main Street from Elm to Walnut Street with incorporated preservation guidelines (Rendering by Matt Frisbie architect).

Figure 4-1

The original plat of River Falls is tilted (19 degrees) so that Main Street and other streets are oriented to the Kinnickinnic River. The plat conforms to a common midwestern form consisting of square blocks set on a grid of streets intersecting at right angles. Later plats followed survey lines and compass points thereby creating the familiar rectilinear grid.



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Sensitive Resource Areas

- Slopes 12 - 20%
- Slopes > 20%
- Wetland Wetland Inventory (Supplied by the Wisconsin DNR)
- 100 & 500-Year Floodplain
- Erodable Soils
- Potentially Erodable Soils
- Hydric Soils
- Inclusion Soils
- 300 foot Shoreline Buffer
- Major Roads
- City or Town Boundary
- County Boundary
- Lakes & Rivers
- Study Area
- City of River Falls

BRW

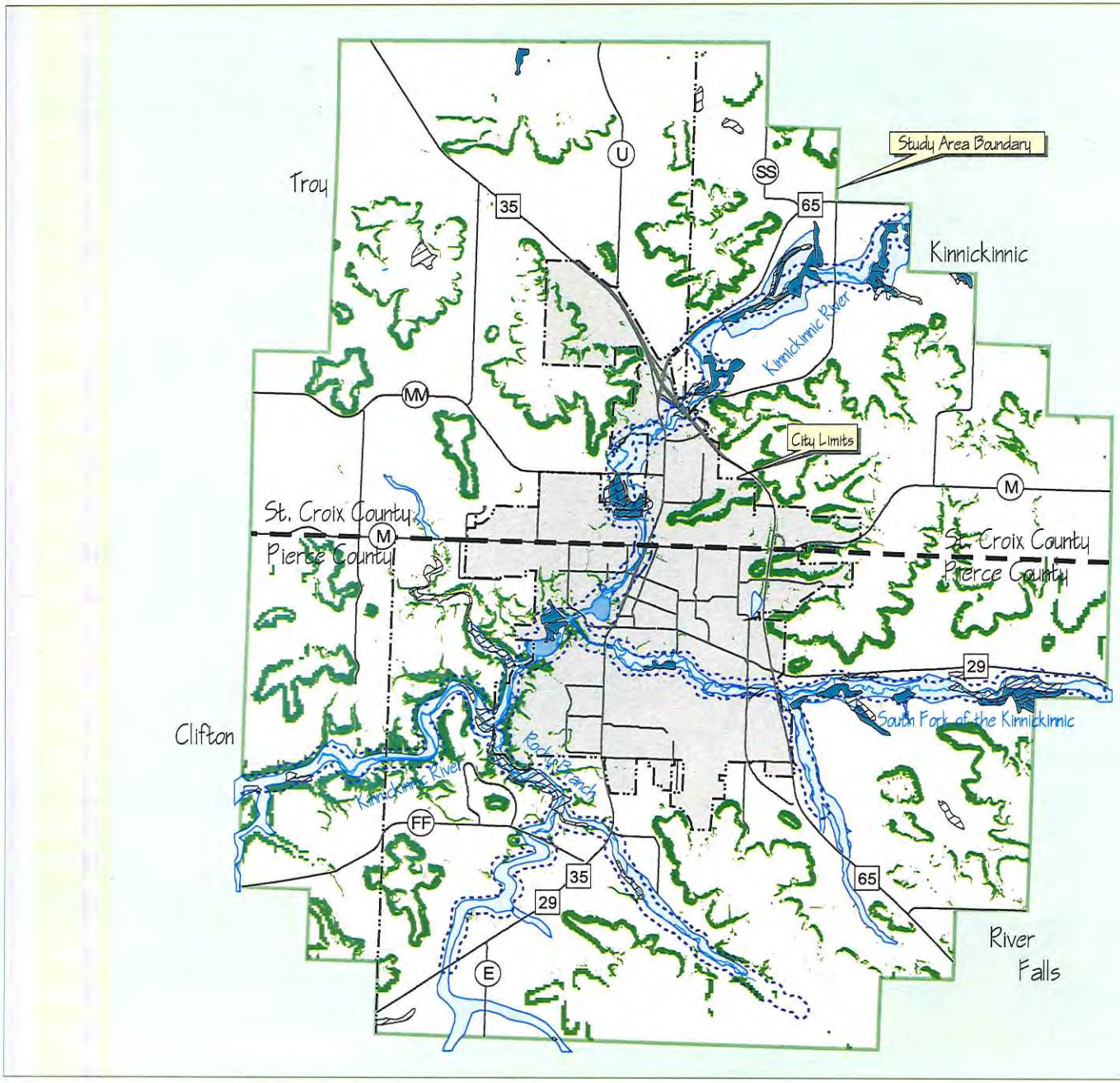
City of River Falls

N

0 0.5 1

Miles

Figure 4-3



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Resource Protection Areas

- Hydric Soils
- Slopes > 20%
- 100 Year Floodplain
- Wisconsin Wetland Inventory *(Supplied by the Wisconsin DNR)*
- Major Roads
- City or Town Boundary
- County Boundary
- Lakes & Rivers
- Study Area
- City of River Falls

BRW

City of River Falls

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Miles

Figure 4-2

4.3.2 Environmental Synthesis

As indicated above, air photos and in-the-field analysis, coupled with GIS measuring techniques, were used to assist in indicating the approximate acres of vacant, developable land within the proposed alternatives. In most of the alternatives vacant and developable means "the lands that are not in the RPAs. This includes land outside the following:

1. Exclusively agricultural zone,
2. Developed land,
3. Conservancy/park land,
4. Road rights-of-way and corridor protection areas,
5. Wetlands, 100- and 500-year floodplains, and
6. Slopes greater than 12%.

As the following figures show, steep slopes, floodplains, and wetlands, are major constraints to future growth surrounding the city. Because of River Falls' original location at the foot of the bluffs, virtually all new growth in the future will have some constraints in regards to the terrain (see Figure 4–2 RPAs). Development is currently taking place at the edge of the city adjacent to these RPAs at fairly low intensities. The City of River Falls overall population densities from land devoted to urban use has declined from the historic district of approximately five to six dwelling units per acre to that of less than three dwelling units per acre over the past 40 years.

4.3.3 Alternative One: City Developable Land

In this process, we looked at developable land that was not only vacant but also had the potential of being developed or redeveloped. The November 1999 *City of River Falls Housing Needs Assessment* provided the information for this section. The process used to identify parcels to develop or redevelop included the following:

1. Reviewing city's maps,
2. Driving and looking at potential sites,
3. Obtaining information and specifications,
4. Surveying local real estate firms,
5. Surveying lenders,
6. Surveying other members of the community, and
7. Telephone interviews with property owners.

There are approximately 330 acres of property within the River Falls city limits that offer the potential for additional residential development. Approximately 140 acres are suitable for single-family housing, approximately 180 acres are suitable for multifamily development, and approximately 14 acres have the potential for either single-family or multifamily development. It should be noted that approximately 33 acres of the 330 acres are vacant and zoned residential. The identified parcels can be categorized as existing platted lots or ones with preliminary plats in process, potential infill or redevelopment sites, or potentially developable subdivision sites with possible amendments to the zoning code and map. A list of the identified properties is located in Appendix F; Figure 4–4 illustrates the locations.

- **Existing Platted Lots and Preliminary Plats in Process (91 acres).**

  The two largest properties in this category include 120 single-family home sites on 40 acres called Rolling Hills located off West Maple Street and a 20-acre parcel south of Rocky Branch Elementary School, which has an approved preliminary plat for single-family homes. The largest parcel for multifamily houses is a seven-acre parcel on Cemetery Road, which is the future site of apartments, a 100-unit project the city approved in 1999.

- **Potential Infill and Redevelopment Sites (50 acres).**

  Fourteen properties have been identified as potential infill and redevelopment sites. However, not all of the properties are currently for sale. Most of the properties are zoned for multifamily housing (approximately 40 acres compared to approximately 8 acres for single-family houses). Meyers Middle School is included as a potential redevelopment site should the School District decide to sell the property in the future; however, our understanding is that the District's intention at the present time is to keep the property for administrative or educational purposes. City staff reinforces the School's decision to keep this as a school use.

- **Potentially Developable Subdivision Sites (189 acres).**

  The largest parcel that offers potential for housing development is 128 acres owned by the City of River Falls. Although the property is currently zoned light industrial, the city could consider allowing the development of single-family and multifamily housing in the future. It should be noted that there are numerous constraints on the site, such as steep slopes, rock outcroppings, lack of infrastructure, including water, sewer, and roads, which may limit the development to one-third (42 acres) of the actual size. Other potential areas for single-family housing are located north and east of the hospital, although one of the property owners has plans to build single-family homes, no plat has been submitted to the city. The property is also presently zoned as agricultural and does have some constraints regarding slopes and infrastructure.

4.3.4 Alternative Two: Extraterritorial Developable Land

Figure 4–5 shows the developable land within the Extraterritorial Zone (ETZ) boundary. 1995 aerial photos and in-the-field analysis, coupled with GIS measurement techniques, were used to assist in indicating the approximate acreage of vacant, developable land within the ETZ boundary. Vacant, developable land for Alternative Two means lands that are not in the RPAs, zoned exclusively agricultural, or developed. These excluded lands are:

1. Zoned exclusively agricultural,
2. Developed land,
3. Conservancy/park land,
4. Road rights-of-way and corridor protection areas,
5. Wetlands, 100- and 500-year floodplains, and
6. Slopes greater than 12%.

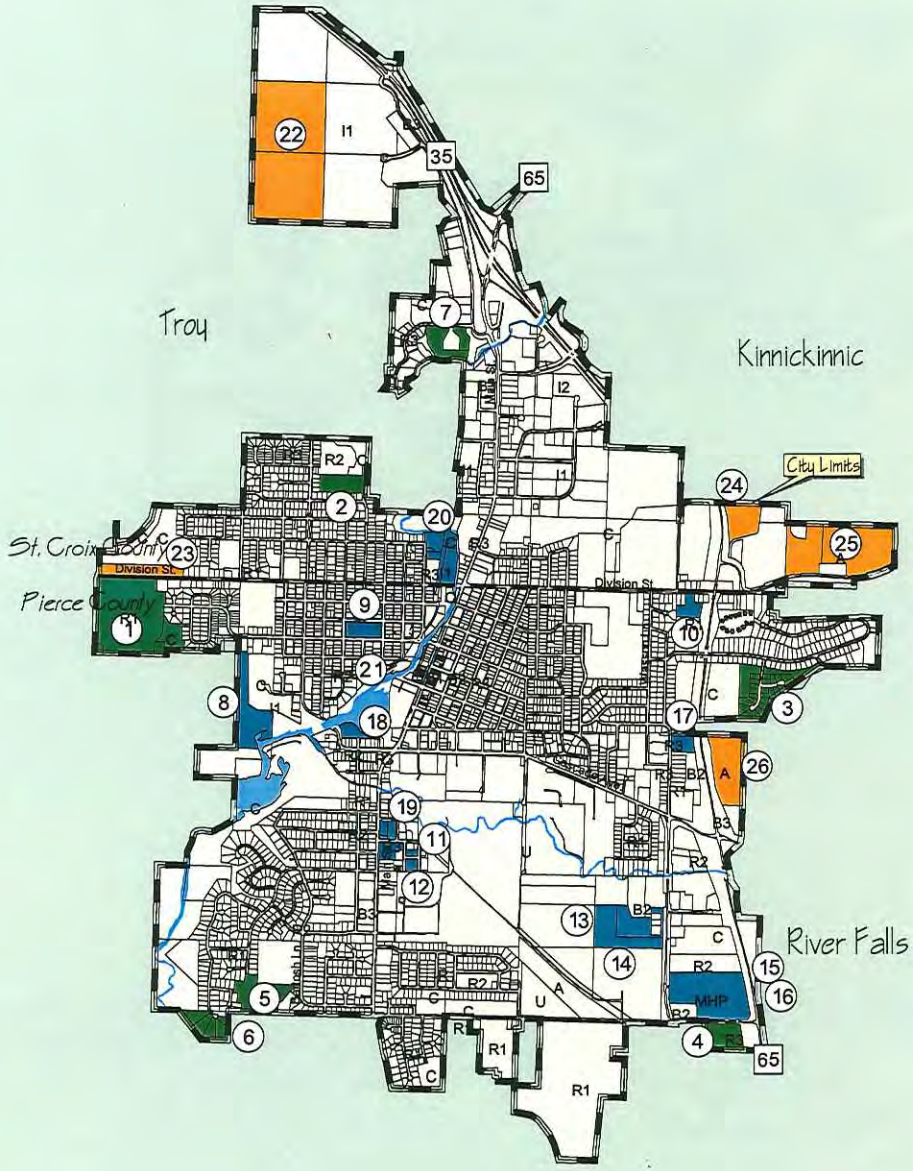
EXISTING PLATTED LOTS &
PRELIMINARY PLATS IN PROCESS
1. K & S Inc. Property
2. Colins, et. al. Property
3. H. Cudd Property
4. Gustafson/Skarsden Property
5. D. Cudd Property
6. Rocky Branch Lots
7. Kinnic View Property

POTENTIAL
INFILL SITES
8. City of River Falls Property
9. Meyer Middle School
10. Pechacek Property
11. Old City Garage Property
12. Sycamore/E. Charlotte St. Property
13. Cudd Property
14. Cudd Property
15. Venzina Property
16. Cudd Property
17. Moody Family Property
18. Foster Court Property
19. McEwen Property
20. Hovde Property
21. Cenex Property

POTENTIALLY DEVELOPABLE
SUBDIVISION SITES
22. City of River Falls Property
23. Desanctis Family Property
24. J. Hanson Property
25. B. Miller Property
26. Agricultural Property East of
STH 35 Bypass & North of
STH 29

ZONING DISTRICTS

R1	Single Family - Low Density
R2	Multiple Family - Medium Density
R3	Multiple Family - High Density
B1	General Commercial
B2	Limited Commercial
B3	Highway Commercial
I1	Light Industrial
I2	Heavy Industrial
A	Agriculture
C	Conservancy
U	University
MHP	Mobile Home Park



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Alternative One
City Developable Land

- Existing Platted Lots & Preliminary Plats in Process
- Potential Infill Sites
- Potentially Developable Subdivision Sites
- Major Roads
- City Boundary
- Lakes & Rivers

BRW

City of River Falls

N

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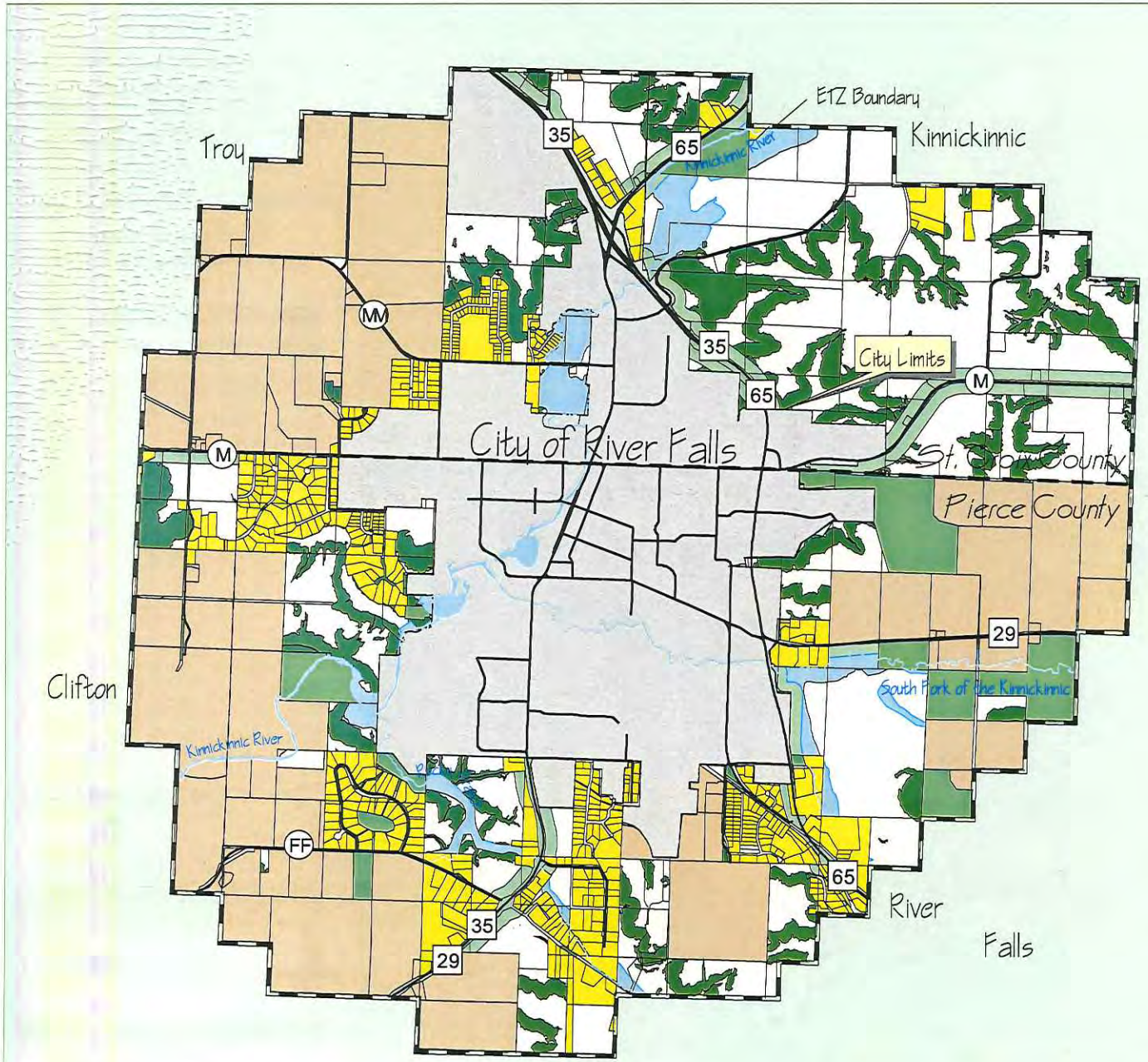
Feet

Figure 4-4



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Alternative Two Extraterritorial Developable Land

- Exclusive Agricultural Zoned Land — 3,473 Acres — 37.0 %
- Developed Land — 1,145 Acres — 12.2 %
- Conservation / Park — 462 Acres — 4.9 %
- Road ROW / Corridors — 426 Acres — 4.5 %
- 100/500 - Year Floodplains/Wetlands — 289 Acres — 3.1 %
- Slopes > 12 % — 1,004 Acres — 10.7 %
- Vacant Developable Lands — 2,599 Acres — 27.6 %
- City of River Falls
- Major Roads
- City or Town Boundary
- County Boundary
- Extraterritorial Zoning (ETZ) Boundary

BRW

City of River Falls

N

0.5 0 0.5

Miles

Figure 4-5

It should be noted that a vacant lot infill inventory was not taken; therefore, these lots were not added to the amount of vacant, developable land. These lots are mostly located in built-up areas or near the built environment of the city. Also, redevelopment activity was not taken into consideration, such as conversion of a single-family home to a duplex or higher density development. As noted above, exclusive agricultural zoned land was not included as developable land. Exclusively agricultural zoned land can only become developable land either through rezoning by the county/town or annexation to the city of River Falls (Table 4.1).

TABLE 4.1
ALTERNATIVE TWO:
EXTRATERRITORIAL DEVELOPABLE LAND PROFILE

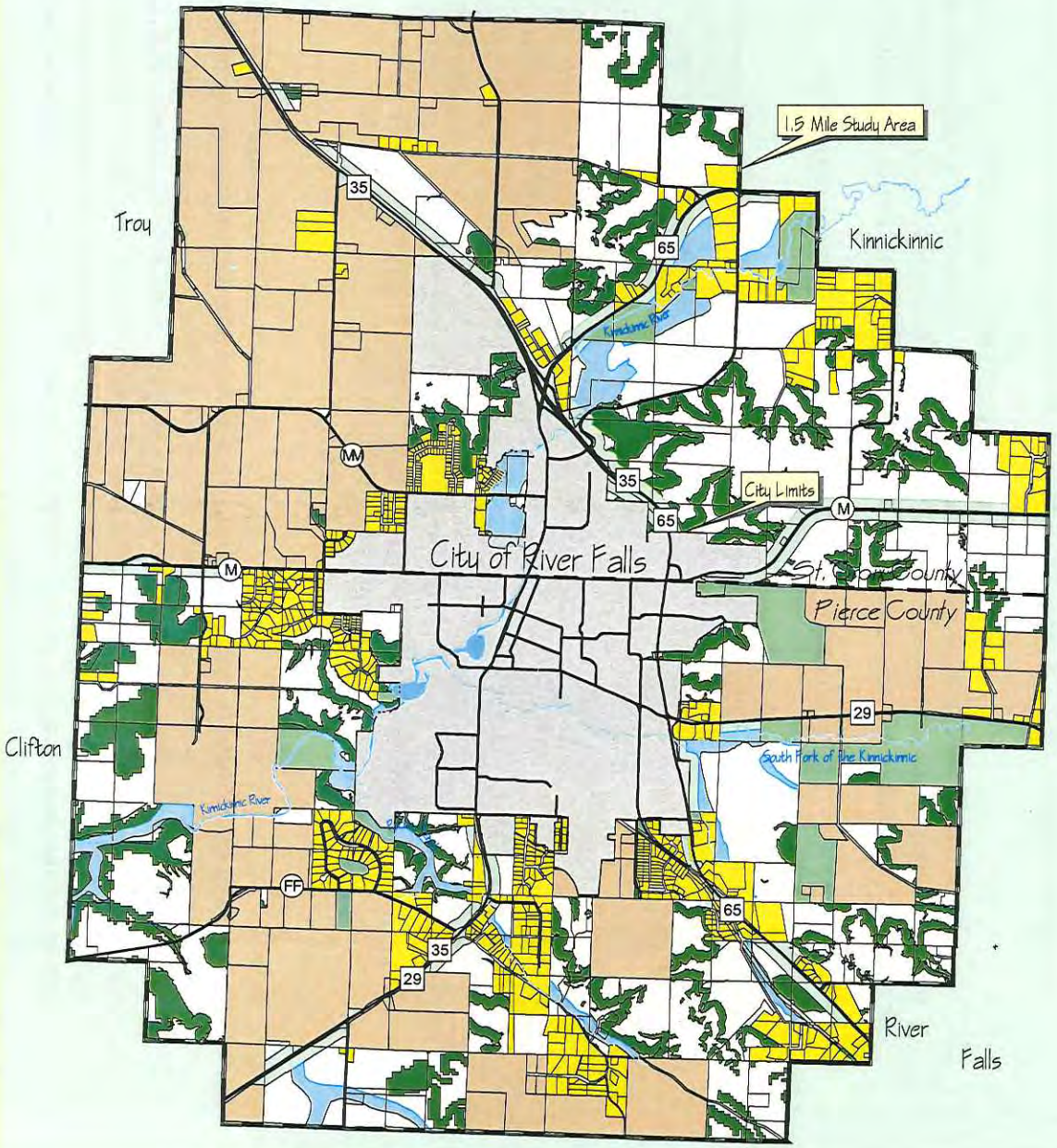
Land Use	Acres	Percent
1. Exclusive Agricultural Zoned Land	3,473	37.0
2. Developed Land	1,145	12.2
3. Conservation/Park Land	462	4.9
4. Road ROW/Corridors	426	4.5
5. 100/500 Floodplains/Wetlands	289	3.1
6. Lands with Slopes Greater Than 12%	1,004	10.7
7. Vacant, Developable Lands	2,599	27.6
Total Land Area	9,398	100.0

4.3.5 Alternative Three: 1.5-Mile Study Area Developable Land

As noted in the introduction of this plan, the purpose is to plan for sewer line extension in an environmentally sound manner that protects surface and groundwater from point and non-point sources of pollution. The plan will also meet requirements of the Federal Clean Water Act and State Administrative Code NR 121.

A study area was created that was approximately 1.5 mile from the existing city limits. Environmental sensitive areas in this 1.5-mile area were identified and mapped. Figure 4–6 shows the approximate acreage of vacant, developable land within the 1.5-mile boundary. Vacant, developable land for Alternative Three means the same as Alternative Two. These are lands that are not in the RPAs, land zoned exclusively agricultural, or developed. These excluded lands are:

1. Exclusively agricultural zone,
2. Developed land,
3. Conservancy/park land,
4. Road rights-of-way and corridor protection areas,
5. Wetlands, 100- and 500-year floodplains, and
6. Slopes greater than 12%.



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Alternative Three
1 1/2 Mile Study Area
Developable Land

Exclusive Agricultural Zoned Land	7,266 Acres	39.1 %
Developed Land	2,043 Acres	11.0 %
Conservation / Park	686 Acres	3.7 %
Road ROW / Corridors	754 Acres	4.0 %
100/500 - Year Floodplains/Wetlands	507 Acres	2.7 %
Slopes > 12 %	1,944 Acres	10.5 %
Vacant Developable Lands	5,387 Acres	29.0 %

City of River Falls

Major Roads

City or Town Boundary

County Boundary

Study Area Boundary

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City of River Falls

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Figure 4-6

TABLE 4.2
ALTERNATIVE THREE:
1.5-MILE STUDY AREA DEVELOPABLE LAND PROFILE

Land Use	Acres	Percent
1. Exclusive Agricultural Zoned Land	7,266	39.1
2. Developed Land	2,043	11.0
3. Conservation/Park Land	686	3.7
4. Road ROW/Corridors	754	4.0
5. 100/500 Floodplains/Wetlands	507	2.7
6. Lands with Slopes Greater Than 12%	1,944	10.5
7. Vacant, Developable Land	5,387	29.0
Total Land Area	18,587	100.0

4.3.6 Alternative Four: Recommended Sewer Service Area Boundary

Figure 4–7 shows the developable land within the recommended sewer service area boundary. As with the above alternatives, the use of the 1995 aerial photos and in-the-field analysis, coupled with GIS measurements and techniques, were used to assist in indicating the approximate acreage of vacant, developable land within the 1.5-mile area boundary. This includes the following:

1. Developed land,
2. Conservancy/park land,
3. Road ROW and corridor protection areas
4. Slopes greater than 12%,
5. Wetlands, 100/500-year floodplains, and
6. Vacant, developable land.

The difference is that some exclusive agricultural land was included as developable land. Some exclusive agricultural lands are located adjacent to or surrounded by town and city developed lands. This sewer service area boundary represents the land that is needed to manage growth for the next 20 years. This includes but is not limited to such uses as roadways; public service areas such as parks, schools, substations for police, fire, neighborhood services; and other uses common to any urban development (Table 4.3).

TABLE 4.3
ALTERNATIVE FOUR:
RECOMMENDED SEWER SERVICE AREA BOUNDARY LAND PROFILE

Land Use	Acres	Percent
1. Developed Land	572	8.3
2. Conservation/Park Land	443	7.0
3. Road ROW/Corridors	715	11.2
4. Lands With Slopes Greater Than 12%	821	12.9
5. 100/500 Floodplains/Wetlands	374	5.9
6. Vacant, Developable Land	3,499	54.8
Total Land Area	6,379	100.0

As stated in the introduction and required by WDNR, the purpose of this plan is to identify and map environmentally sensitive areas for future growth and development within a 20-year sewer service area boundary. Figure 4–7 Sewer Service Area Boundary and Resource Protection Areas illustrates the recommended boundary in this plan and is to be used for sewer service technical conformance review purposes. This plan provides more than a boundary and mapped environmentally sensitive areas, it provides a Land Use Plan and Figure 4–8 Future Land Use that will help in the management and growth within the boundary and will protect environmentally sensitive areas. The sewer service area boundary establishes an identifiable physical boundary (existing and proposed roads). The existing city limits do not provide such a boundary. The sewer service area boundary follows existing and proposed roads that will separate rural and urban development.

During public meetings for both the city and towns, citizens have repeatedly called for city/town cooperation in addressing growth issues. There has been an increasing demand for a coordinated approach to a boundary line/joint agreement that will replace the existing extraterritorial zone. The sewer service area boundary provides the opportunity for this change.

4.4 LAND USE

In determining a sewer service area boundary, it is important to have an understanding of current and future land uses. The themes, guiding policies, and implementing policies provide a narrative of how land is to be developed. The result of applying these guiding principals and policies to development is presented in Figure 4–8 Future Land Use. The map provides a graphic representation of the land uses in the future and the location and distribution of development. It is not the SSAP. For some areas, additional planning will be needed.

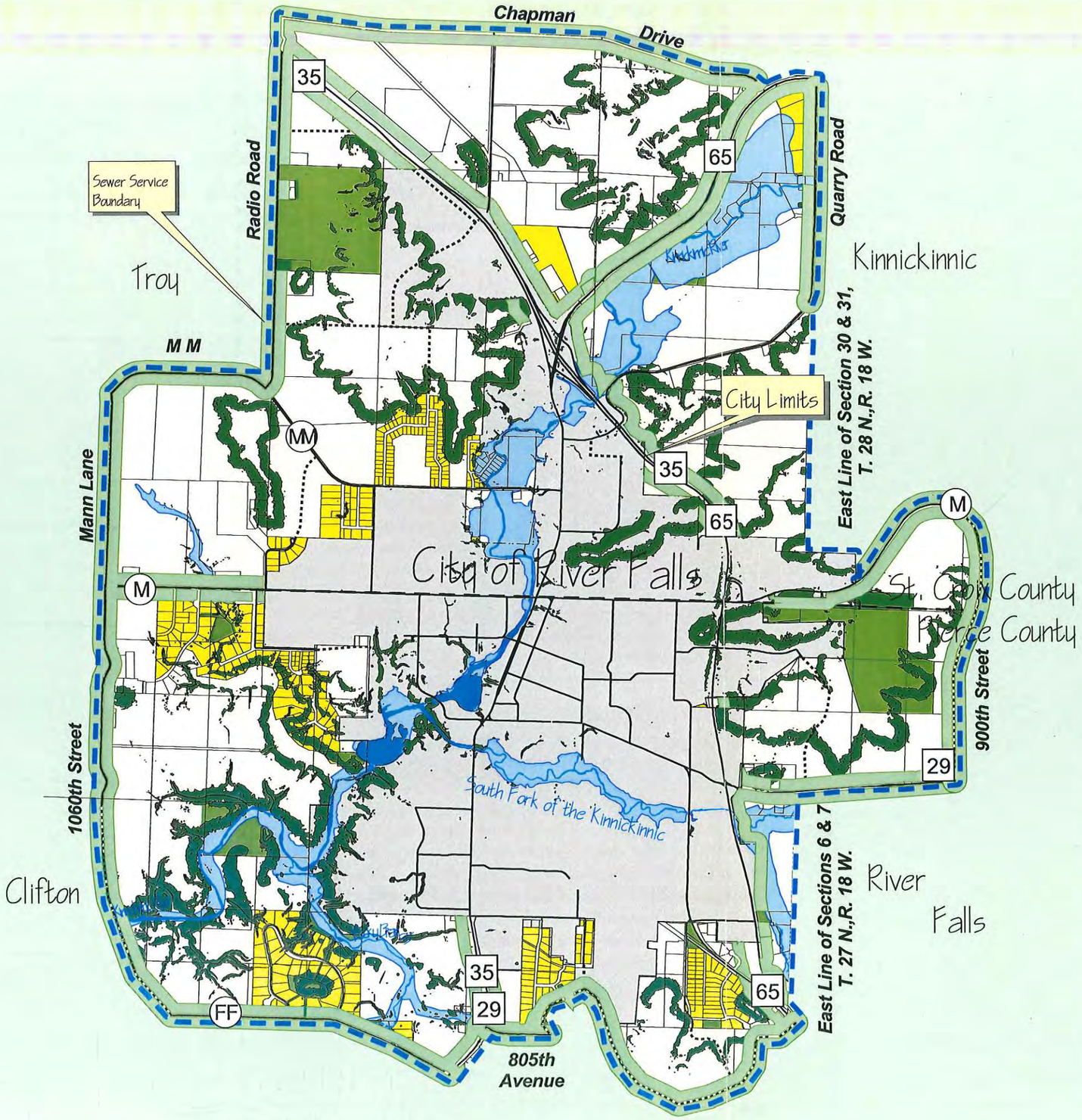
Land use classifications, shown as letter designations, labels, graphic patterns, and/or color on the Figure 4–8 Future Land Use, specify an intended range for housing densities or building intensity for each type of land use. These density/intensity standards allow circulation and public facility needs to be determined. They also reflect the environmental carrying-capacity limitation established throughout this plan. They do not directly correspond to existing zoning categories, nor do they change the underlying zoning. Changes in zoning may be recommended in a more detailed community area plan and subsequently changed by ordinance. Existing zoning classifications may also be changed by ordinance to more closely resemble the plan's classifications. These changes may take place during annexation or through requests.

4.4.1 Future Land Use Framework

Chapter 2 of this plan provided the current land use patterns for the city and land within the study area boundary. The following outlines the principles that shape the future land use for the area within the study area boundary.

Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan



Sewer Service Area Boundary and Resource Protection Areas

Developed Land	527 Acres	8.3%
Conservancy / Park	443 Acres	7.0%
Road ROW / Corridors	715 Acres	11.2%
Slopes > 20 Percent	821 Acres	12.9%
100/500 - Year Floodplains/Wetlands	374 Acres	5.9%
Vacant Developable Lands	3,499 Acres	54.8%
City of River Falls		

- Sever Service Boundary
- Major Roads
- City or Town Boundary
- County Boundary
- Future Street

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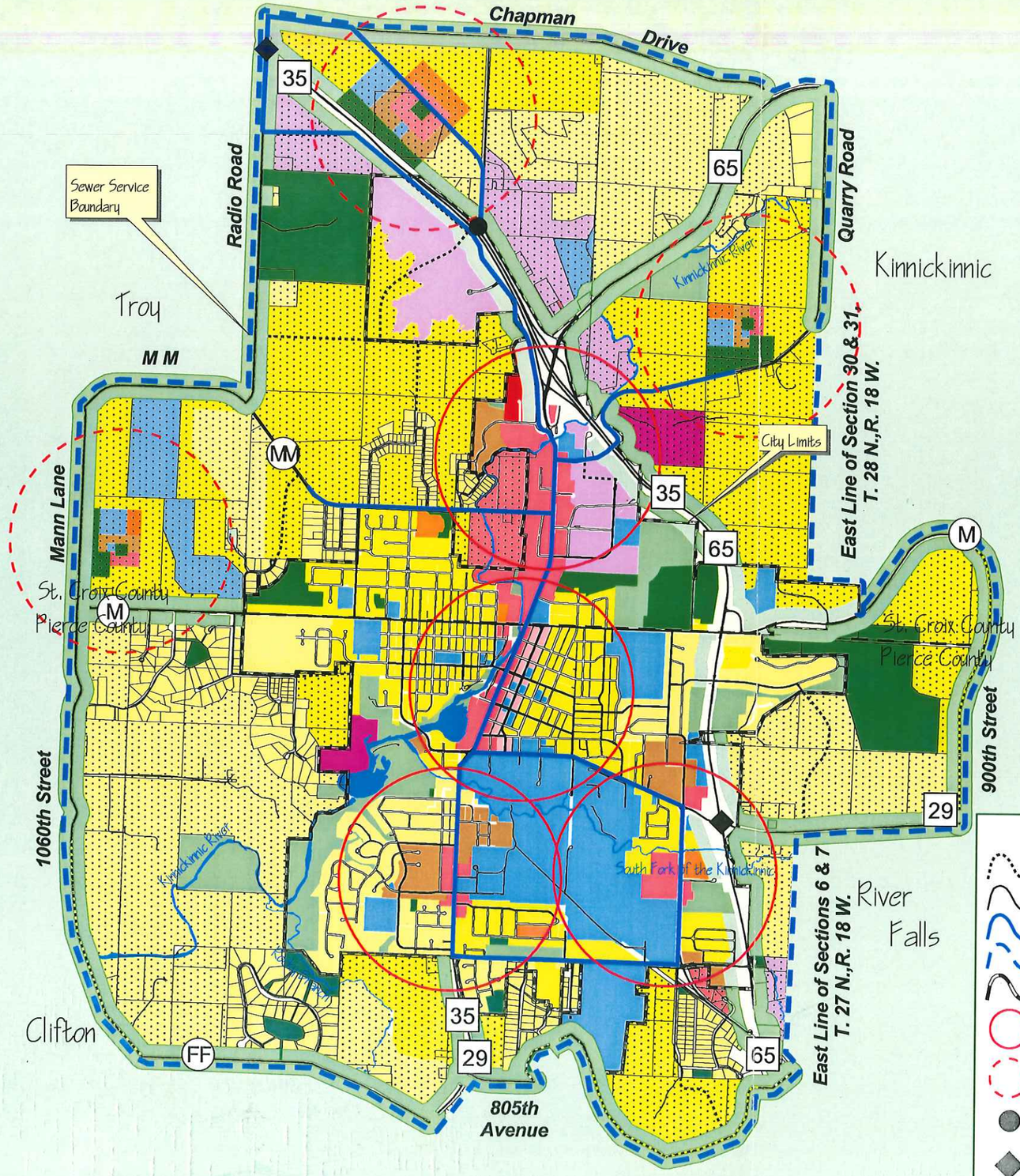
Figure 4-7

Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan



Future Land Use

Residential Density

- Corridor — 0 - 1 DU / AC
- Very Low — 1 - 3 DU / AC
- Low — 3 - 6 DU / AC
- Medium — 6 - 9 DU / AC
- High — 9 - 12 DU / AC

Commercial, Institutional & Industrial

- Regional Commercial
- Community Commercial
- Office
- Public / Institutional
- Business Park
- Industrial

Park & Conservancy

- Park
- Conservancy

Land Status

- Land Use Proposed

Key

- Road Proposed
- Road Existing
- Transit Corridor Proposed
- Sewer Service Boundary
- Municipal Boundary
- Commercial Service Area (1/2 Mile Radius)
- Neighborhood Center Proposed (1/2 Mile Radius)
- Proposed Intersection Location
- Proposed Over/Underpass Locations

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Figure 4-8

It is the result of many months of work along with review of past plans and studies that were done by the counties, towns, and city. Ideas and principles that have shaped the sewer service area land use framework include:

- **Compact Urban Form.** A majority of growth is contained within the city boundaries, with an ongoing growth within 1.5 mile of the city boundary.

- **Reaffirmation of the Role of Main Street as the Center of the Community.** Figure 4–8 Future Land Use ensures that the Main Street location as the physical heart of the community is enhanced and that no new center rivals the Main Street in size and scale. Unlike development over the past three decades, realization of this plan will result in a decrease in the average distance between residences and Main Street area.

- **Mix of Uses in All New and Existing Neighborhoods.** Most new residences are located within walking distance of a neighborhood commercial center, ensuring that services are located close to where residents live.

- **Mix of Housing Types in All Neighborhoods.** Figure 4–8 Future Land Use illustrates neighborhoods with integrated housing types, designed to locate a large share of residents close to pedestrian and bicycle paths, parks, and neighborhood service centers.

- **Protection of Natural Resources and the Environment.** Development on bluffs, steep slopes, riparian corridors, or floodplains is minimized or prohibited.

- **Protection and Conservation of Neighborhoods.** Figure 4–8 Future Land Use envisions the community as a network of neighborhoods with individual identities but integrated into the overall fabric of the community. Limitations are imposed on the size and scale of development to prevent encroachment of large-scale commercial uses in neighborhoods.

- **Corridor Protection Area Between Urban and Rural Uses.** To prevent sprawl and delineate clearly the boundary between urban and rural areas, Figure 4–8 Future Land Use shows a corridor protection area between urban and rural uses along State Highways 35, 65, and 29/35 and County Road M.

- **Minimal Impact on Congested Streets.** This plan respects the community's desire for narrow streets and locates development to minimize traffic along already congested north, south, east, and west arterials such as Main Street and Division Street. This plan recommends as a priority detailed planning for the land use and road network within the sewer service area boundary.

- **Commercial and High-density Residential Development Located Away from Main Arterials or Highways.** The purpose is two-fold: to avoid strip commercial development along our entryways into the city and to create neighborhoods away from the noise, pollution, and traffic of arterial streets and existing highways.

- **A Network of Conservancy Areas.** Figure 4–8 Future Land Use depicts a network of conservancy areas along the Kinnickinnic River, South Fork, Rocky Branch, bluffs, and other passive parks within the community.

- **Respect for Traditional Communities such as the Surrounding Towns.** This plan affirms the independence of the towns in shaping their destinies; however, in many aspects such as transportation and land use planning, a partnership between the city and the towns is essential. This plan recommends as a priority establishing and maintaining a joint planning effort to develop a more detailed area plan for the surrounding towns and the city.

4.4.2 Future Land Use Classifications

This section describes the land use classifications designated on Figure 4–8 Future Land Use that are to be used and interpreted only in conjunction with the text and other figures contained in this plan. The legend for future land use abbreviates the land use classifications described below, which represent parts of an adopted City of River Falls Zoning Map.

Designation of sites for urban use on Figure 4–8 Future Land Use may not necessarily mean that the site is ready for urban development right away. Policies related to the design, phasing, and timing will regulate the kind of development.

The classifications in this section represent a proposed community-adopted policy. They are meant to be broad enough to give flexibility in implementing policies but clear enough to provide sufficient direction to carry out the SSAP. Future details on development intensities, land use mixes, and design will need to be planned. The land development code will need to be amended and an ordinance adopted to provide more detailed provisions and standards for the land use, maximum and minimum densities, and building intensities that are described in the classifications. More than one zoning district may be consistent with a land use classification.

Residential

The residential land use classifications are based on densities, not on housing types. Thus, single-family homes can be built in an area designated for a medium density, provided the overall density of the development falls within the stipulated density of the classification. The development code may place limitations on the locations of certain housing types, such as mobile-home parks. In order to conserve land and ensure the viability and efficiency of public services, proposed development with densities lower than four units per acre is not permitted in newly annexed areas and in future growth areas.

Maximum densities are per gross acre of developable land, excluding areas subject to physical, environmental, or geological constraints and areas dedicated for riparian corridors, provided that at least one housing unit may be built on each existing legal parcel designated for residential use. Accessory units such as granny flats or guesthouses will be permitted by the zoning regulation and density bonus for provisions of affordable

housing, if approved as part of the zoning ordinance, will be in addition to the density otherwise permitted. Because residential densities are stipulated in gross acres, no loss of development potential will result for projects that have smaller blocks with more pedestrian, bicycle, and street connections.

The residential classifications are as follows:

- **Bluff/Corridor.** Up to one unit per ten acres depending on slope. For existing parcels with 20% slopes or greater, only one residential unit per existing legal parcel is permitted. If parcels exceed more than 10 acres, clustered development will be required, taking into consideration the natural character of the land,.

- **Very Low Density Residential.** One to three units per gross acre, depending on slope. On sites with slopes greater than 12% but less than 20%, development shall be clustered, taking the natural character of the land into consideration will be required. The classification mainly applies to detached single-family dwellings. This classification also takes into consideration existing residential development.

- **Low Density Residential.** Three to six units per gross acre. The classification mainly applies to detached single-family dwellings, but attached single-family units or multifamily units may be permitted, provided each unit has ground-floor living area and private outdoor open space.

- **Medium Density Residential.** Six to nine units per gross acre. The classification mainly applies to attached single-family housing and multifamily units such as duplexes, triplexes, apartments, and condominiums.

- **High Density Residential.** Nine to 12 units per gross acre. Dwelling types may include apartments, condominiums, and other forms of multifamily housing. This classification includes much of the multifamily development built in River Falls in recent years. (See Appendix D for illustrations of residential prototypes for single-family and multifamily dwellings.)

Regional Commercial

This designation is for existing retail shopping areas within and surrounding the City of River Falls that primarily serve residents and tourists. The existing regional commercial centers are those areas located to the north and within the City of River Falls.

Community Commercial

This classification provides sites for retail shopping areas, focuses on Main Street, contains a wide variety of businesses including retail stores, eating and drinking establishments, commercial recreation, service stations, automobile sales and repair services, financial businesses, personal services, grocery stores, and educational and social services.

Neighborhood Center

Figure 4–8 Future Land Use designates areas called neighborhood centers. These neighborhood centers should include a public town square as the focus for a mix of commercial, civic, and religious uses; offices; residential units; and services to meet the needs of neighborhood residents in a pedestrian-oriented, traditional River Falls environment. Maximum store size shall be 20,000 gross square feet. Parking requirements will be established through the land use regulations of the City Code. A market analysis may indicate an appropriate mix of commercial uses. Existing code provisions should be modified to include this revised list of uses, maximum as well as minimum parking requirements, and shared parking standards developed to reduce an automobile-oriented landscape. Development of the center should be in accordance with an architectural review ordinance, streetscape and urban design guidelines, and new guidelines developed expressly for neighborhood centers. Permitted uses will be those contained in the zoning ordinance, with residential densities at a suggested maximum of 12 units per gross acre, subject to height and other development standards as stipulated through amended and developed ordinances. Figure 4–8 Future Land Use shows the approximate locations of existing and future neighborhood centers. (See Appendix E for an illustration of and additional information on neighborhood centers.)

Business Park

Business parks shall provide areas appropriate for moderate to low intensity industrial and business park uses capable of being located next to commercial and residential areas with minimal buffering. Allowable uses include light manufacturing, wholesaling, distribution and storage, limited retail, and small-scale restaurants (as related uses only) and offered in a master plan landscaped setting. No raw or hazardous material processing will be allowed. Whitetail Ridge Corporate Park would be a good example of this type of future business park within the City of River Falls and the region.

Office

This classification provides sites for administrative, financial, business, professional, medical, and public offices and small-scale restaurants (as a related use only), in areas where retail and other community commercial uses are not appropriate. The area along Second Street would be considered an office district.

Industrial

This classification provides and protects industrial lands for the full range of manufacturing, agricultural, and industrial processing; general services; and distribution uses. Unrelated retail and commercial uses that could be more appropriately located elsewhere in the city would not be permitted. Proposed performance standards in the zoning ordinance will minimize potential environmental impacts. This zoning classification may apply to existing industrial parks and future industrial parks.

Public/Institutional

This classification provides for universities, schools, churches, childcare facilities, human service facilities, museums, libraries, fire and police stations, government offices, and other facilities that have a unique public character. Where uses already exist on lands designated "public/institutional" on Figure 4–8 Future Land Use, they are encouraged to remain on the site unless shown as part of a proposed redevelopment district. All other "public/institutional" uses that propose a change in land use that will increase in intensity will require a general plan amendment to the Figure 4–8 Future Land Use prior to any rezoning or development plan consideration.

Park/Conservancy

This classification provides for parks, recreational complexes, public and private golf courses, and other conservancy areas based upon riparian corridors, bluffs, and other areas. Private parks such as golf courses are considered limited special use parks.

Historic Preservation Neighborhood and Conservation

The historic preservation survey shall be updated, and those areas classified as potential historic neighborhood or historic residential and nonresidential structures shall be mapped and documented. This designation is designed to preserve stable residential areas close to Main Street and to prevent the intrusion of business district uses while conserving the developed character of these neighborhood so that permitted densities are consistent with developed densities. A wide range of residential uses, such as apartments, townhouses, and single-family detached houses, is permitted.

Corridor Protection Area and Scenic Corridor

This classification is designed and shall be planned to provide a distinct physical boundary separation to minimize the effects of noise, artificial light, air pollution, etc. It will also provide a visual separation between urban and surrounding rural and highway uses. Residential use shall be limited to existing legal parcels. One residence per ten acres shall be considered within this area. Agricultural operations compatible with the surrounding urban uses, nurseries, parks, recreational open spaces, storm water ponds, campgrounds, and cemeteries would also be appropriate. Policies and design guidelines shall be developed to mitigate development within and adjacent to the corridor protection area, such as screening with topography and transfer of development rights. State Highway 35/65 as it enters into the City of River Falls shall be considered a corridor protection area. A recommended starting point for a scenic and protection corridors could be 300 feet from the edge of the right-of-way on both sides of the highway. The 300 feet was used to be consistent with the shoreline buffer. This distance may change after a study has been completed.

County Road M and State Highway 29/35 as it enters into the City of River Falls shall be considered scenic corridors. Scenic corridors are recognized for their importance as unspoiled entryways into the city. Development standards, including land use, density, and density control, will be developed through a public participation process.

4.5 TRANSPORTATION

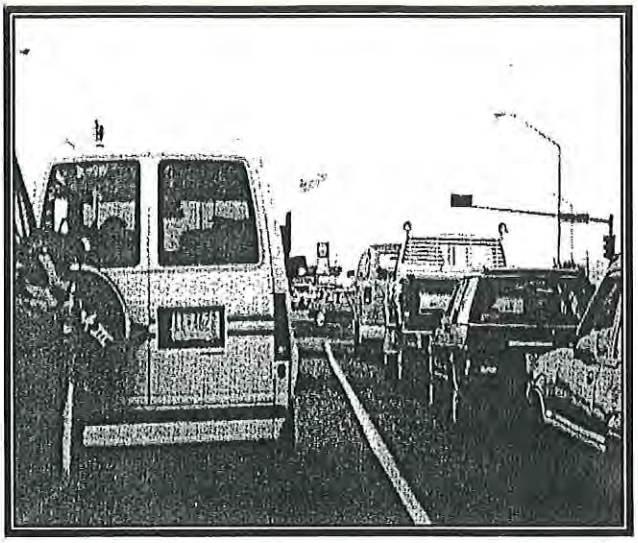
Transportation issues need to be addressed from a communitywide to a neighborhood and block level scale. The relationship between the local system and the community system and agencies also needs to be addressed.

This section provides some policies and standards for a multimodal transportation system that encourages alternatives to automobile travel. This is achieved primarily by adopting land use policies that would reduce the need for automobile travel. Primary among these is the establishment of services and jobs closer to residences and fostering pedestrian-friendly environments. Denser settlement patterns are proposed to promote future transit as well as pedestrian activity. Finally, improvements are proposed that would optimize the use of existing facilities and provide a multimodal transportation system that encourages future transit and meets the need of the pedestrian and bicyclist, as well as automobiles. The prevalent sentiment against wider streets and the desire to conserve the character of established neighborhoods are reflected in the policies, fostering the character of traditional River Falls' neighborhoods. These policies have been designed to ensure that:

- A compact urban form provides neighborhood amenities closer to where residents live, fosters a pedestrian-friendly environment, encourages future transit service to serve commercial centers, and encourages alternatives to automobile trips.
- Trip lengths are kept to a minimum by promoting a mix of land uses in different parts of the community, locating residences closer to job centers, and delineating development along future transit service corridors.
- Transit intensive corridors are established where high transit service levels are provided and requirements for minimum residential density in new neighborhoods is established.
- A street network that promotes flexibility of routes and connections between and within neighborhoods is promoted.

4.5.1 Transportation System Management

The term "Transportation System Management" refers to measures designed to reduce peak-period traffic by making more efficient use of existing transportation resources and emphasizing ride sharing and nonauto alternatives. Transportation System Management includes public transit, flexible work hours, car and van pooling, and incentives to increase the use of these alternatives. Transportation demand management that focuses on efforts to reduce peak-hour transportation demand is one component of Transportation System Management. Transportation System Management has become increasingly important in the efforts to enhance mobility through efficient use of alternative modes of transportation and to meet federal and state air quality standards.



A successful Transportation System Management program is an essential and important element in the continuing effort to achieve acceptable levels of traffic service. The specific objectives of Transportation System Management are to:

- Reduce peak-hour congestion by reducing the number of single-occupancy vehicle commuting trips.
- Reduce or delay the need for street improvements by making more efficient use of existing facilities.

4.5.2 Traffic Flow and Congestion

Reducing the number of single-occupancy vehicle commuting trips will result in an increase in the percentage of pedestrian, bicycle, and transit (bus/van) trips. Average trip length and overall vehicle miles traveled will also be reduced. In planning for the future, it is important to promote and reinforce through studies the need for multimodal transit hubs and transit corridors in new development, where high-frequency transit service would be provided in future transit services areas, in addition to promotion of regional transit between Wisconsin and Minnesota.

4.5.3 Regional Park-and-Ride

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

4.5.4 Standards for Traffic Level of Service

Traffic level of service (LOS) is a level for intersections and roadway segments that is characterized by examining peak-period operations. The standard measures of traffic flow are LOS and volume-to-capacity (or demand-to-capacity). LOS is classified by a letter grade that describes the quality of flow, ranging from the best conditions (LOS A) through extreme congestion associated with over-capacity conditions (LOS F) (Table 4.4).

Traffic demand modeling assumes that travel demand is a response to the pattern of land use activity in a city or surrounding region. The modeling process uses existing and forecast land use and demographics as model input. Through daily activity, the people who live, visit, shop, and work in and around River Falls generate the traffic that the

model assigns to the circulation system. The land use intensity also contributes to the magnitude of generated traffic; however, mixed use environments with convenient pedestrian access generate proportionately fewer additional automobile trips than areas devoted exclusively to a single use. Demographic descriptors, such as income, household, and vehicles per household affect traffic generation at the residential or household end.

Table 4.4
TRAFFIC LEVEL OF SERVICE DEFINITIONS

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

4.5.5 Street Scale and Design

Local streets should be designed to serve the needs of the neighborhood. Over-designed local streets are unnecessarily wide, costly, and unsafe for residents. Streets are among the most costly of development improvements and excessive requirements are a contributing element in rising housing prices. Over design may result in more cut and fill, more runoff, diminished groundwater supply, and a high potential for erosion. Over design and excessively wide streets tend to move traffic rather than control it, encouraging speeding and creating hazards. Narrow, curved streets discourage speeding. The planning and design of all streets should clearly indicate their functions. Arrangement of arterials and collectors in the community shall conform to an official street map that is approved by the community (Figure 4–9). Table 4.5 outlines street classifications and standards.

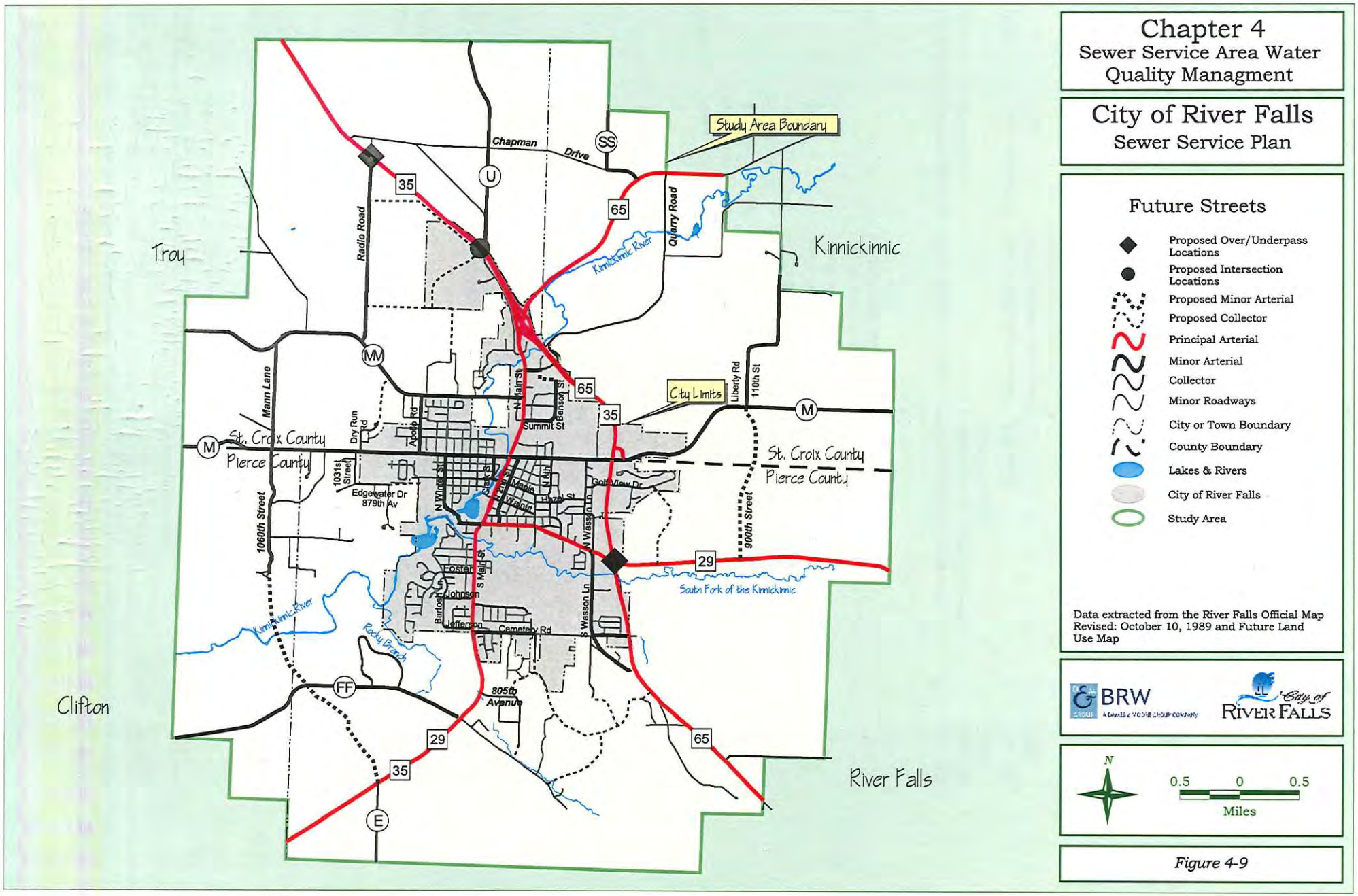
Table 4.5
STREET CLASSIFICATIONS AND STANDARDS

Street Type	Function	Access	Additional Street Functions/Amenities (w/in right-of-way)[a,b]	Number of Lanes	Parking
Freeway	Provides for regional mobility	Restricted to primary arterials via interchanges	Landscaping of unpaved right-of-way	Varies	None
Prinicipal Arterial	Collects and distributes traffic from freeways to minor arterials and collector streets	Optimum distance between intersections is approximately 0.5 mile.	Bikeways and landscaped median; park strips (for three or more lanes only); sidewalk with planting strip separating it from the street; and transit facilities	2, 3, or 4	None
Minor Arterial	Same as principal arterial	0.5 mile	Bikeways, landscaping, sidewalks, and transit facilities	2	Two-sides One-side None
Proposed Transit Corridor	Provides preferential right-of-way for buses and high-occupancy vehicles	No restriction on spacing of intersecting streets, but signals along the Transit Corridors should be limited and timed for preferential movement. Driveways no closer than 100 feet apart and prohibited in some areas.	Bikeways, landscaping, sidewalks, and transit facilities	2, 3, or 4	Two-sides One-side None
Collector	Serves as connector between local and arterial streets and provides direct access to specific sites	At major intersections, driveways on collector streets should be no closer than 50 feet to the intersection. Nonresidential driveways and/or intersecting streets or collector streets should be no closer than 500 feet apart.	Landscaped park strips, sidewalks, and transit facilities were mapped on the future land use. The goal is to have all local streets bicycle friendly.	2 or 3	Two-sides One-side None
Local Street	Provides access to specific sites	Access is not restricted	Landscaped park strips and sidewalks. All local streets are bicycle friendly	2	Two-sides One-side None
Rural	Same as principal arterial	Same as principal arterial. Used in limited situtations where purpose is to limit impact on natural resources and where housing densities served are very low.	Bikeways	2	One side None

Notes:

[a] Proposed transit facilities include bus stop signage and furniture and possibly bus pull out lanes.

[b] Street lighting and street trees are required for all public and private street improvements in accordance with city standards. City standards. Street trees along rural streets may not be required where preservation of the naturual environment is considered foremost.



Chapter 4
Sewer Service Area Water Quality Managment

City of River Falls
Sewer Service Plan

Future Streets

- Proposed Over/Underpass Locations
- Proposed Intersection Locations
- Proposed Minor Arterial
- Proposed Collector
- Principal Arterial
- Minor Arterial
- Collector
- Minor Roadways
- City or Town Boundary
- County Boundary
- Lakes & Rivers
- City of River Falls
- Study Area

Data extracted from the River Falls Official Map
Revised: October 10, 1989 and Future Land Use Map

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Figure 4-9

4.5.6 Bikeway Classifications

This plan designates two types of bikeways: Class I is Bike Paths and Class II is Bike Lanes. Both are defined in Table 4.6. Although these facilities are specifically designated for bicycles, like all other vehicles, bicycles are authorized to use the entire street network.

Table 4.6
BIKEWAY CLASSIFICATIONS*

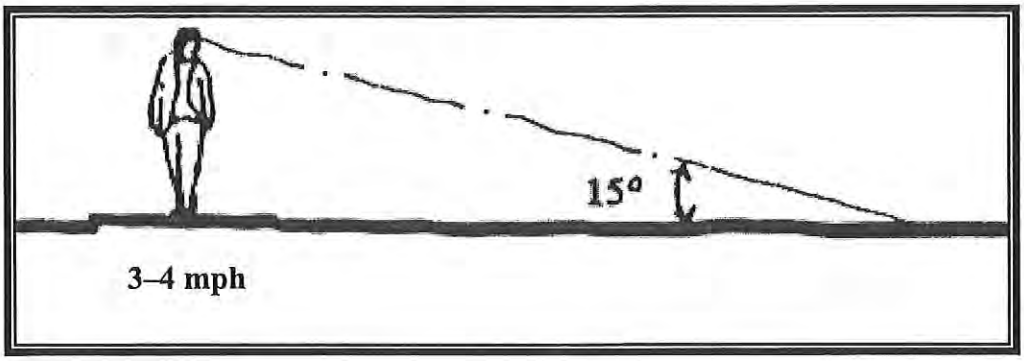
Class	Function	Access Control	Right-of-Way/Standards
Class I Bike Paths	Provide exclusive right-of-way for bicyclists, with cross flows by motorists minimized.	Where crossing or access from the bicycle path is required, the crossing should be grade separated or occur at pedestrian crossings. Midblock crossings should assign right-of-way through signing or signalization.	The minimum paved width for a two-way bike path is eight feet and for a one-way bike path is five feet. Adjacent to the pavement, a graded area at least four feet in width shall be provided. Where pedestrian activity is expected, a minimum of 10 feet for a two-way facility should be provided.
Class II Bike Lanes	Provide preferential use of the paved area of the roadway for bicyclists by establishing specific lines of demarcation between areas reserved for bicycles and motorists.	Access is similar to that recommended for roadways. At intersections where there is a bike lane and an actuated signal, it is desirable to install bicycle-sensitive detectors. Push button detectors force the bicyclists to stop and actuate the push button. Because most accidents for bicyclists occur at intersections, clear bikeway design at intersections should be implemented through the use of signing and striping.	Class II bike lanes are one-way facilities. On roadways with parking, the bike lane is located between the parking area and the traffic lane with four-foot minimums for the bike lane. Where parking is permitted and not marked, minimum width is 12 feet. On roadways where parking is prohibited, a minimum of four feet is required with up to a two-foot gutter.

NOTE: All local streets are intended to be "bicycle friendly." * Wis. DOT min. standards shall be met.

4.5.7 Pedestrian Circulation

While only about 5% of the commuter trips in the city were made on foot in 1990, the actual share of walking trips is probably much higher when trips by noncommuters (such as tourist and students) are taken into account. Many of River Falls' traditional centers (such as Main Street and the University) are hubs for pedestrian activity. Canopies, streets shaded by trees and buildings, continuous sidewalks, and buildings oriented to the street characterize these centers. The overall scale of development in these areas is small blocks and interconnected streets that facilitate pedestrian movement. Many of the recent developments and commercial and residential subdivisions do not foster an environment conducive to walking. Efforts have been made to require additional sidewalks on both sides of streets in new developments and in redevelopment areas. It is important to know

and understand that a pedestrian moves at three to four miles per hour. Perception of the ground is at an approximately 15 degree angle. The treatment of the ground surface is critical to the definition and visual quality of the pedestrian path.



4.6 WATER MANAGEMENT

In the fall of 1999, the City of River Falls Municipal Utility prepared a *Comprehensive Water Plan*. Chapter 3, Section 3.1 (Water Services) of this plan outlines the existing water system and facility. This section will discuss production, storage, maintenance, distribution, and capital improvements for a future water service system. The *Comprehensive Water Plan* states that, "to prepare a water system study that will be useful as a planning document, two basic planning issues must be identified." The two issues discussed in the report consist of the utility service area and the population projection within the utility service area. The water utility service area was defined by the 1998 *Comprehensive Sanitary Sewer Study*. The population projections for the City of River Falls that were used in this study were based on population projections in the report titled *City of River Falls Master Plan Update, 1995–2020* (1995). Detailed land use assumptions were not available to incorporate into the population projections. The information below provides a guide for potential and proposed improvements to the year 2020. These data have been extracted from the River Falls Municipal Utility *Comprehensive Water Plan* of October 1999.

4.6.1 Production

Production facilities are related to the production or supply of water. In the past, the capacity of existing production facilities has managed to keep pace with growth. The recent upgrade of Well Two and Well Three has given the Municipal Utility a significant amount of new production capacity.

The Municipal Utility should continue periodic upgrades of the existing wells. A future well site should be secured by 2005 to protect the site from development and to determine the best land use for the area around the well. Current usage projections indicate the well will not be needed until 2015. Potential locations for well sites are on the eastern or northwestern side of the city. The potential locations are based on groundwater flow and potential contamination sites.

4.6.2 Storage

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

4.6.3 Maintenance

Wells Two and Three were recently reconstructed. Well Five is scheduled for reconstruction in 2001, and Well Four is scheduled for reconstruction in 2003.

The 300,000-gallon Sycamore water tower was painted on the interior and exterior in 1998. Repainting is expected in approximately 2013. The 250,000-gallon Golf View water tower received new exterior paint in 1999. The interior is scheduled for repainting in 2006. The 750,000-gallon Mound reservoir is constructed of concrete. The reservoir should be monitored for changes in width and length. The three water storage tanks will be inspected and cleaned in 2001 and then inspected at five-year intervals.

4.6.4 Distribution

A calibrated computer model was utilized to analyze projected system projects during the next 20 years. During year 2000 a 12-inch loop is planned along Cemetery Road and an 8-inch loop along Sixth Street. These two improvements will increase the available fire flows on the south side to 2,000+ gpm. The 2,000-gpm available fire flow meets the needs for the residential land use in this area. For the next 20-year period, a development rate of 60 acres/year was determined using population projections and information from the 1998 *Comprehensive Sanitary Sewer Study*. The area included for potential improvements is within the 30 square mile planning area. Potential areas that will probably develop in the next 20 years include the southeast, east (E. Division Street), west (W. Division Street), and northwest (along Highway 35). Potential growth is somewhat limited to the northeast and southwest due to the Kinnickinnic River.

High elevation areas within the planning area that would require a separate pressure zone are delineated in Figures 4–10 and 4–11. The critical elevation contour used to determine the pressure zone was calculated using a typical tower operating level and subtracting 35 psi which is the minimum design static distribution pressure allowed by WDNR. Figure 4–11 shows the available fire flows with the proposed improvements at year 2020.

- **East Growth**

The Golf View pressure zone is expected to grow over the next 20 years. Potential growth may include some of the area above the 1,100-foot contour. Potential improvements in this area should consist of a 12-inch trunk water main with 8-inch mains in residential areas.

- **Southeast Growth**

Growth in this area during the next 20 years is limited to the area that can be served by the main pressure zone. This area is confined to elevations below 960 feet USGS. A 12-inch trunk water main loop with 8-inch mains in residential developments will serve this area, including the new high school.

- **West Growth**

The west area will also be served from the main pressure zone. There are some small parts of this area that are above the 960 contour. Proposed improvements for this area call for a 12-inch trunk water main extending west on W. Division Street and County Highway MM. Residential development will utilize 8-inch looped water mains.

- **Northwest Growth**

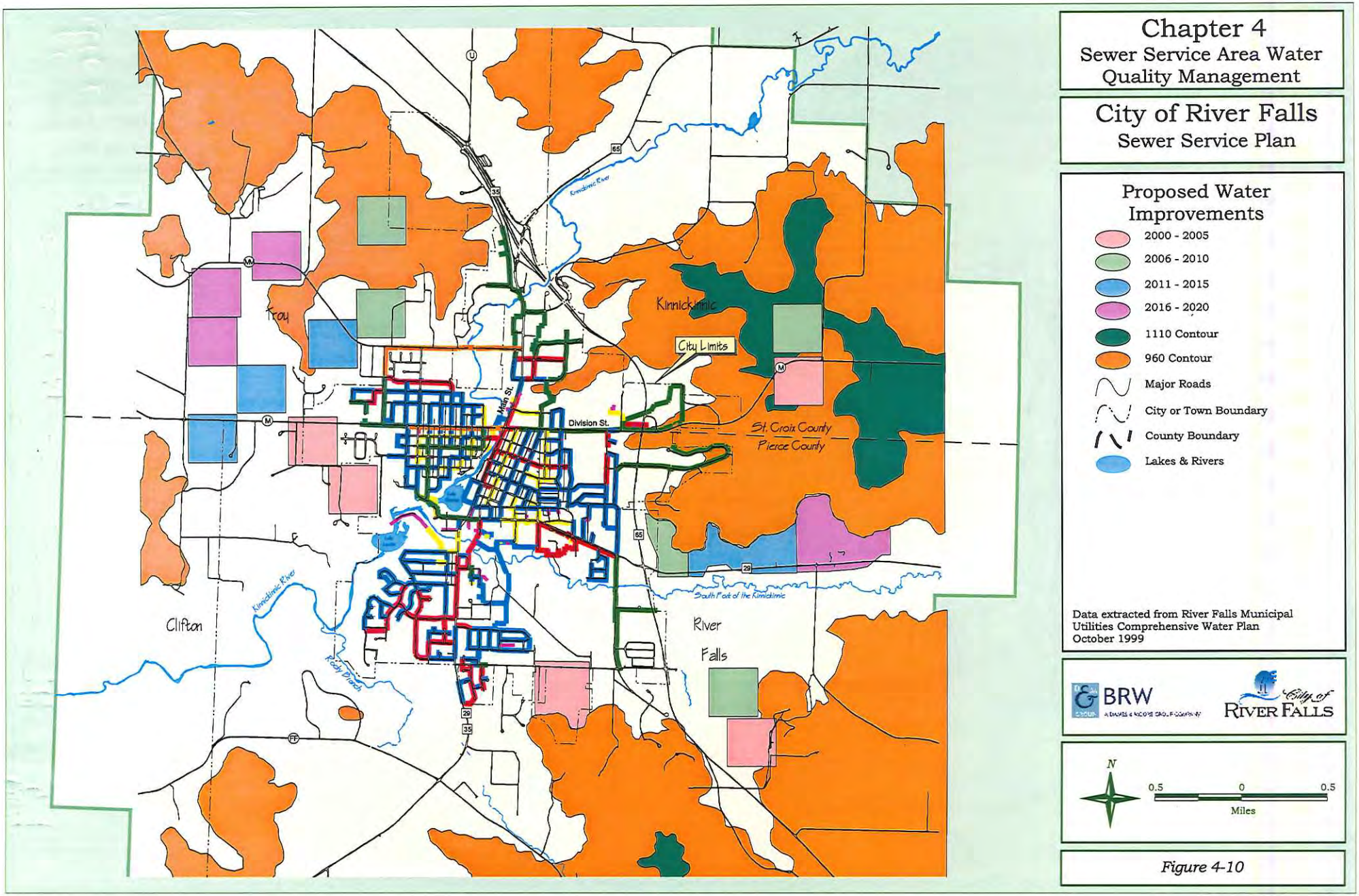
The northwest area growth along Highway 35 will mostly be residential, commercial, and industrial growth during the next 20 years. This area is presently served by an existing 14-inch water main that is not looped. The 14-inch line crosses the Kinnickinnic River to serve the north area. Looping, additional line, or work on the existing water line may be needed to serve additional growth.

High elevation areas within the planning area that would require a separate pressure zone are delineated in Figure 4–10. Figure 4–11 shows the available fire flows with the proposed improvements at year 2020

One of the considered alternatives was to provide a second water main connection for a loop to this area. A 12-inch water main could be constructed along Riverside Drive connecting the water main from County Highway MM to Commerce Court. This alternative does provide a second crossing of the Kinnickinnic River but still leaves the northern portion on a long dead end line.

The next alternative evaluated was to construct a water main on County Highway M, Radio Road, and south along State Highway 35 to loop the existing line. This alternative provides a looped water main to the north area. However, much of the area that this line would transverse is outside of the 20-year growth area.

The third alternative evaluated is to construct a 500,000 gallon ground reservoir on the northwest mound area with a 16-inch connecting line to the existing 14-inch main in the north area. The reservoir could be constructed with a dividing wall so that initially 250,000 gallons of water would be stored. When development occurs, the entire 500,000 gallons would be utilized. The reservoir provides higher fire flows for the proposed Industrial Park on the eastside of State Highway 35. To provide system reliability, the Riverside loop will be constructed based on need. As the proposed Industrial Park develops, the reservoir will be constructed when needed.



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Proposed Water Improvements

- 2000 - 2005
- 2006 - 2010
- 2011 - 2015
- 2016 - 2020
- 1110 Contour
- 960 Contour
- Major Roads
- City or Town Boundary
- County Boundary
- Lakes & Rivers

Data extracted from River Falls Municipal Utilities Comprehensive Water Plan October 1999

BRW

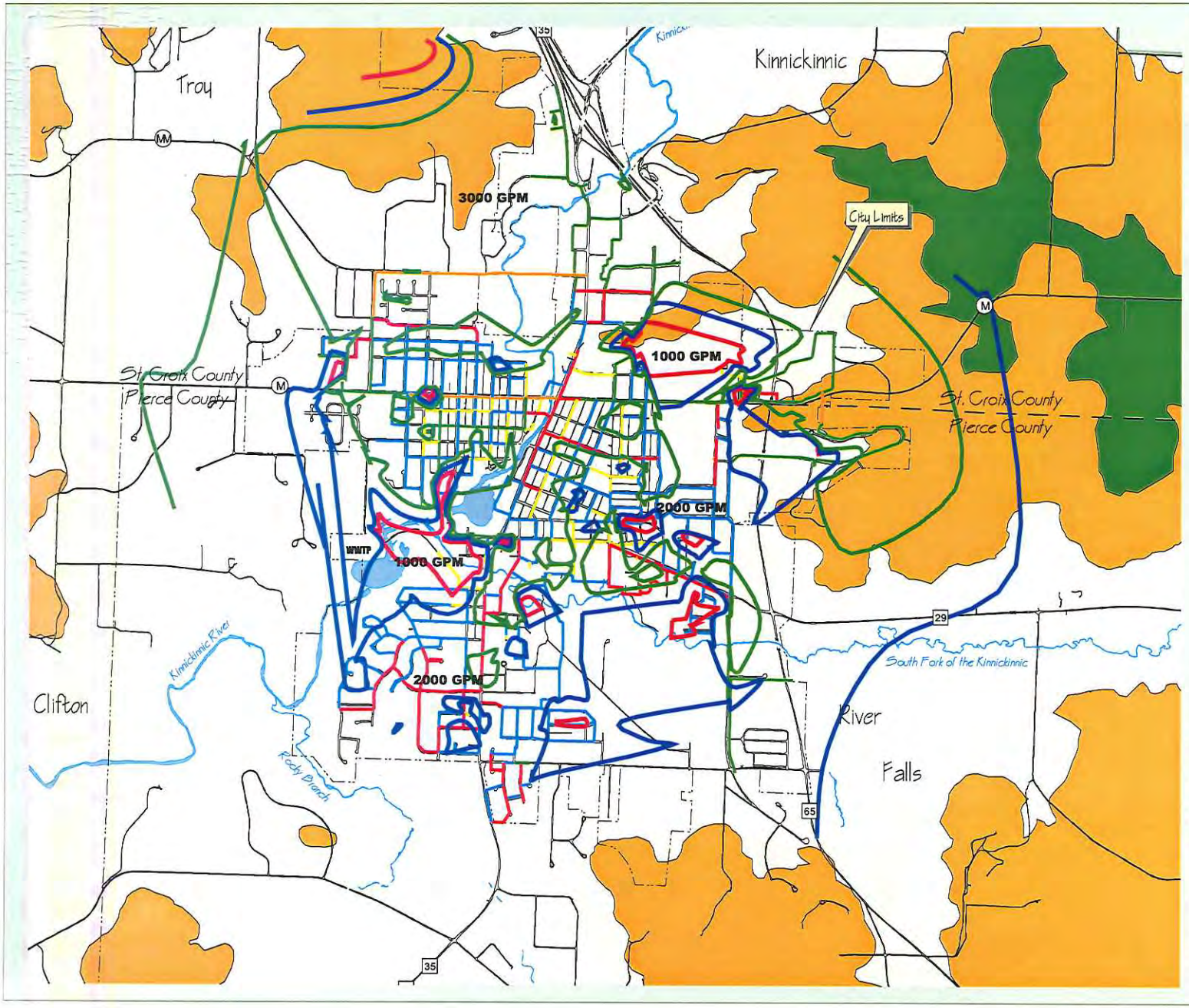
City of River Falls

N

0.5 0 0.5

Miles

Figure 4-10



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Improved Fire Flow Contours (GPM)

- 1000
- 2000
- 3000
- Major Roads
- City or Town Boundary
- County Boundary
- Lakes & Rivers

Data extracted from River Falls Municipal Utilities Comprehensive Water Plan October 1999

BRW

City of River Falls

N

0 1000 2000 3000
Feet

Figure 4-11

The location of a reservoir on the northwest mound will provide water for residential development. This area is above the 960 feet contour so an above ground booster station with VFD pumps, hydropneumatic tank, and an emergency power generator will be needed for a high pressure service area located in the north part of town near the proposed 500,000 gallon storage tank. Booster pumps will be needed to boost pressure with a hydropneumatic tank in this area if residential development occurs on the bluff. Pressure reducing valves may also be needed at connection points depending on the configuration of the high-pressure service boundary. There is a need for a loop from the reservoir to County Highway MM. This loop will allow the three reservoirs (Mound, Sycamore, and Northwest) to operate more evenly.

4.6.5 Capital Improvement Program

One of the objectives of the *Comprehensive Water Plan* was to develop a 10-year Capital Improvement Program (CIP) for water system improvements. The CIP provides information on the anticipated cost and timing of future improvements.

Cost and Timing of Improvements

Table 4.7 lists the estimated utility cost and estimated timing of proposed improvements. The estimated utility cost includes 10% construction contingencies and 30% overhead (i.e., legal, engineering and administrative). Street construction or reconstruction costs, easement costs, and other miscellaneous costs that may be related to the final construction are not included. Table 4.7 lists only those costs that may be paid for with the Water Fund or the Water Reserve Availability Fund.

Table 4.7
SCHEDULE OF IMPROVEMENTS*

Year	Improvement	Estimated Cost
2000	6th Street	$23,000
2000	Cemetery Road	$330,000
2001	W. Division Street Extension	$150,000
2002	River Side Loop	$250,000
2004	Emory Drive	$25,000
**	New Reservoir Planning	$40,000
**	Future Well Site	$60,000
**	Reservoir Construction	$665,500
**	Reservoir Loop to County Hwy MM	$780,000
**	Future Well Construction	$550,000

* River Falls Municipal Utility *Comprehensive Water Plan* (1999).
** To be determined upon need.

The timing of future improvements will be influenced by a number of parameters. Items such as the location of the service area boundary, development pressures in specific areas, aging facilities and/or facilities which are undersized, availability of funds, etc., all play a role in the timing of future improvements.

Because of the factors involved, it is difficult to accurately predict the time of future improvements, especially those that may occur far into the future. However, some areas of the planning area are more likely to experience rapid development then others. The estimated time of improvements as listed in Table 4.7 is based on input from Municipal Utility staff as well as knowledge of potential future growth areas.

4.7 WASTEWATER MANAGEMENT

4.7.1 Expansion of Collection System and Treatment Plant Capacity

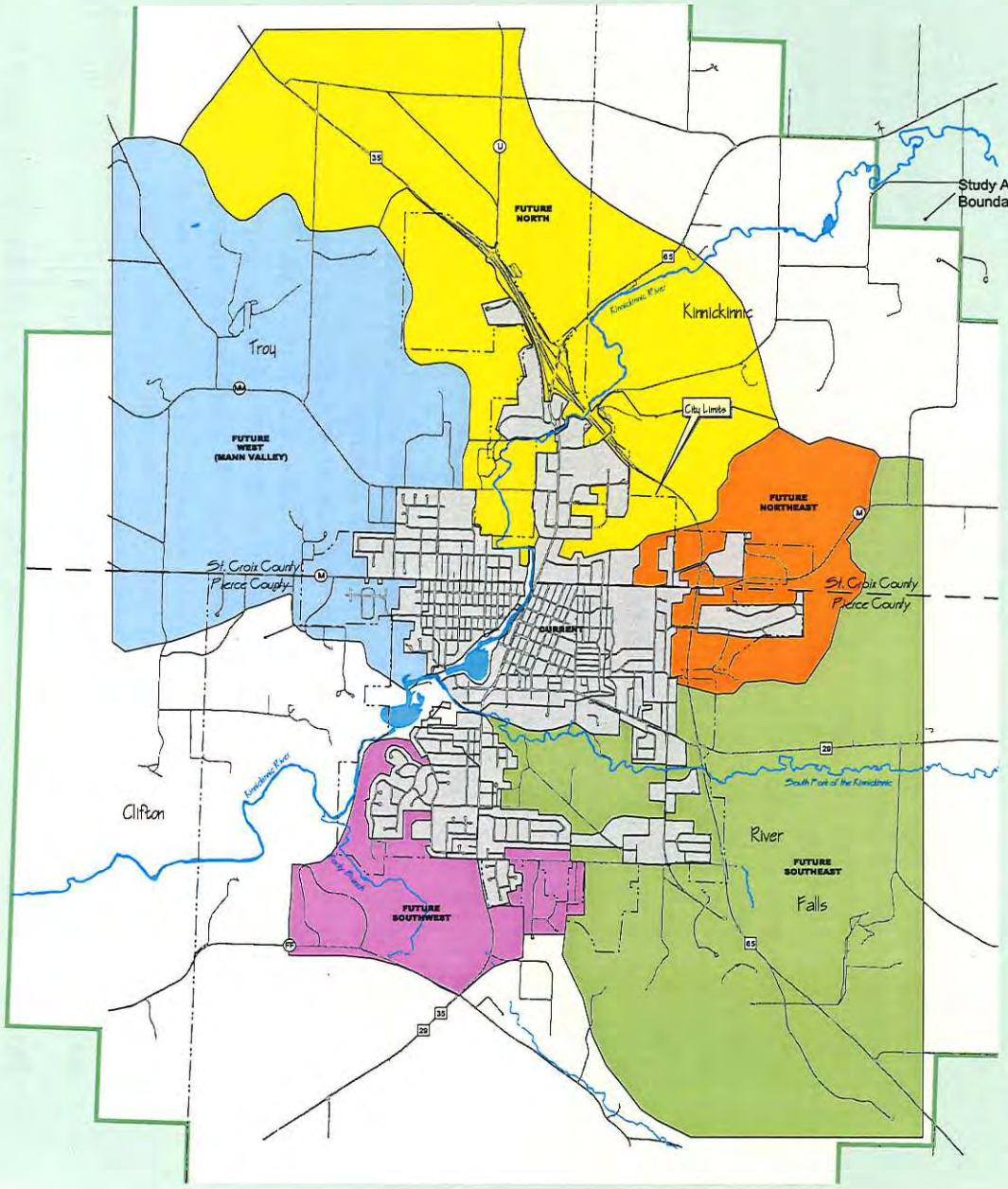
The City of River Falls Municipal Utility prepared a *Comprehensive Sanitary Sewer Study* in the fall of 1998. This report was intended to be used as a reference document for sanitary sewer system improvements to serve the future development areas by gravity feed. The recommendations in the report were made to provide the most cost-effective means to accommodate future growth around the City of River Falls. The report was divided into sections that represented five distinctive future service areas. The areas of future development surrounding the City of River Falls were defined in a joint effort involving the River Falls Municipal Utility and the River Falls Planning Department. The total future service area evaluated as part of the study is approximately 7,320 acres (11.4 square miles), which is more than four times larger than the current service area. Figure 4–12 Sanitary Sewer Service Area Overview shows the location of the five service areas, and they are listed in Table 4.8.

Table 4.8
FUTURE SERVICE AREAS

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

4.7.2 Year 2020

The maximum projected flow (1.9 million gallons per day [mgd]) exceeds the average-day design flow shown in Table 3.4 and at 2,900 lbs/day exceeds 90% of the corresponding biochemical oxygen demand (BOD) average-day design loading. This projected loading suggests that some year 2020 daily flows and loadings will exceed capacity. A facility plan prepared by RUST Environment and Infrastructure (1994) determined that the wastewater treatment plant's capacity would be reached near year 2015. The RUST flow and loading projections included an unspecified flow and BOD loading of 10% of the projected growth (as allowed by Wisconsin Administrative Code NR 110). Together, this report and the RUST report suggest that the wastewater treatment plant will reach its design capacity between years 2015 and 2020.



Chapter 4
Sewer Service Area Water Quality Management

City of River Falls
Sewer Service Plan

Sanitary Sewer Service Area Overview

- North
- Northeast
- Southeast
- Southwest
- West (Mann Valley)
- Current
- Major Roads
- City or Town Boundary
- County Boundary
- Lakes & Rivers
- Study Area

Data extracted from River Falls Comprehensive Sanitary Sewer Study
October 1998

BRW
A Barnes & Woone Group company

City of River Falls

N

0 1500 3000 4500
Feet

Figure 4-12

4.7.3 Beyond Year 2020

Based on projections in the 1998 *Comprehensive Sanitary Sewer Study* and the RUST report, wastewater flows and loadings will exceed the wastewater treatment plant's capacity near year 2020. The 1998 *Comprehensive Sanitary Sewer Study* recommends expanding the existing facility to provide additional capacity. The current wastewater treatment plant location allows horizontal expansion. Other alternatives to provide additional capacity are expanding the wastewater treatment plant, building a second treatment facility to treat the growth-related flow and loading, or building a treatment facility to replace the existing facility. The relative costs of these alternatives compared to expanding the existing facility will be determined by a comprehensive study that evaluates wastewater transmission and treatment costs. Estimating these costs was beyond the scope of the 1998 *Comprehensive Sanitary Sewer Study*.

4.8 SOLID WASTE MANAGEMENT

The approach to solid waste collection, disposal burn and bury has remained relatively unchanged throughout the majority of the twentieth century. It has been reactive to the waste disposal needs of the area. However, as we enter the new century, the community finds itself confronted with a much more complicated and expensive network of waste management issues: transfer and transport, reduction, expansion of service areas, and heavily regulated disposal requirements, which all add up to additional costs for services. Because of this, comprehensive efforts are needed to deal with the financial and operational demand of changing regulations, technology, service demands, and expectations regarding solid waste collection and disposal. Chapter 3 outlined some of the issues regarding disposal, landfill closure, and waste volume reduction. Detailed efforts will be needed in a comprehensive plan to look at environmental concerns and so that the community will not rely on the high expense of a waste management company.

4.9 STORM WATER MANAGEMENT

The ever-increasing development within the greater River Falls area drainage system has prompted the need for a comprehensive master drainage plan. A drainage management plan will determine the ability of the existing drainage facilities to pass the 100-year flow, size drainage improvements, determine costs, and set priorities for constructing recommended improvements. Some of the community's drainage control structures are not considered adequate for existing conditions. Without appropriate modifications to the system, further development will increase the potential for flooding and property damage. Upgrading a number of crossing structures, a conveyance system, or other improvements are needed. A drainage master plan would identify potential improvements and establish an implementation schedule.

Increases in impervious surfaces because of development have resulted in increased runoff and decreased water recharge. Policies are needed to focus on minimizing runoff, especially during peak-flow periods; ensuring adequate drainage; and locating development to minimize drainage from flooding. Strategies to address increased runoff

include small-scale on-site water retention facilities, water harvesting, and detention ponds. Presently efforts are being made by the city, but with additional planning, decisions can be made which provide for the enhancement of water quality, prevention of groundwater degradation, reduction of local flooding, and improved development patterns relative to the environment. Chapter 3 of this plan, along with the 1995 *Water Management Plan* (205 J) for the city, outlines some of the existing issues and proposed improvements for storm water management.

4.10 UTILITIES

4.10.1 Joint Powers Agreements

There is a need for the city and towns to work jointly to establish an impact fee structure to reduce sprawl and ensure realization of this plan. Consideration of a city and towns joint powers agreement should be discussed for those areas of relevance to impact fees and future services. Areas of cooperation that are relevant to impact fees include:

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

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

- **Wastewater.** The Municipal Wastewater Treatment Facility and sewage collection system serves a significant need within the sewer service area boundary. The city and the towns should consider developing a means for legal cooperation and enforcement of wastewater service related ordinances in the sewer service area boundary. The towns could include in their codes the same provisions the city has as a basis for sanitary sewer service. A proposed ordinance would provide for services within the sewer service area boundary to be offered on the same basis as they are offered anywhere else in the city.

- **Streets.** A joint powers agreement might also be utilized to enable the city to assess and collect impact fees in the sewer service area boundary for arterial roads, which are both in the city and in the sewer service area boundary and are impacted by growth within the sewer service area boundary.

The city and the towns also have the option of cooperation in other areas, including fire protection, parks, and community services. The city will need to enter into joint powers agreements with the towns or amend the current extraterritorial agreement to enable impact fees to be assessed by the city within the sewer service area boundary.

4.10.2 Electric Service

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

Consumer Owned
Community Minded

RIVER FALLS MUNICIPAL UTILITIES

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

Recognizing the changing regulatory framework as well as the emerging technologies related to the electric industry, the electric facility plan should anticipate how these issues might affect planning for the River Falls area. The plan could do this through the siting and development standards and by prescribing a review process for both facilities proposals and for changes in the plan. The primary goal of an electric facility plan is to provide a framework for the planning and implementation of an electric facility for the River Falls area. In light of the changing technology resources, the plan should attempt to balance health and environmental concerns with economic considerations and establish a form for public review and input. At the same time, working with the best available models for future growth of the area, the plan should attempt to identify those areas where growth will necessitate electric facility expansion. A facility plan should apply to all service providers within the sewer service area. Through this plan and past documents, the community has expressed an interest in implementing policies for energy efficiency and

renewable energy technology for the purpose of energy conservation and improvement of air quality. Due to concerns about the environmental effects and long term availability, the facility plan should advocate actions at the local level that help reduce reliance on conventionally based power. The increased energy efficiency and use of renewable energy will help lower concerns about the climate change, ozone, acid rain, and other adverse environmental effects. An electric facility plan would serve the best interest of the public and the community, work with the established electric provider network, and at the same time, consider growth and new opportunities in the field. To support the above, the electric facility plan should consider the following objectives:

- Plan for future growth and provide standards for site development and design.
- Provide a form for public input in electric facility planning.
- Promote energy saving and energy efficiency.
- Incorporate reliable energy resources into electric facility planning.
- Initiate the development of a process for undergrounding. Undergrounding is the placement of overhead wires and poles below ground.
- Continue to monitor scientific research regarding electric and magnetic fields.
- Conserve archeological, natural, and cultural resources within state guidelines.

4.11 IMPACT FEES

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

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

River Falls Municipal Utility has utilizes the special assessments, which are a type of impact fee in two specific geographic areas. A separate high-pressure water zone was constructed to service the Golf View Development. The second geographic area is the Mann Valley Interceptor service area. Any development within the 800-acre service area will be assessed a per acre charge for the trunk facilities.

Impact fees are not a panacea for all capital needs. They may only be used to pay for the costs of new capital projects that directly serve growth in the area. They can not be used to pay for renovation or for deficiencies in service levels to existing developments. A

project funded by impact fees must serve the area for which the fees were collected, and the projects must be completed within a given period of time from the date the fees are assessed. A more detailed review will be needed to assess the benefits of developing a fee act that would allow local governments to charge new developments for the costs of capital improvements needed to serve the new developments.

IMPLEMENTATION POLICIES

4–1 HERITAGE RESOURCES

4–1–I–1 Educate the community about the values of heritage resources through a communitywide resource management document, by including a strong heritage resource component in any management plan, and by organizing workshops and training for community representatives, residents, and special interest groups, including the community's youth, the design and development community, business people, and the media.

4–1–I–2 Strengthen and encourage a partnership with noncommunity historic preservation entities, including those at the federal, state, local, and private levels. Through participation in special projects, offering and receiving technical assistance, writing/obtaining grant funds to further programs, and disseminating information about such entities to the public through educational programs.

4–1–I–3 Encourage and participate in the preparation of the State Register of Cultural Properties and National Register of Historic Places Nominations for resources that qualifies for such listings. Listing archeological, cultural, and historic resources provides a means by which the community can raise the consciousness of people about resources. Incentives for tax relief and occasional grant monies are available to owners for maintenance and preservation of these resources.

4–1–I–4 Continue existing efforts to survey and resurvey resources.

Expansion of existing resource survey efforts shall include recording characteristics or unique physical features and historic development patterns. The character of the community's historic area is defined by more than just buildings. Many other features are recognized as making a collective contribution to the community's distinctive landscape. Such features should be identified and recorded locationally and include rivers, street forms, and physical attributes, bridges, and other manmade cultural landscape elements.

4–1–I–5 Preserve structures in neighborhoods that exhibit individual architectural merit and that collectively exhibit the sense of place that the community poses through a review and consideration of amendments to existing land use laws.

The community should review its ordinance standards for preservation of structures to ensure their effectiveness. This review should consider an

appropriate response to the fact that these standards are more specific to the individual building and less specific to the preservation of overall district character. Standards should be considered that strengthen the preservation of overall district character.

4–1–I–6 Maintain the community's unique low profile physical character, its characteristic landscape features, and preserve use and vistas within and beyond the City of River Falls for the benefit of the community through a continual examination and revision of land use and development codes.

Land use and development codes should be reviewed and adjusted as appropriate. Changes in the public landscape treatment over the past century have had a great effect on the appearance of the community and have introduced nontraditional treatments and vegetation.

4–1–I–7 Update existing historic surveys, and develop standards for redevelopment and development of structures and historic districts.

4–2 NATURAL RESOURCE MANAGEMENT

4–2–I–1 Prepare a comprehensive natural and environmental management plan for the area within the sewer service area boundary. Incorporate an analysis of appropriate protections for threatened and endangered animal and plant species and species of concern. Identify habitat areas, riparian corridors, wetlands, floodplains, mountainous and steep terrain, aquifer recharge areas, and natural drainage ways, and conserve topsoil and native vegetation.

4–2–I–2 Maintain and update an inventory of sensitive biological resources as part of the city's GIS databases.

4–2–I–3 Amend the existing zoning ordinances and subdivision regulations to include overlay of special review districts for RPAs and SRAs .

4–2–I–4 Limit development or disturbance of any RPA.

4–2–I–5 Establish special standards, procedures, and policies for SRAs to ensure that biological resources are considered and incorporated in develop and design. Include standards to ensure minimal impact on biological habitat, not just individual species, particularly in areas abutting RPAs. Procedures may include requiring a field evaluation as part of any development application and preparation of a biological resource management plan when field evaluation results in the identification of rare, threatened, or endangered species.

The land use regulations and development standards could include provisions for setbacks, buffering, clustering development, waiver of minimum lot width requirements, narrow local street widths where these would enhance

protection of sensitive habitats and resources, and prohibition of grading prior to receipt of necessary approvals.

4–2–I–6 Establish sensitive construction practices in the code to be implemented by the project proponent if rare, threatened, or endangered animal species are found to be directly impacted by the project. Such practices could include the following:

- Establish noise standards,
- Limit the amount of earth that can be disturbed at one time,
- Plan construction to minimize removal of necessary cover at critical times of the year, and
- Coordinate with the animal refuge organization for live removal and relocation of animals, with enough time prior to construction.

4–2–I–7 Establish resource-sensitive practices as part of the engineering standards. Evaluate all road projects that cut through riparian or other wildlife movement corridors, and ensure corridor continuity by building culverts or safe passageways.

All riparian corridors (designated as RPAs) are wildlife corridors, and more corridors could be defined as part of a field evaluation project required for sites located in whole or in part within an SRA. A new roadway, such as State Highway 35 or proposed improvements to State Highway 65, could cut through wildlife habitat islands that may be to small to support certain species or that block access to water.

In many cases land development and construction projects do not take into consideration corridors for movement of wildlife or human recreational activities. The river systems in the community provide a ready-made network of wildlife corridors. When appropriate, the trail system may pass through these riparian corridors. Development standards could include minimizing paved areas, retaining large areas of undisturbed natural vegetation to allow for water infiltration, and intermixing areas of pavement with naturally vegetated infiltration sites to reduce the concentration and improve the filtration of storm water runoff from pavement and structures.

4–2–I–8 Update the city's GIS database of riparian corridors based on information included in field evaluations required as part of any development application when a project is located in an RPA or SRA.

The city's GIS database could serve as a starting point for analyzing a construction or development projects' potential effect on the whole riparian system rather than limiting the analysis to its immediate effect at the construction site.

4–2–I–9 Minimize alterations of riparian corridors (designated as RPAs) to preserve their character.

4–2–I–10 Continue to regulate agricultural uses, new gravel mining, or soil disturbance within or adjacent to riparian zones.

4–2–I–11 Require slow release of storm water from retention basins into riparian corridors. During the growing season, this slow release can help support wetland vegetation, thereby increasing the wetland habitat within the community while maintaining the existing riparian corridors. In addition, slow release would prevent potentially contaminated sediments from entering the riparian corridor and creates a biofilter at the retention basin site, reducing the contamination of pollutants such as nitrogen and phosphorus.

4–2–I–12 Develop standards for new construction adjacent to riparian zones to reduce sediment and flooding.

- Require and maintain low berms or other temporary structures such as protection fences between a construction site and riparian corridors to preclude sheet storm water from entering the corridor during the construction period.
- Require the installation of storm sewers or other structures before construction occurs to collect storm water runoff during construction as part of construction permit.

4–2–I–13 Adopt a tree ordinance to protect existing large trees and stands of trees and require revegetation efforts.

4–2–I–14 Establish a tree bank for the reuse of valuable native trees and large shrubs disturbed by developments, and require revegetation of all disturbed natural areas.

4–2–I–15 Update, survey, and describe existing historic natural and cultural landscapes and open space landmarks.

4–2–I–16 Develop a bluff and ridgetop ordinance to preserve the aesthetic beauty and natural environment surrounding the community.

Development is highly visible on or about the bluff areas and hilltops for great distances and distracts from the overall beauty of the natural environment and adversely impacts the aesthetics of the bluffs and hilltop vistas as seen from the city. Development standards should be drafted that restrict the type, size, location, and color of development and restrict construction of roads on the bluffs and ridgetops.

4–3 SEWER SERVICE AREA BOUNDARY ALTERNATIVES

4–3–I–1 The city Planning Department and Municipal Utility will present a biannual *Growth Management Report* (Spring) for the area within the sewer service area boundary. The report shall review and analyze the previous year's growth in residential and commercial building permits, citywide water demands, citywide sewage treatment demands, new road construction, and new park

construction. The report may cover any other issues that are considered important to the community's physical development and the development of developable land within the sewer service area boundary.

The report will analyze to what extent the previous year's development met the needs of population growth and will qualify the projected needs for the next year's population growth. It will also determine the amount of developable land used during this period and if there has been any impact on natural resources.

4–3–I–2 Develop a joint powers agreement with the city, counties, and towns for the adoption of an urban area boundary (sewer service area boundary) that may replace the extraterritorial boundary.

The adopted SSAP, future land use plan and map, along with amendments to the zoning code, will guide the growth of this area for the next 20 years. More detailed planning may be needed to implement the plan and to carry out the intent of Figure 4–8 Future Land Use and the zoning code.

4–3–I–3 Maintain and prioritize a CIP that supports the infill of development within the sewer service area boundary.

The CIP shall prioritize and stage the construction of public infrastructure (roads, water, sewer, parks, etc.) in a manner that serves as an incentive to promote infill development and affordable housing construction within the sewer service area boundary. New development, whether infill or not, shall pay for the cost of infrastructure necessary to serve it.

4–3–I–4 Prepare detailed plans for the future growth areas. These must be coordinated with staging plans that include public and human service facilities, such as schools, libraries, and community senior centers.

4–4 LAND USE

4–4–I–1 Educate the community about the benefits of limiting sprawl and increasing residential densities.

4–4–I–2 Maintain minimum and maximum development intensities as designated in the land use classifications and on Figure 4–8 Future Land Use.

This implies, for example, that approval of a residential project at a lower density range on a site designated for medium density residential will require an amendment to Figure 4–8 Future Land Use. The transition area within the sewer service area boundary but outside the city limits shall utilize cluster development, ghost platting or platting that strategically places existing and future dwellings to encourage future urban development and to accommodate future utility extensions.

4–4–I–3 Amend existing land use codes to allow for a mix of housing densities and housing types within a single parcel for new subdivision development.

4–4–I–4 Require the inclusion of employment opportunities in neighborhood centers in future development/planning areas.

The size of the center must be in proportion to the residential development.

4–4–I–5 Update existing codes and zoning maps so that they are consistent with this plan and Figure 4–8 Future Land Use.

4–4–I–6 Prepare specific plans for future growth areas to provide greater detail on design, phasing, infrastructure, land disposition, financing, water and sewer, traffic system impacts, and affordable housing.

4–4–I–7 Adopt corridor protection and scenic corridor designations and develop standards for sewer service area boundary roads and major entrances into the city.

Conduct a corridor protection study to establish reasonable and effective "limited development" zones along major roadways, including but not limited to:

- *State Highway 35*
- *State Highway 29/35*
- *Chapman Drive*
- *Mann Lane*
- *State Highway 65*
- *County Road M*
- *Radio Road*
- *County Road FF*

4–4–I–8 Use growth projections contained in this plan in assessing infrastructure requirements.

Review the projections annually and compare them to the building permit figures.

4–4–I–9 Maintain and balance land use inventory with sufficient land for a wide selection of commercial and industrial sites in appropriate locations throughout the sewer service area boundary.

4–4–I–10 Identify specific sites for target industries from among the sites for industrial, commercial, and business park uses shown on Figure 4–8 Future Land Use.

Develop these as ready-to-go sites complete with infrastructure and all the necessary approvals or with built structures sized and configured to target desire tenants, such as those that could help diversify the economy. Develop a study that could identify the best configuration of space, amenities needed, and affordable prices among target industries. The industrial sites in the Whitetail Ridge Corporate Park could be good candidates for this. The city/towns/counties can use the study to identify target industries. Special

attention could be given to businesses that graduate from the incubator stage or need to be expanded from the owner's home to a larger site.

4–4–I–11 Update the city park and recreation plan to include all areas within the sewer service area boundary.

The plan should encompass trails/paths, linear parks, a variety of active and passive parks, bicycle paths, conservation sites, community gardens, and other recreational uses.

4–4–I–12 Require, as part of any development application, that new subdivisions provide public access points to trail systems, which would facilitate activities such as hiking, bicycling, and horseback riding.

4–4–I–13 Develop a Kinnickinnic River plan that protects and enhances the river throughout the community area. Consider the use of a transit occupancy tax for a portion of park acquisition or maintenance. Encourage and maintain a joint use of school recreational facilities with neighborhood recreational facilities throughout the community. Initiate neighborhood park maintenance programs to create park maintenance districts that are responsible for neighborhood pocket parks and open space pockets.

Residents within these park maintenance districts could be charged a fee for the upkeep of the park(s) or the city could provide funding to the residents for maintaining their parks. If a new park is initiated by a neighborhood or is part of a neighborhood plan, the park maintenance district would have the resources to maintain it.

4–4–I–14 Require that all annexation requests be for an area of at least 25 acres unless the area is included in and consistent with a detailed master plan, staging plan, or for public health and welfare.

4–4–I–15 Protect solar rights and access from encroachment by adjacent development.

4–5 TRANSPORTATION

4–5–I–1 Update Figure 4–9 Future Street Map and locate arterial and collector streets within the general alignment.

Minor variations from the depicted alignments will not require general plan amendments. Minor variations include any change less than 100 feet.

4–5–I–2 Develop and adopt street design guidelines for street standards to provide flexibility in design, especially in residential neighborhoods.

4–5–I–3 Allow for variations in street cross sections. Minimize street cross sections.

4–5–I–4 Incorporate access control requirements in the development codes.

4–5–I–5 Provide for greater connectivity in new developments with the following measures:

- Require at least one through street (i.e. streets that run through the entire stretch of a development without many jogs) every 1,000 feet or less in any development.
- Incorporate into the subdivision regulations requirements for at least two access points for every ten acres of development.
- Encourage parking that is located behind buildings rather than in front of or between the building and streets, and encourage street designs that incorporate adequate on-street parking.
- Limit the number of loop streets and cul-de-sacs, and require bicycle and pedestrian connections to be provided at the end of such streets.
- Provide for future connections to undeveloped edges and where connections to existing urban development is poor.

These requirements will need to be incorporated in the city's subdivision regulations.

4–5–I–6 Maintain street connectivity in existing development.

4–5–I–7 Strive to establish a transportation system which improves circulation options including transit, bicycling, and walking.

4–5–I–8 Require any development project to demonstrate benefits to the community and to mitigate impacts associated with the project.

4–5–I–9 Establish and implement design standards and cross section specifications for urban area road networks.

4–5–I–10 Continue to collect and analyze traffic volume LOS data on a regular basis, and monitor current intersections on roadway segments.

Use this information to update and refine travel-forecast models so that estimates of future conditions are more strongly based upon local travel behavior and trends.

4–5–I–11 Continue the comprehensive evaluation of the efficiency of the urban street traffic control system, with emphasis on traffic signal timing, phasing, and coordination to optimize traffic flow along arterial corridors.

Use traffic control systems to balance arterial street utilization (e.g., timing and phasing for turn movements and peak-period and off-peak signal timing plans).

4–5–I–12 Make bikeway improvements a priority:

- Continue to consider financing bikeway design and construction as part of the community's annual construction and improvement budget.

- Incorporate bikeway improvements as part of a CIP.
- Pursue Intermodal Surface Transportation Efficiency Act (TEA-2000) funding and other funding for new bikeways to the extent possible under federal and state laws.
- Require pedestrian access and bikeway connections to the citywide system every 500 feet, where feasible, as a part of subdivision review.
- Adopt standards and/or guidelines for design and construction of bikeways.

This would include, for example, ensuring that drop inlet gates are perpendicular to bicycle flow and not parallel to it.

4–5–I–13 Maintain the program to install handicap ramps at all intersections as street improvements are being installed.

4–5–I–14 Provide for pedestrian-friendly zones in conjunction with the development, redevelopment, and design of neighborhoods, Main Street, schools, parks, and other highly used areas:

- Construct wide sidewalks, where feasible, to accommodate increased pedestrian use.
- Provide intersections (like bump-outs) to reduce walking distance across arterial streets, mixed use commercial centers, and other highly used areas.
- Provide pedestrian facilities at all signalized intersections.
- Locate and design landscaping along streets to not interfere with pedestrian crossing.
- Construct adequate lighted and safe access through subdivision sites.

4–5–I–15 Ensure that standards for pedestrian facility design conform to the American with Disabilities Act requirements.

4–5–I–16 Require new local streets to connect with existing local streets and arterials, and permit cul-de-sacs in urban residential areas only where bicycles and pedestrians have access between cul-de-sacs, adjacent streets, and/or open space areas in a way that integrates with the area wide pedestrian/bicycle system.

4–5–I–17 Use and update the City of River Falls *Bicycle and Pedestrian Plan* as a primary tool for detailed policy making in pedestrian and bicycle system planning.

The Pedestrian and Bicycle Plan *was last revised in 1995. It will need to be updated and should include the surrounding towns and counties and provide a comprehensive set of policies for pedestrian and bicycle planning.*

4–6 WATER MANAGEMENT

4–6–I–1 Develop and maintain a hydrologic database for land within the sewer service area boundary.

4–6–I–2 Maintain, preserve and reserve groundwater for peak and prolonged draughts through optimization of sustainable groundwater use.

4–6–I–3 Develop and implement groundwater protection and management strategies.

4–6–I–4 Install no new wastewater systems nor new domestic wells in areas that can reasonably be served by municipal systems. Work cooperatively with WDNR, counties, and towns to protect existing public and private wells from contamination. Reexamine the city's water conservation policy, and consider a policy that encourages more water conservation.

4–6–I–5 Examine alternative methods for reducing water use, and estimate the potential for water savings from each of the methods.

This could include examining the feasibility of use of all surface runoff.

4–6–I–6 Determine the most cost-effective way of utilizing the treated water effluent, and develop and implement a treated effluent management plan.

4–6–I–7 Develop, adopt, and updating a comprehensive water resource management plan, which would include elements such as conservation programs, reuse of treated wastewater effluence, river and surface source protection; update this plan every five years.

4–6–I–8 Work with the counties and towns to protect the aquifer shared by the jurisdictions by restricting drilling of new wells and requiring that all new future development to be hooked up to the city water system, where reasonable.

New wells have resulted in sprawl and further depletion of groundwater resources because the cumulative effects of development are not considered during project approval. Shared wells should be considered in development until they are hooked up to the city. A wellhead protection ordinance will be in place to help protect the aquifer.

4–6–I–9 Review and update ordinances regarding the expansion of the water service boundaries.

4–6–I–10 Protect water quality and watercourses.

Adopt a comprehensive ordinance related to storm water management. Adopt a comprehensive wellhead protection plan.

4–6–I–11 Permanently develop, maintain, and enforce comprehensive water supply protection policies, including watershed, wellhead, and aquifer protection measures.

4–7 WASTEWATER MANAGEMENT

4–7–I–1 Review the requirement of annexation to the city as a condition of extending wastewater service to any area outside the city limits, as long as this is not prohibited by law, ordinance, or joint powers agreements between the city and counties or towns, or preexisting agreements between the city and landowners. Prohibit development that relies on on-site sewage treatment within city limits where a connection to the city system is physically viable. The use of low pressure sewer should be considered only for sites that can not be connected to the public gravity flow system, because of topographic or interceding water flow. Ensure that all capital improvements to the wastewater collection and treatment system are in accordance with this plan.

4–7–I–2 Municipal Utility shall maintain design and construction standards for water and wastewater infrastructure that reflect evolving technology and the community's needs.

Prioritize rehabilitation of sewer lines in need of replacement or reconstruction.

4–7–I–3 Develop an impact fee structure or sewer infrastructure expansion fee for new development (see 4.11 Impact Fees).

4–7–I–4 Reduce or prohibit the installation of sewers within 100-year floodplains. Incorporate programs and practices to improve the maintenance of the wastewater collection system. Plans and programs may include:

- Promote a local grease recycler.
- Develop a "root intrusion program" which may include vapor rooting, high pressure cleaning, and TV verification.
- Control renegade inflow into the sewage collection system, particularly from storm water entering through manhole vents.
- Increase maintenance and replacement of large diameter sewer lines.

4–7–I–5 Review the establishment of impact fees or special assessment districts to fund the construction of large mains.

While the installation of new collector lines should continue to be the responsibility of the land developer, master plan lines, or interceptors should be the Municipal Utility's responsibility. However, developers must be responsible for fronting the cost of such lines (master plan lines) if their installation is required to be made ahead of schedule for the benefit of a given development project. A fee structure needs to be developed and implemented for infrastructures.

4–7–I–6 Ensure that revenue generated from a specific program continues to be used exclusively to support that program.

An example from other communities is the extra-strength surcharge program, designed to make the contributor of a special waste (grease) responsible for the abatement of problems caused by such a waste in the collection and treatment system.

4–7–I–7 Develop and create special funds to cover costs associated with socially responsible development such as affordable housing, midway housing, homeless shelters, or customer-directed waivers, such as indigent utility bills.

The existence of such funds would prevent utility rate increases that are primarily linked to the utilities actual cost of providing waivers and exceptions. The Municipal Utility low interest loan program will help cover costs for some developers.

4–7–I–8 Give top priority to proposed development within the existing public utilities service area.

4–7–I–9 Prepare an annual report summarizing the water and sewer availability.

4–7–I–10 Do not approve any annexation, master plan development, or subdivision unless adequate distribution and treatment systems are available.

4–4–I–11 Examine the feasibility of using gray water for irrigation of parks and other public areas.

Incorporate water-harvesting programs for gray water (treated water) and runoff as part of a park design and maintenance program.

4–4–I–12 Work with the towns and counties on implementing mandatory septic system inspections to identify failed systems.

4–8 SOLID WASTE MANAGEMENT

4–8–I–1 Prepare a comprehensive master plan to formulate the most coherent and efficient approach to waste management.

4–8–I–2 Encourage private and public sector initiatives for waste reduction, and through a program of education, reduce volume with efforts such as backyard composting and waste exchange, and by source reduction and reuse.

4–8–I–3 Develop recycling programs for building materials, furniture, appliance, etc.

4–8–I–4 Ensure that the city regulates businesses using or generating hazardous materials.

4–9 STORM WATER MANAGEMENT

4–9–I–1 Adopt and use the wastewater management plan as a vehicle to address system deficiencies, accommodate future growth, and promote recharge and reuse.

4–9–I–2 Maintain basinwide recommendations as part of a wastewater management plan.

4–9–I–3 Incorporate the use of porous material (e.g. porous asphalt, modular paving, gravel, lattice concrete blocks, and porous bricks) for outdoor spaces, paving, and sidewalks as part of public construction practices and the city's engineering standards.

If resources permit, retrofit of existing areas can also be undertaken. Maintain and incorporate storm water management in development review procedures, and ensure that new development has minimal impact on natural drainage channels, water qualities, and flow capacities.

4–9–I–4 Analyze the feasibility of establishing storm water assessment districts, and include incentive programs for decreasing impermeable surfaces on public and private property.

4–9–I–5 Incorporate and maintain storm water management practices into the plan for Main Street and within the sewer service area boundary.

4–10 UTILITIES

4–10–I–1 Draft an ordinance to underground all new utilities for electric, telephone, cable, etc. Establish a program to place underground replacement utilities for electric, telephone, cable, etc., where feasible.

4–10–I–2 Work with utility providers to develop a facility plan for adoption after adoption of the SSAP.

4–10–I–3 Amend the city land development code to implement the facility plan.

4–10–I–4 Municipal Utility will continue to monitor and research the health effect of electric and magnetic fields, and establish standards for siting high voltage lines.

4–10–I–5 Work with the utility companies to encourage them to conserve resources and to find innovative solutions to demand and environmental problems before investing in costly new facilities.

4–10–I–6 Develop programs on the conservation of energy, with strategies for building and for the community as a whole, including microclimate analysis, passive solar, natural ventilation, daylighting, shading, and building materials.

4–10–I–7 Work with utility providers to establish protected corridors or preferred pathways to provide electrical and other needed utilities for current and future needs.

4–11 IMPACT FEES

4–11–I–1 Work with the county and towns to prepare coordinated land use assumptions that meet the policy objective of this SSAP, as well as requirements of a Impact Fee Act.

A single set of land use assumptions will accommodate annexations and enable the city to finance and construct capital facilities, such as roads, which are burdened by growth outside the limits. These assumptions should reflect specific policies for where growth should occur, rather than current population and employment trends.

4–11–I–2 Identify additional capital facilities for which the community will assess impact fees.

Drainage, fire, police, and emergency services could be fully or partially funded by impact fees in areas where new development has created a burden on existing facilities.

4–11–I–3 Restructure the park dedication program to meet the requirements of the Development Fee Act and policies.

4–11–I–4 Prepare a CIP for the area within the sewer service boundary that meets the requirements of the Impact Fee Act for each category of capital improvement for which it will assess impact fees. These plans may become elements of the city's existing CIP or may be separate documents. Reflect the land use assumptions and policies set forth in this plan in implementing ordinances and the land use assumptions prepared pursuant to the Impact Fee Act.

It would be preferable for the city CIP to be a single document with elements that meet the requirements for CIP under the Impact Fee Act. All information concerning financing of public facilities should be contained within the same document. Other Wisconsin communities that have adopted impact fees since the effective date of the Impact Fee Act, also known as the Development Fee Act, have separate CIPs for each category of facilities for which fees are assessed.

4–11–I–5 Design service areas with impact fees for specific categories of capital improvement such as water, wastewater, neighborhood parks, parks, and other space pockets; encourage infill with higher fees assessed in service areas that are not already served by these facilities and lower fees assessed in service areas that have improvements in place.

Impact fees may be utilized as incentives to encourage new development to occur in areas with capital improvements already in place. The service area for facilities such as community parks, community conservation districts, and arterial roads should be citywide or even regional (counties and towns).

4–11–I–6 Coordinate within the sewer service area boundary water supply, wastewater, solid waste management, arterial roads, drainage, parks and conservation districts, and bicycle and pedestrian trails. Consider the appropriateness of recognizing service areas for fire, police, and emergency medical services in the future.

A regional (city/towns/counties) effort for capital facilities could build upon the present planning process taking place in the city/towns/counties and could result in a more rational, cost-efficient, utilization of impact fees and other capital financing strategies. CIPs for capital facilities would be based on appropriate service areas rather than political boundaries.

4–11–I–7 Enter into joint power agreements with the towns to enable the city to assess and collect impact fees within the sewer service area boundary for upgrading and developing facilities as listed above.

Ensure that the joint power agreements would enable the city to assess impact fees for arterial roads, which are impacted by growth, within the sewer service area boundary.

4–11–I–8 Work on joint powers agreements with the city/towns/counties that will streamline agreements for extension of facilities into the sewer service area boundary and will enable the city to access impact fees in the sewer service area for such facilities.

The CIP for facilities should identify a service area that includes designated areas within the sewer service area boundary that will be serviced by the city system during the planning horizon.

Waivers should be provided for all or part of impact fees that would otherwise be assessed on housing which meets the affordable housing criteria. The city shall identify other sources of funding for capital facilities to service affordable housing units. Impact fees collected from market rate housing shall not be used to replace the waived fees. Tax increment financing (TIF) may be used to stimulate new development as well as redevelopment throughout the community.

5
INSTITUTIONAL FRAMEWORK

November 2000

5. INSTITUTIONAL FRAMEWORK

The current framework of planning regulations has evolved over a long period of time. A comprehensive review and update of the implementing regulations and administrative procedures will therefore require a major effort. However, the current codes which contain the land development laws will need to be updated fairly quickly upon adoption of the *Sewer Service Area Water Quality Management Plan* (SSAP). The community will be faced with a dilemma of having to review projects based on four or more different sets of regulations: the county, town, city and the extraterritorial regulations.

Specifically, the purpose of this chapter is to:

- Establish criteria and procedures to ensure consistency between this plan and land development laws.
- Prescribe a clear project review and approval process that eliminates redundant overlapping procedures.
- Set resource-based standards and reduce the need for discretionary project review.
- Outline a procedure for sewer extension and hook-up review.
- Provide an orderly process for sewer service amendments.

THEMES

- **Review Process -** Streamline the planning and development review process.
- **Implementation -** Ensure consistency between this plan and implementing ordinances (including zoning and possible impact fees) and a Capital Improvement Program (CIP). To help implement this plan detailed studies, plans, and ordinances will need to be prepared, reviewed and approved. With this plan, the community is committing itself to consistency between existing plans, implementation programs, and regulations, including zoning, subdivision regulations, and the CIP.

GUIDING POLICIES

5–1 CONSISTENCIES

5–1–G–1 Ensure consistency between this plan and the land development laws.

5–1–G–2 Ensure that there is a mix of housing types, densities, and services within the sewer service area boundary.

5–1–G–3 Prepare an orderly procedure for sewer extension and service hook-up review.

5–2 PROCESS FOR AMENDMENTS

5–2–G–1 Ensure that this plan is maintained as a living plan reflecting the current community priorities.

5–2–G–2 Ensure that the Wisconsin Department of Natural Resources (WDNR) policies and procedures for sewer service area plans and amendments are followed.

5–2–G–3 Detail the types of amendments that may be made to this plan.

5.1 POLICIES AND REGULATIONS

As a community constitution for development, this plan and the community's *Master Plan*, lie at the apex of decision making. These plans are policy instruments that provide the basis for the implementation of a sewer service area boundary and extension as well as land use regulations, which are contained within this plan and in the extraterritorial and city code. Unlike Master Plans, regulations contained in the federal, state, extraterritorial and city codes, such as zoning and subdivision regulations, are not policy-making instruments, but rather tools to implement policies established in the plans and elsewhere.

5.1.1 Federal and State Regulations

Federal and state requirements call for the areawide water quality management plan to consist of the following four elements:

1. A regional treatment configuration. This is an analysis of the geographic contributing area for the urban area treatment plant.

2. The delineation of a 20-year sewer service area. This is the land area that is projected to be served by public sewer over the next 20 years. This service area is determined using population projections and density standards and is influenced by Resource Protection Areas (RPAs), the environmental sensitive areas such as steep slopes, floodways and wetlands. There are some areas that may not be served due to difficult terrain or other issues such as cost.

3. The establishment or use of an existing policy committee, such as the River Falls Sewer Service Area Committee, to make recommendations, revise, or amend the plan and to establish plan conformance review procedures.

4. A public participation element that will plan the process used for informing and involving the public in an areawide planning process.

Federal and state regulations require this plan to indicate the most cost-effective and environmentally sound wastewater treatment configuration for the planning area. Once this plan is approved by the state, federal and state statutes require that permits for wastewater treatment facilities, facility plans, interceptors, and sewer extensions be in conformance with this plan.

Sections 201, 208, and 209 of the Federal Water Pollution Control Act (Public Law 92–500) as amended by Public Law 95–2171 and the State Administrative Code NR121 are the major regulations that influence sewer service area planning. Section 201 deals with the construction specifications that sewage systems must meet in order to be in

conformance with clean water act standards and to be eligible for construction grants and loans.

Section 208 requires the preparation of an areawide water quality management plan—208 plans. The governor of each state is to designate areas needing areawide plans to deal with water quality concerns. In Wisconsin, municipalities with a population of 10,000 or more are required to prepare an areawide quality plan. It is this requirement that led to this plan and numerous other plans across the state.

Section 209 of the Water Pollution Control Act calls for the preparation of plans for the nation's river basins that will lead to the reduction of water pollution "point sources" such as piped, ditch, or other specific discharge points and from "non-point sources" such as stream pollution, which cannot be traced back to a pipe or ditch, for example, and storm water run-off.

State Administrative Code NR121 along with State Statute 144.025(1), (2), and 147.25 outline how water quality planning and implementation is to be carried out in Wisconsin in accordance with the federal and state water quality regulations.

5.1.2 City and Extraterritorial Regulations

The extraterritorial and city codes, which contain the land development laws, will be a key tool in implementing the policies of this new plan. The extraterritorial map has not been updated in over 25 years. The codes have not been comprehensively updated in 15 to 20 years, and amendments have been made on a piecemeal basis. It is important to move forward in updating the codes to ensure consistency so that benefits may be derived from this plan. These benefits would consist of protection of our resources, cost-effective methods for providing sewer service, protection of RPAs, and reduction of urban sprawl through planned growth.

5.1.3 Consistency

The purpose of consistency is to ensure that this plan's policies addressing topics such as infrastructure, land use, transportation, and resource conservation are implemented. For this plan's policies to be effective, they need to be translated into parcel-specific regulations in the land development laws and codes. Zoning is one of the most widely used land-use regulations and the best tool for implementing the map-related policies of the plan. While the codes require that in case of a change in policy a plan shall first be "amended," the requirement of consistency needs to be explicitly established in both the plan and the code.

Only full consistency between the plan and land development laws in the code can ensure realization of the community's vision for its future. The protection of neighborhoods and RPAs (sensitive environmental resources) and the creation of new neighborhoods that build on the community's tradition are dependent on consistency between the plan and the code.

Upon adoption of this plan, the zoning and subdivision regulations in the code's land development laws shall be revised to be consistent with the plan. This will involve adding, removing, and/or modifying zoning districts and revising development standards and other regulations to implement the plan policies. Specific development standards have been provided, where appropriate, throughout this plan.

Support for Consistency

Plan and zoning consistency has been an issue for residents for a long time. At past county, town, and city meetings, concern has been expressed about the planning and code enforcement functions. It has been recognized that successful, long-range planning depends not only on the development of realistic, consistent, and achievable goals and policies, but also upon having ordinances implemented and enforced that are consistent with this plan. There has been complete agreement on ensuring consistency between the plan and land development laws of the existing codes.

Many citizens are adamant that the plan should be used, honored, and enforced and that it should include procedures for its amendment, review, and periodic update. Above all, regulations and ordinances should implement the plan. In response to these concerns, one of the ten plan themes, is to ensure consistency between the plan implementing ordinances and standards (including zoning and engineering standards) and programs (such as the CIP).

5.2 PROCEDURE FOR SEWER EXTENSION REVIEW

Any proposal to extend sanitary sewer in the River Falls area must start with contacting the City of River Falls Municipal Utility. The contact person for this purpose is found in Appendix H. The City of River Falls Municipal Utility presently requires that the land they serve with public services to be within their corporate jurisdiction. The present policy in the city code states that water and sewer utilities shall only be supplied to the property located within the established corporate limits of the city. The code also states that on a case-by-case basis, through negotiation between affected towns and landowners, the city will determine whether an exception for extension of sanitary sewer and other services will be provided beyond the city corporate limits for health and safety reasons.

This plan is a tool to be used in the review of proposals for sewer extension and hook-ups. The City of River Falls Municipal Utility as the Designated Planning Agency (DPA), and in conjunction with the city Planning Department, town, and county in which the project takes place, will advise the WDNR, River Falls Sewer Service Area Committee, city and impacted town and county regarding whether a sewer extension or hook-up is in conformance with the plan. The implementation of this plan will be accomplished through site-specific review, to ensure that sensible decisions are made to protect our natural resources.

Implementation will consist of reviewing proposals for sewer extensions and hook-ups for all lands that are proposed for annexation into the city or developed within the sewer service area boundary. The DPA will be responsible for advising the WDNR, River Falls

Sewer Service Area Committee, city, and impacted town and county on the consistency with this plan of the proposed projects.

5.2.1 Developments Requiring Technical Review

Prior to any developer submitting any plans to the WDNR for needed state approvals, sewer service technical review approval shall be required for the following types of developments:

5.2.1.1 All municipal sewer extensions.

5.2.1.2 All commercial and industrial buildings which will discharge to the City of River Falls Wastewater Treatment Facility.

5.2.1.3 All residential buildings containing three or more dwelling units that discharge to the City of River Falls Wastewater Treatment Facility.

5.2.2 Technical Review Criteria

Proposed sewer extensions or hook-ups must conform to this plan. RPAs are prohibited from development (see Figure 4–2). The only exceptions for development are for existing parcels/lots that exceeds 20% or "pass through work" that includes needed work for public health and safety. This may include electricity, water, or for a force main or other sewer to pass through. This type of utility work is generally discouraged, but sometimes needs to occur due to the need for the use of gravity. The extension shall not violate development regulations pertaining to any of the following:

5.2.2.1 **Wetlands** - It is a violation of Section 404 of the Federal Clean Water Act to physically alter any wetland no matter its size without regulatory approval from the U.S. Army Corps of Engineers. If development is permitted for public health and safety reasons, permits are also required from the local unit of government to alter wetlands within the shoreland zone of a lake or stream.

5.2.2.2 **Floodplains** - Most forms of development in floodways are prohibited. If development is permitted for public health and safety reasons, flood-proofing techniques in conjunction with flood insurance are required. The city and counties enforce the provisions of the Wisconsin Statutes for shoreland and floodplain zoning.

5.2.2.3 **Slopes** - Erosion and sediment control plans are to be submitted and approved by the city when development is proposed in areas containing slopes of 12% to less than 20%. In the area where sewer service is connected, no land disturbance activity shall occur on slopes of 20% or greater except as noted above. In addition, development on slopes less than 12% may require an erosion and sediment plan and shall conform to regulatory provisions of any local government ordinance.

5.2.2.4 **Service Area** - The proposed development must be within the sewer service area boundary. Crossing of RPAs may require additional governmental agency review.

5.2.3 Precedence of Site Visit Evidence

Flood insurance rate maps, Wisconsin Wetland Inventory Maps, and the maps within this SSAP are to be used as guides in conducting a sewer service technical conformance review. They are not always to be considered the final determining factor on whether a sewer extension will or will not disturb any RPAs or Sensitive Resource Areas (SRAs). If information gained from a site visit shows conclusive evidence that is contrary to the information shown on these maps, the site visit evidence shall take precedence and serve as the determining factor of whether RPAs and SRAs are being disturbed.

5.2.4 Required Information

Applicants for sewer extensions shall submit a letter and a plan map showing the proposed sewer extension and the project service area (with acreages) to the city or River Falls Municipal Utility, with copies to the city Planning Department, town, and county in which the project takes place. This shall be done prior to the submittal of final development plans to avoid delay of the project. Early submittal of the plans will ensure the local review process is completed prior to final submittal of the plans to WDNR. For lateral approvals, the private applicant also sends the plan conformance review letter and plumbing plans and specifications to the Wisconsin Department of Commerce for final review and approval. While the River Falls Municipal Utility is the first step in the process, additional review by the city, impacted town, and county in which the project takes place is also required before final WDNR approval.

5.2.4.1 **Cover Letter and Project Description** - The name, address, and telephone number of the applicant, and a general description of the project is to be provided including the type of land use to be serviced and the construction activities needed to be undertaken.

5.2.4.2 **Site Map** - A site location map is to be provided indicating the location and length of sewer and the entire area to be serviced. The site map shall provide curb height elevation if the site is within 50 feet of a floodplain. This map should be to scale with a north arrow and explanatory information.

5.2.4.3 **Letter of Evidence of Approved Erosion Control Plan and Contour Site Maps** - Development on 12% or greater slopes require a two-foot contour site map and an erosion control plan. A letter of evidence of an approved erosion control plan from the city, town, or county shall also be provided.

5.2.4.4 **Permits** - If development is permitted for public health and safety reasons or for sewer extensions that alter a wetland, a Section 44 Clean Water Act permit is required. This permit is administered by the WDNR in accordance with the NR103 of the Wisconsin Administrative Code. Sewer extensions into

navigable waters also require a permit under Chapter 30 of the Wisconsin Statutes.

5.2.4.5 **Sewer Service Area Map** - A copy of the River Falls Sewer Service Area Map is to be provided showing the proposed location of the sewer extension.

5.2.4.6 **Fees** - Any required fees to conduct the Sewer Service Technical Conformance Review.

5.2.4.7 **Resource Protection Areas** - If there is any doubt as to the proposed extension infringing on RPAs (as delineated on Figure 4–2 Resource Protection Areas and Figure 4–3 Sensitive Resource Areas), the City of River Falls Municipal Utility staff will review the site-specific information from the developer. This information, along with the RPA and SRA criteria from this plan, will be used to make a recommendation on the proposal.

5.2.4.8 **Review** - The City of River Falls Municipal Utility, city Planning Department, and town and county staff will review all submissions for conformance with this plan, specifically ensuring the proposed extension does not infringe on an RPA and is within the sewer service area.

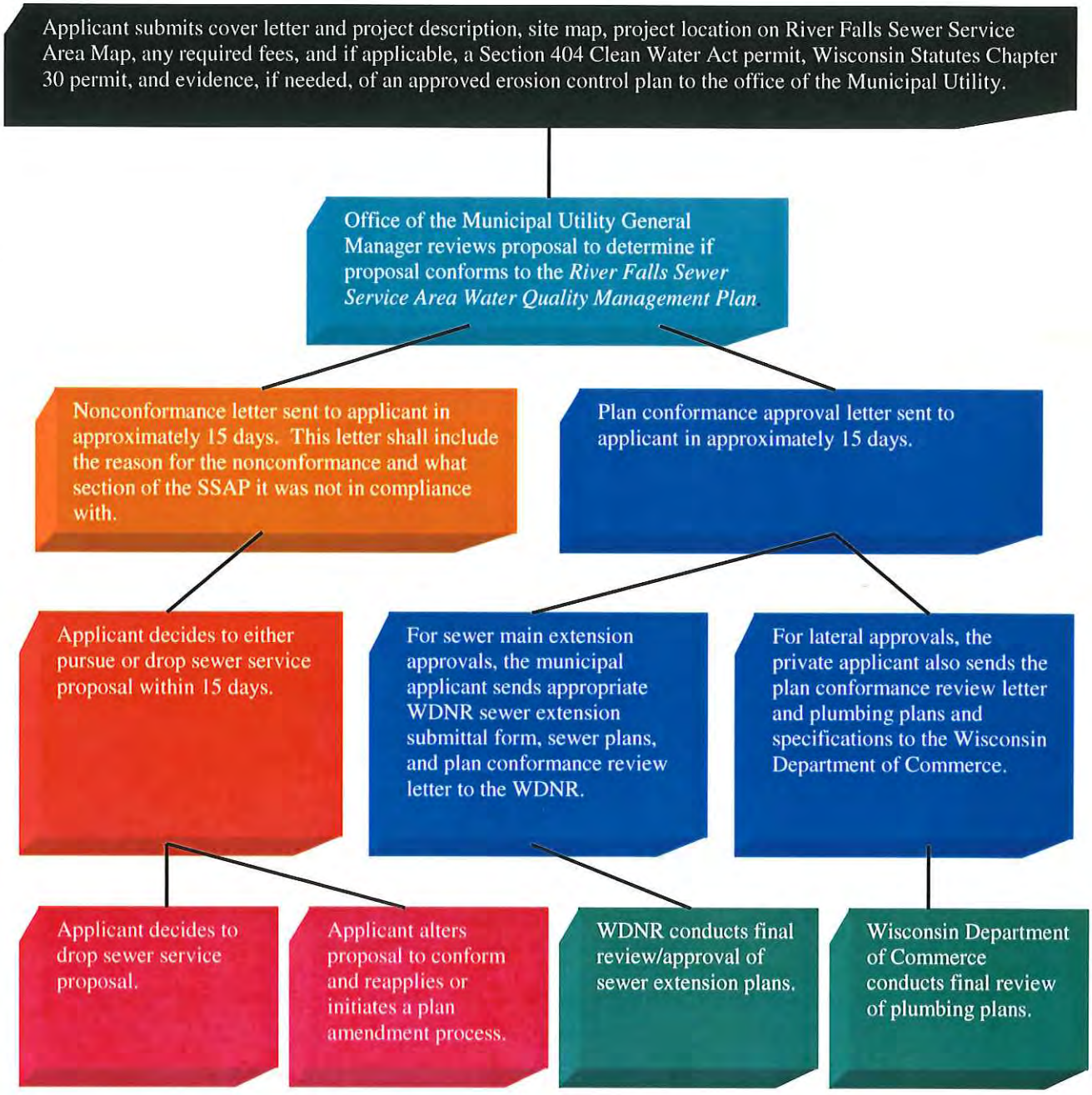
5.2.4.9 **Conformance Letter** - If the requested sewer extension is in conformance with this plan, a sewer service area conformance letter will be sent by Municipal Utility staff to the applicant approximately 15 days after receipt of the application. The sewer service area conformance letter and other materials must then be submitted by the applicant to the WDNR for final review and approval of the sewer extension. For lateral approvals, the private applicant also sends the plan conformance review letter and plumbing plans and specifications to the Wisconsin Department of Commerce for final review and approval.

5.2.4.10 **Letter of Nonconformance** - If the proposed extension is not in conformance with the plan or if there are questions about consistency, a letter of nonconformance will be sent to the applicant in approximately 15 days. The applicant shall then decide within 15 days if they want to pursue the sewer extension further. If not, no further action is necessary.

5.2.4.11 **Plan Amendment or Reapplication** - If the applicant decides to pursue the sewer extension beyond the boundary, this plan must be amended for the proposed extension to be in conformance. The amendment procedures can be found in the plan amendment process section below. An applicant can also alter the proposal to pursue conformance and reapply.

5.2.4.12 **Plan Amendment** - If the plan is amended, the applicant must notify the city or River Falls Municipal Utility that it wishes to have the proposed extension reevaluated. See Table 5.1 Sewer Service Technical Review Procedure Flow Chart.

Table 5.1
SEWER SERVICE TECHNICAL REVIEW PROCEDURE FLOW CHART



5.2.5 Information Submittal

The above information is to be submitted to the Rive Falls Municipal Utility, 125 East Elm Street, River Falls, Wisconsin 54022.

5.3 PROCESS FOR AMENDMENTS

5.3.1 Process

This plan is intended to be a living plan that reflects changing conditions and community needs. As such, the plan will be subject to amendments over time. To maintain this plan as current, policies that become obsolete or unrealistic due to changing conditions (such as the completion of a task or project, development of a site, or adoption of an ordinance or plan) should be eliminated or modified. The plan amendment process is also the means through which the counties; towns; city, including the Planning Commissions, Boards and Council; private property owners; project proponents; community groups; neighborhood associations; and individual citizens can initiate changes to the plan. Application for plan amendments initiated by the counties, towns, city, or general public will be submitted first to the City of River Falls' Planning Department for staff review. Applications will be accepted on an ongoing basis. On a semiannual schedule, staff will prepare a summary report describing the requested changes and staff's recommendations, including any necessary language and drawings, for review by the River Falls Sewer Service Area Committee. The process is outlined below.

Amendments to this plan take effect only upon adoption by the River Falls Sewer Service Area Committee and final action by the WDNR. Although the plan can only be amended once a year, there will be no limit to the number of changes that can be made at the time of the amendment. The following two exceptions apply to the restrictions on the number of general plan amendments permitted per year.

- To resolve any emergency or a matter of urgent public interest where a critical need has been identified, or
- To comply with a court decision.

The purpose of limiting when amendments can be made to the plan is to maintain the continuity of the plan, to allow for an orderly amendment process, and to focus on long-range planning issues.

5.3.2 Required Information

The applicant requesting the amendment shall prepare the following required information prior to proceeding with an amendment request.

5.3.2.1 Narrative description and reasons for the amendment request. If a change of wording to the SSAP is being proposed, the exact wording shall be provided as part of the description.

5.3.2.2 Legal description and exact acreage of land area(s) proposed to add and/or subtract from the sewer service area, if applicable.

5.3.2.3 Description of the proposed land uses (i.e., residential, commercial, industrial, open space, parks) and public services (i.e., water, sewer, roads) to be provided to areas identified in 5.3.2.2 above.

5.3.2.4 A detailed map showing topography and buildings and the proposed areas being added to and/or subtracted from the sewer service area.

5.3.2.5 The net change in the amount of developable land in any areas being proposed to add to and/or subtract from the sewer service area and the net change in the development density (person per acre) of the sewer service area as a result of the proposed amendment.

5.3.2.6 To the extent possible, identify any water quality impact from the proposed amendment.

5.3.2.7 Verification that there is capacity for the sewer system and treatment facility to serve proposed new areas and their projected flows.

5.3.3 Review and Comments

The required information will be reviewed for compliance with the standards set forth in the SSAP and NR121 of the Wisconsin Administrative Code. The review, comments, and application as outlined in 5.3.2 shall be forwarded to the affected county, town, and city. The review and comments from the county, town, and city would then be forwarded to the River Falls Sewer Service Area Committee for action. If approved by the River Falls Sewer Service Area Committee the request would then be forwarded to the WDNR for final action.

5.3.4 Public Meeting

Within 60 days of receipt of an amendment request, the Chairperson of the River Falls Sewer Service Area Committee shall call and hold a public meeting of the River Falls Sewer Service Area Committee for the applicant to formally present their amendment request, to answer questions, and to hear comments from the members of the River Falls Sewer Service Area Committee and the general public.

5.3.5 Committee Action

After consideration of comments made during the public meetings, the standards and procedures in the River Falls SSAP, and NR121 of the Wisconsin Administrative Code, the River Falls Sewer Service Area Committee shall act on the amendment request by voting.

5.3.6 Written Comments on Actions

Written comments in favor of, objecting to, or providing information on actions taken by the River Falls Sewer Service Area Committee by any person, organization, or government body are to be submitted to the WDNR office within 30 days after the public meeting. A copy shall be forward to the affected county, town, and city.

5.3.7 Public Meeting Documentation

Within 30 days after the public meeting, the recording secretary of the public meeting shall prepare and provide a copy of the unofficial minutes of the public meeting, recording public comments and the results of any votes. The minutes shall be forwarded to the WDNR office and to the River Falls Sewer Service Area Committee.

5.3.8 Final Decision

The WDNR will make the final and official determination on all plan amendments based on consideration of public comments, written comments, official actions taken by the River Falls Sewer Service Area Committee, standards and procedures of the River Falls SSAP, and NR121 of the Wisconsin Administrative Code. The WDNR will inform the River Falls Sewer Service Area Committee of its decision on amendment requests within 60 days of the public meeting.

The WDNR desires to make as informed sewer service amendment decisions as practical and therefore recommends and values the local public input process provided by the River Falls Sewer Service Area Committee as described in the steps above. The WDNR has the authority to affirm, reverse, amend, or refer any amendment vote or action taken by the River Falls Sewer Service Area Committee. The River Falls Sewer Service Area Committee may appeals the WDNR determination.

5.4 AMENDMENT EVALUATION STANDARDS

The following SSAP evaluation standards have been established for analyzing the merits of proposed plan amendments.

- Such sewer service can be provided in a cost-effective manner.
- There will be no significant adverse water quality and/or environmental impacts associated with providing sewer service to the area.
- The proposed amendment is in compliance with the other themes and policies of this plan not under amendment consideration.
- Existing or planned sewer systems have sufficient capacity to treat projected flows.
- Land is needed to accommodate unanticipated population growth and/or a change in densities.

5.5 EXCEPTIONS

As noted above, there are two exceptions that apply to the restrictions for amendments. An applicant may request inclusion for an existing development where an on-site system is failing, outside of the sewer service area. The application may be approved by the Sewer Service Area Committee and WDNR provided that:

- The county Environmental Health Manager monitors the system as it is removed from service.
- Sewer service can be provided in a cost-effective manner compared with alternative solutions, including replacement or upgrading of the existing failing septic systems. The determination shall be made using EPA and WDNR guidelines for cost-effective analysis.
- There will be no significant adverse water quality impacts associated with providing sewer service to the area.
- The property owner will not contest annexation into the city or impact fees.
- Existing or planned facilities have sufficient capacity to treat projected flows.

5.6 ANNUAL REPORT ON AMENDMENTS

A summary of all SSAP amendments adopted during the preceding year shall be included as part of the annual SSAP report, prepared to report on the progress made in implementing the plan. This summary shall include the date of adoption, section of the SSAP to which the amendment applies , and a brief description of the change.

IMPLEMENTATION POLICIES

5–1 PLAN AND ZONING CONSISTENCIES

5–1–I–1 Develop a comprehensive step-by-step guide to fees and other levied costs. Consolidate in concise and easily understood written form and make available to the public in a single, central location all information regarding building and development codes, procedures, processes, standards, regulations, and ordinances.

5–1–I–2 Analyze and carefully consider the cost impact on development prior to the adoption of any ordinance regarding development review requirements, and identify and evaluate the effect of compound regulations.

5–1–I–3 Review and update the internal consistencies of all-new and existing rules and regulations, ordinances, and policies to ensure they meet the guiding policies of this plan and amend the codes to reflect the guiding policies.

As part of these updates, a continuing educational program will be provided that includes a series of seminars—brown bag lunches—where staff would lead an explanation and discussion about the land development codes.

5–1–I–4 Prepare detailed community area plans for new growth areas as well as for existing neighborhoods and include a CIP to direct and phase growth to prioritized development areas.

5–1–I–5 Ensure that existing and proposed *Master Plan* or development plan approvals be considered valid for no more than three years from the date of approval with one two-year extension allowed by the governing body.

Progress towards implementing a master plan or development plan means submitting a preliminary development plan or subdivision plan or plat within the three-year approval (or within five years with a two-year extension) for the master plan. If these deadlines are not met, the master plan or development plan approval would no longer be valid.

5–2 PROCESS FOR AMENDING THE SEWER SERVICE AREA PLAN

5–2–I–1 Develop a process for semiannual amendments to the SSAP.

5–2–I–2 Prepare annual and five-year reports on the SSAP.

5–2–I–3 Maintain a SSAP implementation program that reflects priorities for public action and is accessible to all residents.

GLOSSARY

November 2000