

Chapter 7 Economic Development

1. INTRODUCTION

Economic health is an important component of a thriving community. A strong commercial and industrial base provides jobs to community residents, contributes to a community's tax base, and can be a source of psychological strength to a community. One can also measure the economic health of a community by taking a look into a community's employment and household income. New construction of housing and businesses in the community are also good indicators of growth and vitality. These are covered in the following sections of this chapter.

Economic development blends economic opportunity with local infrastructure, land, housing and education. The primary objectives of most economic development plans are to increase local tax base, provide job opportunities, and provide the goods and services local residents and visitors desire. However, these objectives are inherently linked to the availability of skilled and educated workers, affordable housing, developable land, and infrastructure.

2. EMPLOYMENT AND INCOME

Employment

In 2000, the manufacturing industry employed 415, or 22 percent, of St. Joseph's labor force, more than any other industry. Manufacturing was also the largest employer within St. Croix County. Between 2000 and 2013, the residents of St. Joseph experienced a shift from manufacturing jobs to more social services jobs.

In 2013, the largest employment became the educational, health care and social assistance sector. This trend is similar to that of St. Croix County, although it is more exaggerated in St. Joseph. Table 7-1 indicates in which industries St. Joseph residents worked in 2013.

**Table 7-1
 Employment by Industry, 2013**

Industry	Town of St. Joseph		St. Croix County	
	Number	Percent	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	40	2.13%	1,024	2.29%
Construction	94	5.01%	2,755	6.17%
Manufacturing	312	16.62%	8,138	18.23%
Wholesale trade	48	2.56%	1,343	3.01%
Retail trade	121	6.45%	5,019	11.24%
Transportation and warehousing, and utilities	77	4.10%	2,008	4.50%
Information	0	0.00%	653	1.46%
Finance and insurance, and real estate and rental and leasing	225	11.99%	3,236	7.25%
Professional, scientific, and management, and administrative and waste management services	196	10.44%	3,883	8.70%
Educational services, and health care and social assistance	507	27.01%	9,778	21.91%
Arts, entertainment, and recreation, and accommodation and food services	121	6.45%	3,031	6.79%
Other services, except public administration	45	2.40%	1,932	4.33%
Public administration	91	4.85%	1,835	4.11%
Total	1,877	100.00%	44,635	100.00%

Source: American Community Survey, 2013

As shown in Table 7-2, in 2013, over half of the labor force in St. Joseph engaged in management, business, science, and arts occupations. This percentage was 40 in 2000. Also in 2013, as shown in Table 7-3, almost 40 percent of the same labor force had a bachelor's degree or higher education. In 2000, only 33 percent of residents had this level of education. These statistics indicate the labor force in St. Joseph is becoming more highly educated and, as result, participating in more managerial and professional occupations.

**Table 7-2
Occupations in St. Joseph, 2013**

Occupation	Persons	Percent
Management, business, science, and arts occupations	978	52.10%
Service occupations	246	13.11%
Sales and office occupations	377	20.09%
Natural resources, construction, and maintenance occupations	98	5.22%
Production, transportation, and material moving occupations	178	9.48%
Total	1,877	100.00%

Source: American Community Survey, 2013

**Table 7-3
Education Attainment for St. Joseph Population 25 Years and Older, 2013**

Education Level	Persons	Percent		
Less than 9th Grade	52	1.78%		
9th to 12th Grade, no Diploma	135	4.63%		
Regular High School Diploma	508	17.42%		
GED or Alternative Credential	29	0.99%		
Some College, no Degree	671	23.01%		
Associate's Degree	360	12.35%		
Bachelor's Degree	706	24.21%		
Master's Degree	187	6.41%		
Professional School Degree	184	6.31%		
Doctorate Degree	84	2.88%		
Total	2916	100.00%	93.59%	39.81%

Source: American Community Survey, 2013

This section of the Plan includes information on where St. Joseph residents work and the categories of employment in which they work. St. Joseph is mostly a rural residential town and does not have significant employment itself. Larger employers include the Houlton Elementary School and various businesses, mostly in the Houlton area.

Table 7-4 shows the number of St. Joseph residents who are employed. This table also shows the percentage of women in the work force and the number of two-parent working households. In 2013, about 60 percent of the population over 16 years in St. Joseph was in the labor force, all in civilian capacity. Only 3 percent of this labor force was unemployed. About 50 percent of females 16 years and over were in labor force and over 90 percent were employed. In about 60 percent of families with children, both parents were in the labor force.

In 2013, about 40 percent of people over age 16 in St. Joseph were not in labor force. Of that 40 percent, 18 percent represent people over 65 years old.

**Table 7-4
 Employment Status, 2013**

Type	Persons	Percent
Population 16 years and over	3,276	100.00%
In labor force	1,987	60.65%
Civilian labor force	1,987	60.65%
Employed	1,877	57.30%
Unemployed	110	3.36%
Armed Forces	0	0.00%
Not in labor force	1,289	39.35%
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Females 16 years and over	1,555	100.00%
In labor force	830	53.38%
Civilian labor force	830	53.38%
Employed	767	49.32%
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Children up to 17 years old	813	100.00%
All parents in family in labor force	514	63.22%

Source: American Community Survey, 2013

Table 7-5 shows where residents in St. Joseph are working. Over the years there has been a slight increase of people working in state and county of residence and a corresponding decrease in people working out of state. However, the general pattern has not changed since 1990. Roughly 65 percent of the people work outside the state, presumably mostly in the Twin Cities Metro Area in Minnesota. The other 35 percent worked in the state of Wisconsin, the vast majority within St. Croix County.

As shown in Table 7-6, the majority of St. Joseph's residents commute to work via an automobile and driving alone. The average time for traveling to work is 32 minutes, a slight increase from 27 minutes in 2000.

**Table 7-5
Place of Work, 1990-2013**

Type	1990		2000		2010		2013	
	Persons	Percent	Persons	Percent	Persons	Percent	Persons	Percent
Worked in state of residence	448	31.11%	650	34.52%	798	38.63%	661	35.22%
Worked in county of residence	421	29.24%	616	32.71%	717	34.70%	650	34.63%
Worked outside county of residence	21	1.46%	34	1.81%	81	3.92%	11	0.59%
Worked outside state of residence	992	68.89%	1,233	65.48%	1,268	61.37%	1,216	64.78%
Total	1,440	100.00%	1,883	100.00%	2,066	100.00%	1,877	100.00%

Source: American Community Survey, 2013

**Table 7-6
Form of Transportation, 2013**

Commute to Work	Persons	Percent
Car, truck, or van -- drove alone	1,625	86.57%
Car, truck, or van -- carpooled	129	6.87%
Public transportation (excluding taxicab)	0	0.00%
Walked	23	1.23%
Other means	50	2.66%
Worked at home	50	2.66%
Total workers 16 years and over	1,877	100.00%
Mean travel time to work (minutes)	32.1	-

Source: American Community Survey, 2013

Income

Table 7-7 shows that the largest income bracket for households in St. Joseph is in the \$100,000 to \$149,000. While about 13 percent of households earn more than \$200,000, a large number (over 30 percent) earn between \$35,000 and \$75,000.

Table 7-7
Household Income, 2013

Income	Household	Percent
Less than \$10,000	73	4.91%
\$10,000 to \$14,999	50	3.36%
\$15,000 to \$24,999	25	1.68%
\$25,000 to \$34,999	81	5.45%
\$35,000 to \$49,999	208	14.00%
\$50,000 to \$74,999	258	17.36%
\$75,000 to \$99,999	97	6.53%
\$100,000 to \$149,999	346	23.28%
\$150,000 to \$199,999	151	10.16%
\$200,000 or more	197	13.26%
Total	1,486	100.00%

Source: American Community Survey, 2013

St. Joseph's median household income has stayed significantly higher than the statewide average and St. Croix County as a whole, as shown in Table 7-8. In 2013, the median income in St. Joseph was \$88,700, compared to \$68,426 and \$52,413 for the county and state, respectively. However, between 2000 and 2013, the median income in St. Joseph increased much less than it did in the County during that period.

Table 7-8
Median Household Income, 1990-2013

Community	1990	2000	2010	2013	2000 - 2013 Change
Town of St. Joseph	\$52,021	\$81,277	\$87,949	\$88,700	9%
St. Croix County	\$36,716	\$54,930	\$67,446	\$68,426	25%
State of Wisconsin	\$29,442	\$43,791	\$51,598	\$52,413	20%

Source: American Community Survey, 2013

3. TOWN SURVEY

In the 2013 St. Joseph Planning Survey, conducted by the UW/River Falls Extension Survey Research Center, residents generally favored limiting growth in the Town, and Agricultural-Related Production was the only business development type favored by a majority of residents. Home-based cottage industries, light industrial/business park and commercial uses were favored by something less than half of the respondents. A quarter of the respondents said business development should not be encouraged. Excerpts from the survey are attached as Appendix B in this Plan.

Nevertheless, the Town may be interested in attracting business to St. Joseph to the area around the new interchange, in the Houlton area on the west side of the community. As of 2016, before the opening of the new bridge and highway, it is uncertain the type, scale and speed of development that might be interested in developing here. Among St. Joseph's strengths in attracting business is its location immediately across the river from the Twin Cities Metropolitan Area, a connection which will improve significantly with the opening of the new St. Croix River bridge. The idea is that people could "live here, work there". Among the weaknesses is the relatively low density of residential development in the Town, which means that there are relatively few customers or employees for businesses compared to more densely developed urban areas.

4. UW-EXTENSION ECONOMIC IMPACT STUDY

St. Croix County commissioned a study of the potential economic impacts on the region as a result of the St. Croix Crossing Bridge. The study concluded that the region, including the Town of St. Joseph, was likely to see population and employment increases, but likely not dramatic or quickly. Even with a new easier access across the River, the region is likely to grow at rates close to historic trends than at dramatic new rates. An executive summary of the study, "Community and Economic Impacts of the St. Croix River Crossing", conducted by the University of Wisconsin-Extension Center for Community and Economic Development and Gillaspay Demographics, is included in Appendix C of the Plan. The study offered several key findings:

1. Infrastructure improvements, like the new bridge, alone will not guarantee economic and population growth.
2. Larger trends suggest St. Croix County is unlikely to return to growth rates of the 1990s and 2000s.
3. Despite slower growth rates, population in St. Croix County and the Corridor communities will continue to grow.
4. Population projections are not certain and should guide development of policies.
5. The new river crossing will improve access to jobs in the region, but communities need to attract and retain residents based on local economic vitality and quality of life issues.
6. Population growth will attract new commercial development but also demand for government services.
7. New development will occur incrementally and not by large firms relocating to the Corridor.

The overall conclusion of the study is that population and employment growth are possible, but will not be dramatic. No specific numbers for population, household or employment growth for the Town of St. Joseph were provided by the study.

5. MARKET CONDITIONS ANALYSIS

In order to better understand the economic context of St. Joseph, a market conditions assessment was completed. The market conditions analysis was prepared by Maxfield Research & Consulting and is included in Appendix B this Plan. It analyzes employment in the larger region, consisting of several counties. It notes that employment will likely grow in St. Croix County as a result of the new bridge crossing with increased ease of access to major highways. That analysis notes that construction, manufacturing, and wholesale distribution businesses are the most likely candidates to be attracted to St. Joseph at the new highway interchange, in the area in the southwest quadrant of the intersection that has been suggested for a future business park.

In addition, traffic at that interchange is expected to attract highway commercial uses such as a convenience gas station, a coffee shop with drive-thru, fast food restaurant and other small service-related businesses. If a denser mixed use area were to be developed in the Houlton area near the interchange, if municipal services are provided, the increased housing would likely attract other commercial uses as well. This Plan does not include an estimate of the number of jobs which could be potentially added by the development of businesses under these proposed scenarios.

Key findings from that assessment are described below. A full version of the report is included in Appendix D of this Plan.

Overall Location

- Overall growth in St. Croix County is driven by growth of the Twin Cities Metro Area.
- Currently, multi-family housing options and commercial development are limited in St. Joseph due to lack of infrastructure, such as municipal sewer and water, and efficient, direct transportation routes to the Twin Cities.
- The St. Croix Crossing Bridge offers more efficient travel between St. Croix County and the Twin Cities Metro. As such, residential and commercial growth will likely accelerate after the bridge opens.

Residential

- Total population in St. Joseph is projected to grow from 3,920 (2015) to 5,100 (2030). This is an increase of 1,180 in that 15-year period and about 500 more than the previously estimated 2030 population of 4,600. This added growth will be due to the new bridge crossing.

- Total households are expected to increase from 1,450 (2015) to 1,960 (2030). This is an increase of 510 households in that 15-year period and about 124 more households than previously estimated for 2030. This added growth will be due to the new bridge crossing.
- The new household projection translates to about 34 households/year, which is similar to the growth rates from 1990 through 2010, but more than the rate of about 22 households/year that was previously estimated for 2015-2030.
- St. Joseph has higher-than-average household sizes, indicating that it is currently an attractive community for families.
- The largest numerical growth is expected among people ages 55 to 74. Proportionally, growth will also be strong among 20 to 24-year-olds.
- Older adults and younger adults may prefer attached household products, such as apartments, single-level townhomes, or association-maintained condominiums. No active subdivisions in St. Joseph currently offer attached housing units.
- Creating an area within the Downtown that is walkable and has more of a “village” environment can attract households that are more interested in a location near to the highway and employment opportunities, but prefer other housing products instead of a single-family home on a large lot.

Employment

- Job growth typically fuels household and population growth because people typically desire to live near where they work.
- St. Croix County experienced 2.8 percent job growth from 2005-2010, compared to a 4 percent decline in jobs in the Twin Cities Metro Area. Solid job growth is expected in the region between 2010 and 2020. The region is expected to experience a 16.6 percent gain in jobs, compared to 12 percent in the Twin Cities Metro.
- St. Croix County is expected to capture significant portions of regional job growth due to population growth, convenient transportation access, and available land.

Business Growth

- Ease of transportation between the core Twin Cities Metro Area and St. Joseph is likely to make the community desirable for businesses in Construction, Manufacturing (light) and Wholesale Distribution. The location of a business park near to the interchange, but separate from the core business district for the community, would strengthen employment opportunities for residents and increase the tax base.
- Trends suggest growing demand from smaller industrial spaces, as well as blocks of space in the 100,000 to 249,000 square foot range. All of the industrial sectors experienced business growth in this size range.

- Traffic on the St. Croix Crossing Bridge is likely to be the driving force for retail development initially. Within 18-24 months of bridge opening, potential uses would include convenience gas station, coffee shop with drive-through, fast food (national chains), and other service-related retail businesses including small fitness outlets, shipping/mailling, hair salons, liquor stores, etc. This can be supported through urban style development in a central core location that will serve as the center of community activity.
- After additional residential uses and businesses are located in a cohesive cluster in close proximity to the interchange, additional retail businesses such as grocery, hardware, lawn and garden, and other types of businesses are likely to be attracted to the higher population densities in the community. The level and amount of retail development is highly dependent on the number of rooftops and the support population (residential and employment) located in close proximity to one another.

6. POLICY PLAN

The Town of St. Joseph recognizes the importance of each component of the economic development cycle in the overall health and economic stability of the community. Following are the goals and policies of the Town of St. Joseph to address economic development issues.

Economic Development Goal #1: Promote cooperative efforts and utilize existing resources for economic growth in the Town.

Policies:

1. Continue to identify and tap into local, state and federal resources to enhance economic development.
2. Explore county-wide economic development coordination options.
3. Promote coordination of the educational system and the business community to ensure the availability of qualified workers.

Economic Development Goal #2: Promote economic stability and diversity that provides job opportunities to residents.

Policies:

1. Support efforts to retain existing businesses and facilitate their expansion.
2. Support efforts to recruit new businesses and industries in appropriate locations and scales.
3. Recognize the need to maintain, upgrade and expand existing infrastructure in the Town, including but not limited to roadways, parks/trails, utilities and telecommunications infrastructure, to support and promote continued economic development.

4. Target financial resources and programs to attract businesses that have an emphasis on job creation and businesses that meet or exceed livable wage requirements.
5. Encourage the availability of a range of housing types and values to accommodate an ample work force.
6. Encourage adoption of new technologies and policies that support telecommuting.

Economic Development Goal #3: Promote efficient, planned commercial and light industrial development.

Policies:

1. Identify key commercial and light industrial development opportunities within the unincorporated hamlets and the Town's planned growth areas in locations with access to major transportation systems.
2. Encourage and facilitate infill development on vacant parcels to ensure maximum efficiency of land use.
3. Encourage compact commercial developments that will make efficient use of infrastructure and resources.
4. Encourage industrial and office/business commercial development to locate within master planned light industrial parks or business parks or at the Houlton Town Center.

Economic Development Goal #4: Enhance the character of the Town's commercial and light industrial development.

Policies:

1. Develop the use of architectural, design or other development standards such as landscaping, screening and other standards within the Town's commercial, business park and industrial developments.
2. Support the provision of open/green space within commercial and industrial development.
3. Promote the rehabilitation and redevelopment of older existing commercial facilities by pursuing and making available various financial programs and assistance.

Chapter 8 Intergovernmental Cooperation

1. INTRODUCTION

The Town has the opportunity to work with adjacent jurisdictions specifically with respect to planning for future utility and community facility improvements. During preparation of this Plan the Town identified the interrelated aspects of existing utilities and potential for future services that would require discussions with adjacent municipalities, as well as extensive discussions with the County and the State.

The Town relies on services and facilities located in adjacent Towns and Cities and therefore it is necessary for the Town to encourage positive relationships as well as coordination with those jurisdictions. In particular, the Town's children attend schools throughout the greater western Wisconsin area which make it imperative for the Town to maintain their relationship with those school districts. In addition, as the Town develops, it may be beneficial to discuss providing services and utilities in conjunction with adjacent municipalities. The Town recognizes the importance of maintaining and encouraging these relationships to ensure that residents are served in the best, and most efficient, capacity possible.

Chapter 9 Land Use

1. INTRODUCTION

The purpose of a land use inventory is to quantify and analyze existing development in the community. An examination of current land uses reveals development patterns, current densities, and shows prevalent uses in St. Joseph. This information can help the Town identify development and redevelopment opportunities based on the current pattern and locations of land uses. St. Joseph residents are interested in maintaining and enhancing the current small-town, rural character. Utilizing the current land use and natural resources information will help guide future development to be consistent with this goal. This inventory, combined with other background information, is used to suggest where, at what intensity, and at what rate growth should occur. The inventory can also help to classify areas that should remain undeveloped or should be preserved. The kind of development and how that development is allowed to progress should be a reflection of the community's needs and desires. Existing land use and natural resource information as well as the Town's goals shape the Future Land Use Plan.

Development of the Future Land Use Plan

St. Joseph's natural amenities and rural character make it an attractive place to live and work. Due to these factors, its proximity to the Twin Cities Metropolitan Area, and location along County Road E and proximity to Highway 35, St. Joseph has experienced steady growth over the past decades. The Highway 64/County Road E Interchange and the St. Croix Crossing Bridge that will be located within the Town may also have a significant effect on the Town's future land use. This makes the land use analysis and proposed land use plan an integral piece of this planning effort.

Continued growth pressure in St. Joseph will pose many land use challenges. The conflict between the demands for increased development and the rural and agricultural character of the Town will be central to this issue. Pressure on existing natural areas will also generate conflict over environmental preservation. As a part of this land use analysis, the Town conducted an extensive natural resources inventory and developed a corresponding Natural Corridor. Chapter 6: Agricultural, Natural and Cultural Resources is devoted to this discussion. However, the Corridor is summarized in this chapter because it will be used to inform parts of the Land Use Plan.

The Land Use Plan includes a map that identifies and guides the types of future land use patterns desired by the community. The map is divided into five land use categories that reflect these patterns and the Town's needs. A Natural Corridor overlay is also discussed to ensure that future land use is compatible with Town goals for natural resource protection.

2. EXISTING COMPREHENSIVE PLAN

St. Joseph's existing land use in 2006, presented as a part of the 2006 Comprehensive Plan, described the following primary land uses within the Town:

- Ag/Residential Farming
- Ag/Residential Natural, Residential
- Residential
- Mobile Homes
- Proposed Development
- Commercial
- Public/Semi-Public
- Parks

The 2006 Comprehensive Plan also has a Future Land Use Plan map, included in Appendix E, which identifies future areas for growth in the Town. In 2006, St. Joseph's predominant land use was Ag/Residential Farming, which comprised 37 percent of the Town's land. The 2006 Future Land Use Plan accurately reflects much of what has happened in the town over the past 10 years, but does not show some of the new development and existing land uses. As a result the Existing Land Use map and Future Land Use Plan map prepared as a part of this Comprehensive Planning process include different land use designations.

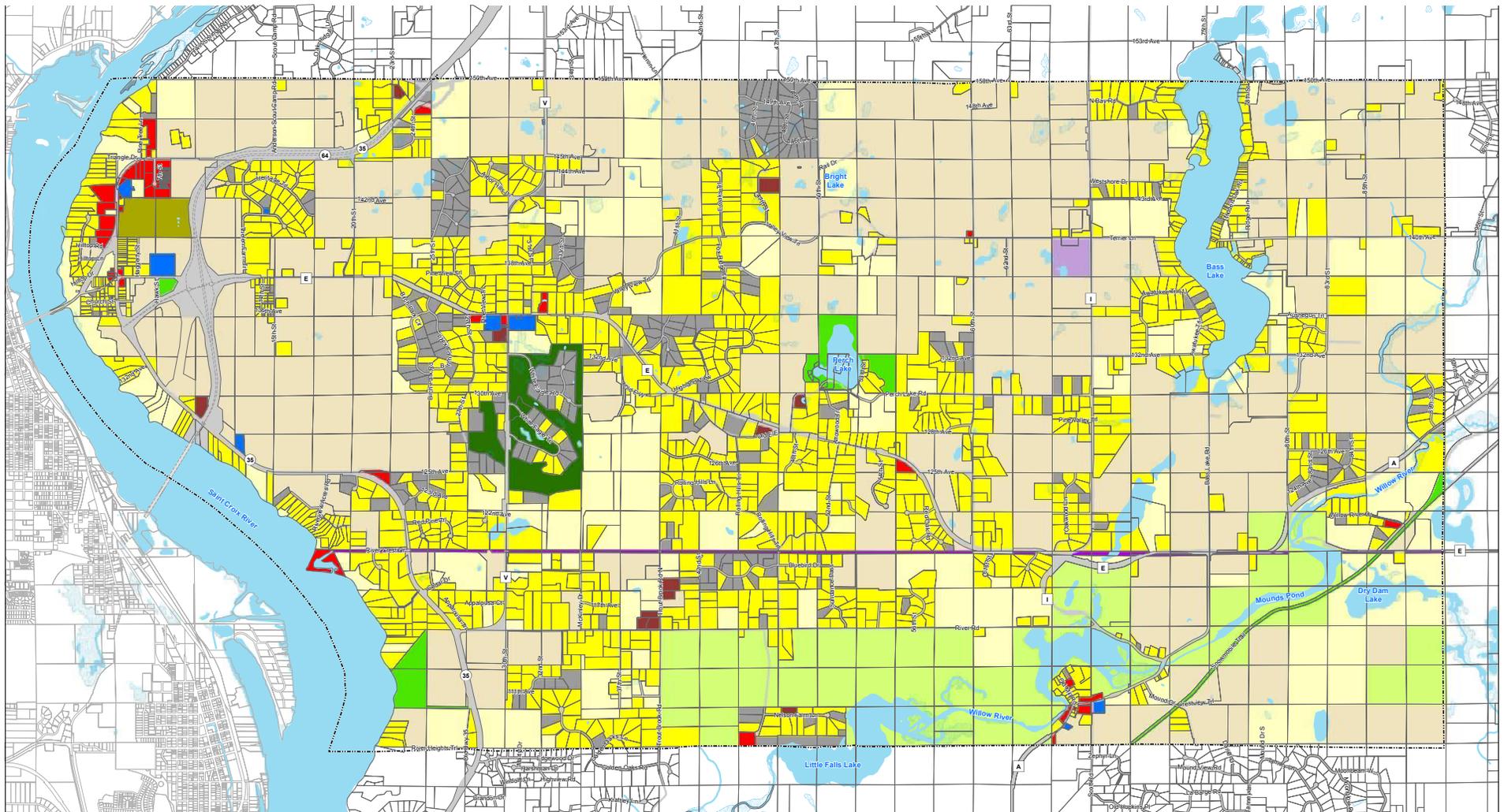
3. LAND USE INVENTORY

There are currently 15 existing land use categories within St. Joseph. The most predominant land use is Ag/Farming, which includes agricultural land and very low-density residential development. This use comprises 35.9 percent of the Town's land. Other predominant uses include Residential and Ag/Natural. The residential land use category refers to platted residential properties and comprises 23.1 percent of the Town. Ag/Natural includes currently undeveloped land with important natural features (13.6 percent of the Town). In this area, property owners are encouraged to protect nearby natural resources. All existing land uses are listed below in Table 9-1 and mapped in Figure 9-2.

**Table 9-1
Existing Land Use Inventory**

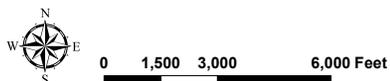
Land Use Category	Acreage	Percentage
Ag/Residential Farming	7,922	35.9%
Ag/Residential Natural	2,998	13.6%
Residential	5,115	23.1%
Mobile Homes	70	0.3%
Commercial	125	0.6%
Home Occupations	50	0.2%
Industrial	35	0.2%
Public/Semi-Public	47	0.2%
Parks	157	0.7%
State Parks	1,529	6.9%
Golf Course	183	0.8%
Vacant (Platted)	976	4.4%
Right-of-Way	1,270	5.7%
Power Line	57	0.3%
Open Water	1,563	7.1%
Total	22,098	100.0%

Figure 9-2
Existing Land Use



Existing Land Use

Town of St. Joseph Comprehensive Plan 2016



St. Joseph Town Boundary	Home Occupation	Public/Semi-Public
Ag/Farming	Industrial	Vacant Platted
Ag/Natural	Power Line	Right-of-Way
Residential	Golf Course	Open Water
Mobile Home	Town/County Park	NWI Wetland
Commercial	State Park	

Draft

May 21, 2015



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4. LAND USE PLAN

In order to plan for future development that met St. Joseph's needs, a Future Land Use Plan was prepared. This Plan includes a discussion of new land use categories and their relationship with the Natural Corridor identified in Chapter 6: Agricultural, Natural and Cultural Resources. The Future Land Use Plan is described below.

This Future Land Use Plan focuses on providing additional areas for residential, commercial and light industrial growth in the Town of St. Joseph. The Land Use Plan and associated map describe the future land use designations for the Town. The designations guide the Town's future land use form and provide a general framework for growth and development. The goals and policies stated in this Plan will provide the framework from which the Town can create land development controls. The Future Land Use Plan map illustrates the land use categories for which the policies will apply. The land uses will each be described to help ensure that the types of uses and developments are consistent with the vision for the Town.

Objectives

The Future Land Use Plan accomplishes several objectives: (a) it clearly represents the existing land use pattern and location of existing developments, (b) it provides clearly defined areas that the town would like to preserve as important natural resources, (c) it supports the continuation of rural land uses and rural characteristics as desired by the town, (d) it encourages a land use pattern that is cognizant of the unique characteristics of the Town. The land use and growth recommendations contained in this Plan provide for a balance between these components. It is the intent of this Plan to create a community within which these elements exist:

- Housing options to encourage a diversity of residents
- Rural character and a unique place
- Adequate parks and community facilities
- Business and commercial opportunities to residents and visitors
- An efficient transportation system

Basic Planning Provisions

In addition to the goals and strategies, there are a number of basic principles that are important to implementing the Land Use Plan. These are described below:

- Work with the County to encourage zoning that is consistent with this plan.
- Update the Subdivision Ordinance to be consistent with the elements of this plan.
- Create ordinances that support the goals and objectives laid out in each section of the plan.
- Ensure adequate roadway connections for new developments.
- Work to create a comprehensive Parks and Trails plan to ensure the interconnectedness of neighborhoods and residents with other Town amenities.
- Work cooperatively with surrounding municipalities and the County to plan development of the Town's service areas and staging.

Physical Character

There are five major elements that define the physical character of the Town: (a) development pattern (intensity and use), (b) major road pattern, (c) neighborhood design, (d) future growth pattern of major community facilities/open space, and (e) location and nature of business and commercial areas. Several guiding principles have been established for each element as follows:

Development Pattern and Neighborhood Form

- Promote innovative design and conservation techniques in key natural resource areas.
- Create connectivity between neighborhoods in and around Houlton and Burkhardt to promote a small 'village center' feel.
- Encourage the preservation of large agricultural tracts to enhance the rural character in the Town.
- Encourage open or green space in new residential neighborhoods.
- Explore options for workforce housing and more compact options to increase housing diversity.

Road Pattern

- Promote the development of roadways that provide connections throughout the Town.
- Establish collector roads through the Town's key growth areas.
- Encourage a diversity of roadways so that not all residential areas are served by a cul-de-sac or through roads, but a variety of options and choices are available to residents.

Neighborhood Open Space/Community Facilities

- Strategically locate community and neighborhood sized parks and open space.
- Plan pedestrian and bike corridors that connect commercial areas, parks and other points of interest.
- Continue and plan for upgrading and maintaining parks and open spaces.

Business Districts

- Guide commercial and light industrial expansion primarily to areas with adequate transportation access and infrastructure availability.
- Strengthen existing commercial areas and introduce small-scale retail services and commercial uses in the Houlton Center.

Updating the 2006 Future Land Use Plan

In 2006, a Future Land Use Plan was developed for St. Joseph, identifying seven different land use types. While these designations helped to categorize appropriate land uses in the Town, the Plan was difficult to implement. The Plan identified three different agricultural/residential districts and had different lot requirements for each. Designations for these three districts were difficult to differentiate and made implementing thoughtful development a challenge. When developing the 2016 Future Land Use Plan, the Town wanted a Plan that would be clear to residents and property owners, while managing growth and protecting natural areas.

St. Croix County has zoning authority over St. Joseph, so their zoning code was analyzed to determine which land use categories might be appropriate for the Future Land Use Plan. The County zones the entire Town Rural Residential, a district which permits any use from residential, to agricultural, to commercial, to industrial, so long as it is at a very low density. The Town appreciated a simplified set of land use designations, but felt that a single category was not strategic and that certain areas of the Town exhibited special characteristics, making them eligible for a different land use designation. Some of these areas include:

Historic housing along the St. Croix River

Land along the St. Croix River has been developed for many years and, although it is not sewerred, reflects a different development type than other parts of the Town. Lots in this area tend to be much smaller with older residential development.

Burkhardt and the Intersection of County Roads V and E

These two nodes reflect a cluster of local services in the Town, not found elsewhere in the rural residential area.

New Highway 64/County Road E Interchange

This new interchange in Houlton may increase development in the area. Clustering new businesses and industry near the highway would be beneficial to both the Town and the businesses.

Ultimately, ten land use designations were developed for the 2016 Future Land Use Plan and are listed in Table 9-2. These areas correspond to Figure 9-3 Future Land Use. Subsection 5 of this chapter further describes these land use categories and allowed uses.

**Table 9-2
 Future Land Use Designations**

Land Use	Acreage	Percentage
Rural Residential	16,841	76.2%
Rural Mixed Use	148	0.7%
Business Park	225	1.0%
Houlton Center Mixed Use	126	0.6%
Public/Semi Public	46	0.2%
Golf Course	183	0.8%
Town/County Park	170	0.8%
State Park	1,529	6.9%
Right-of-Way	1,266	5.7%
Open Water	1,563	7.1%
Total	22,098	100.0%

5. FUTURE LAND USE DESIGNATIONS

The Future Land Use Plan identifies areas where the Town would like to guide growth, and those areas in which the Town would like to maintain its rural character. In developing this Plan, the Town was dedicated to responding to citizen preferences and being cognizant of significant natural resources in the community. The Town has identified five land use designations for future land use. These designations include rural residential, low-density residential, rural mixed use, business park, and Houlton Center mixed use and are described below. These land use designations will help to balance the rural character of the community with continued growth and major transportation changes in the area.

Rural Residential

The vast majority of the land in the Town has been identified as Rural Residential. In this land use category, agricultural and very low-density residential uses are most prominent. However, many other uses are also allowed under County zoning in these areas and vary from commercial and service related, to parks and public uses, to extractive or industrial uses. Approximately 16,841 acres of land are in this designation, approximately 76.2 percent of the land in the Town.

Rural Mixed Use

Rural Mixed Use areas have been identified to support small-scale, rural businesses and services. Uses in this category will include offices, commercial, services, small scale restaurants, and public uses, allowed to be mixed with residential uses. There are two identified Rural Mixed Use areas in the Town, located in the southeast and central parts of the Town. These mixed use nodes are located at the intersections of county roads to allow for easy access for residents and employees. Burkhardt in the southeastern part of the Town is an example of one of these Rural Mixed Use areas. Approximately 148 acres of land is in this designation, approximately 0.7 percent of the land in the Town.

Business Park

The Business Park land use designation serves to guide future commercial, warehousing, and light industrial uses in the Town. It is proposed that the Town include one Business Park zone in order to concentrate development and maintain the rural character of the community. The Business Park district is located adjacent to the new Highway 64/County Road E Interchange, providing convenient transportation access for future businesses while serving as a buffer to residential neighborhoods closer to the St. Croix River. Approximately 225 acres of land is in this designation, approximately 1.0 percent of the land in the Town.

Houlton Center Mixed Use

The Houlton Center Mixed Use land use designation allows for new development of St. Joseph near the St. Croix River and the new Highway 64/County Road E Interchange. This area includes a mix of residential, commercial, and institutional uses and is intended to be the focus of new growth in the community. Uses in the district include single family residential, townhomes, multifamily residential, restaurants, offices, services, and public institutions. While this district will support a mix of uses, it is intended that it will feature more intense commercial or retail uses than other areas of the Town. Approximately 126 acres of land are in this designation, approximately 0.6 percent of the land in the Town. Dense growth in this area is currently limited by reliance on septic systems, however, it is possible that this area could become sewered. More information about potential sewer systems is included in subsection 6 of this chapter.

Other Public Land Uses

There are six other land use districts and overlay districts in St. Joseph, all relating to public or semipublic uses. These districts include Public/Semi-public, Town/County Parks, State Parks, Natural Corridor Overlay, Right-of-Way, and Open Water. These districts are described below.

Public/Semi-public

The Public/Semi-public land use category is dedicated to public and institutional uses within St. Joseph. These uses include government buildings, schools, churches, and other community facilities. There are two public uses in the Town: the Town Hall and Houlton Elementary School. These facilities are discussed and mapped in Chapter 5: Utilities and Community Facilities. The Public/Semi-public use is approximately 46 acres of land (0.2 percent) in St. Joseph.

Town/County Parks

There are currently two township owned public parks within the Town, located at near the Town Hall and near Perch Lake. A third and recreational facility is planned for the eastern area of St. Joseph. This park will be approximately 10 acres and include ball fields and other recreational amenities for residents in the area. Approximately 170 acres of land are dedicated to Town/County Parks, approximately 0.8 percent of the Town's land.

State Parks

The land use designation State Parks designates public land within the Town's boundary that is not owned or maintained by the Town. This park land is accessible to residents, but charges a fee for use. Parcels in the State Parks areas are primarily categorized as Rural Residential or Rural Mixed Use, but their current use is as State land. Approximately 1,529 acres of land are dedicated to State Parks.

Natural Corridor Overlay

As a result of the Natural Resources Inventory (NRI), a Natural Corridor overlay was established. The purpose of this overlay district is to protect environmentally sensitive areas such as woodlands, vegetated corridors, river and stream corridors, wetlands, drainageways, closed depressions, floodplains, shore lands, prairies, ridge tops, steep slopes, critical species habitats, agricultural lands, open space, and other significant natural features. Land in this overlay is subject to special development regulations to ensure that St. Joseph's many natural resource amenities are protected. Approximately 8,935 acres of land are included in the Natural Corridor Overlay.

St. Joseph currently has a subdivision ordinance in place that requires that land be developed in a way that protects natural features. Under this ordinance, properties fully or partially included in the Natural Corridor will practice a transfer of density rights when they are subdivided. For example, if a property is partially located in the Corridor, all of the development potential from the entire parcel will be transferred to the remainder of the parcel outside of the Corridor. This will encourage cluster development while maintaining high quality natural areas. The ordinance and the Corridor serve as a strong implementation tool to meet the unique needs of the Town. More information about the Natural Corridor and the NRI can be found in Chapter 6 Agricultural, Natural and Cultural Resources.

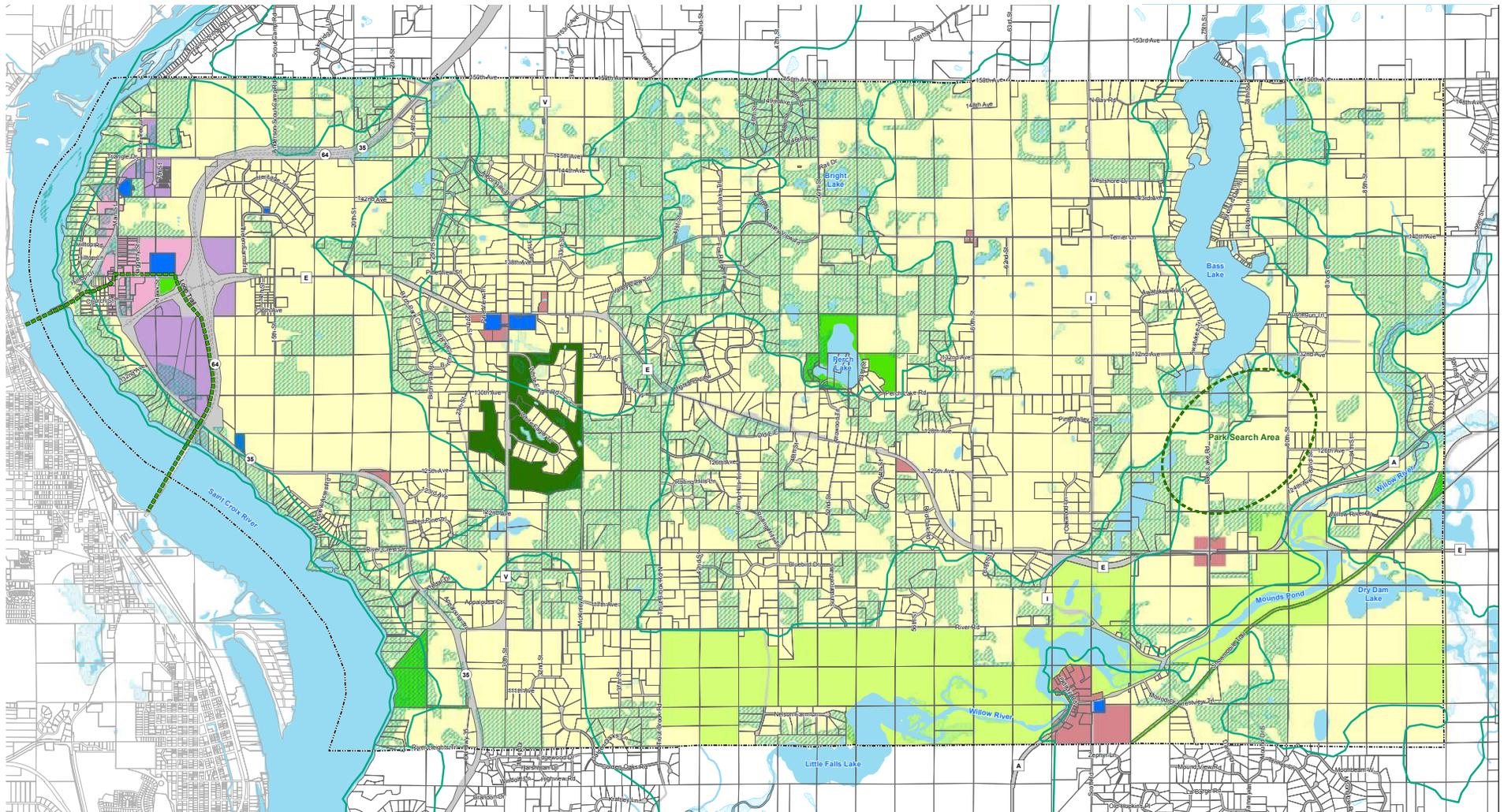
Right-of-Way

The Right-of-Way use is dedicated to State, County, and Town roadways within St. Joseph. Roadways and other modes of transportation are discussed in Chapter 4: Transportation. Approximately 1,266 acres of land (5.7 percent) are dedicated to right-of-way in St. Joseph.

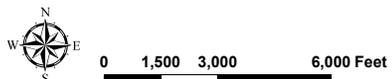
Open Water

There are numerous lakes, rivers, and wetlands throughout St. Joseph. These bodies of water include the St. Croix River, Willow River, Perch Lake, Bass Lake, and Little Falls Lake. Approximately 1,563 acres are dedicated to open water, comprising 7.1 percent of the Town.

**Figure 9-3
Future Land Use (Draft)**



Draft Future Land Use Plan
Town of St. Joseph Comprehensive Plan 2016



St. Joseph Town Boundary	Houlton Town Center Mixed Use	State Park
Proposed 2016 Natural Corridor	Business Park	Right-of-Way
Natural Area Inventory	Public/Semi-Public	Open Water
Rural Residential	Golf Course	NWI Wetland
Rural Mixed Use	Town/County Park	

August 9, 2016

Draft

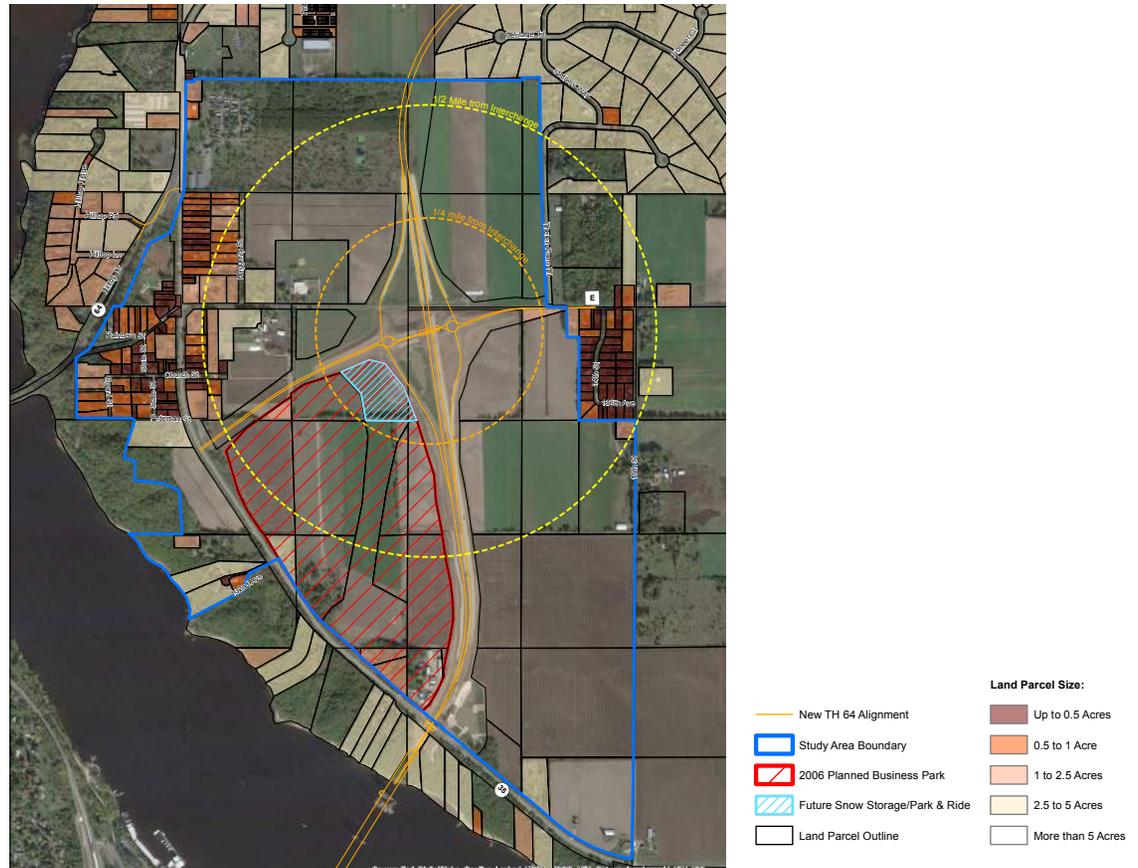


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6. HOULTON MIXED USE TOWN CENTER CONCEPT

As part of the planning process, there has been discussion of potential development of a portion of the Houlton area as a mixed use “village” or town center served with municipal sanitary sewer and water. A generalized study area for this analysis was identified to include most of Houlton plus an additional area within a half mile or so of the future interchange at Highway 64 and County Road E (illustrated in Figure 9-4). This study area is shown in the four concept plans on the following pages. These plans show general land uses and future roadways to estimate the total amount of development that might take place within the study area. Both large scale and small scale water treatment facilities were studied, reflected in the four concepts. Additional information about the development of these concepts and municipal services are included in Appendix F of this Plan.

Figure 9-4
Houlton Study Area



Development Concepts

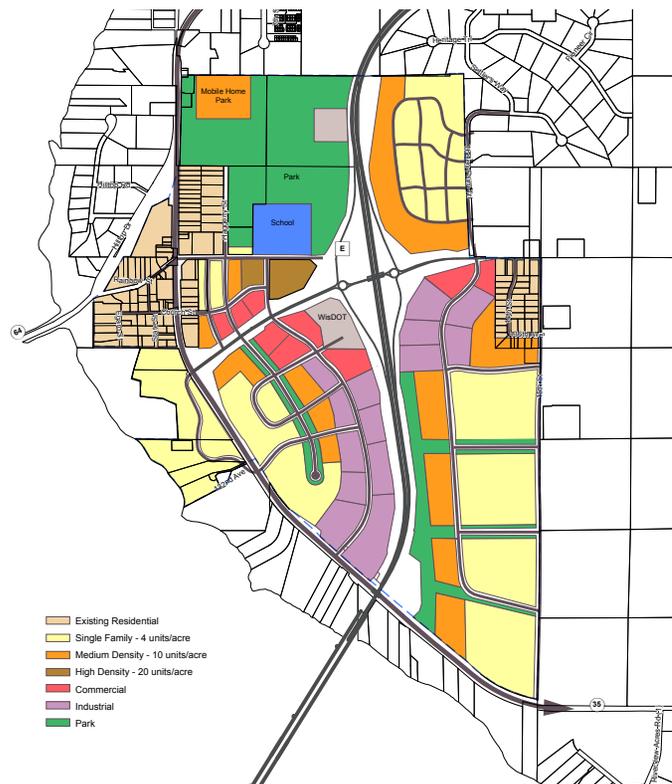
Full Development Concept

This original concept reflects full development of the study area. Sewer services would be provided to this new development as well as existing properties in the area. This concept includes:

- 440 acres new development
- 2,000+ Residential units
- 100+ acres of Commercial/Industrial development (900,000+ square feet of space)
- 645,000 gallons/day treated in a new facility

The full development concept is illustrated below in Figure 9-5.

Figure 9-5
Full Development Concept



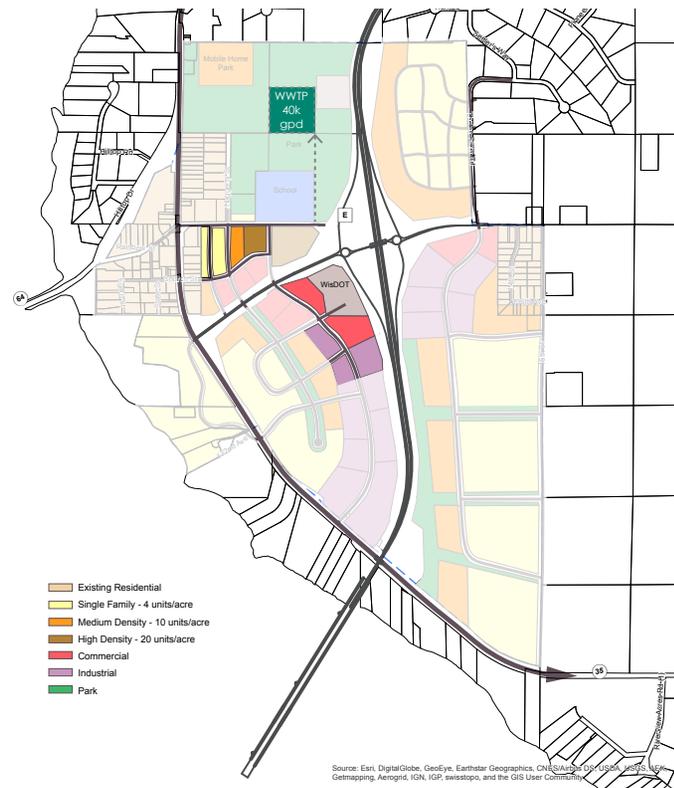
Limited Concept A

This concept reflects new, limited development within the study area. The proposed small scale water treatment facility would service all new development. Concept A includes:

- 30 acres new development
- 80 New Residential units
- 17 acres of Commercial/Industrial development (150,000 square feet of space)
- 40,000 gallons/day

Concept A is illustrated below in Figure 9-6.

Figure 9-6
Development Concept A



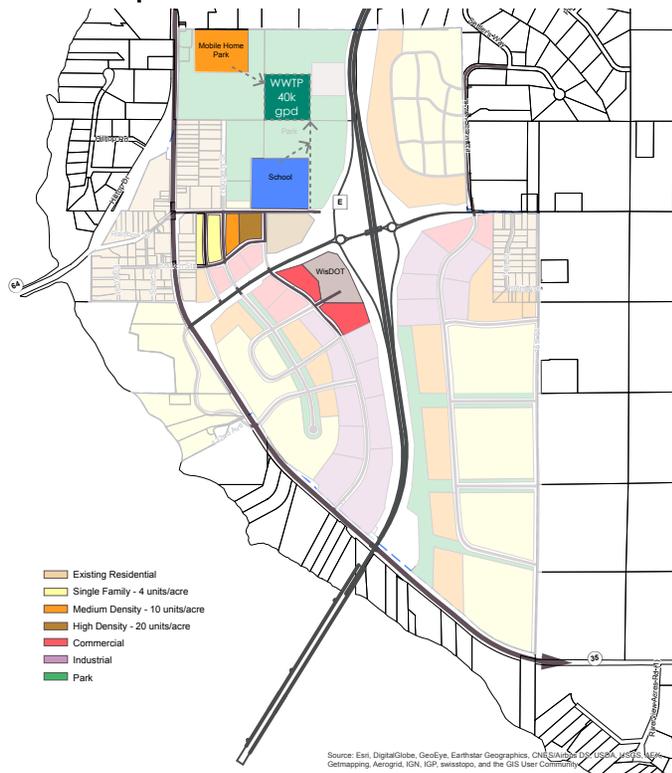
Limited Concept B

This concept reflects even less new development in the study area than Concept A. However, by limiting new development, the proposed small scale water treatment facility would be able to accommodate new development as well as Houlton Elementary School and the nearby manufactured home park. Concept B includes:

- 20 acres new development
- 80 New Residential units
- Sewer service for 50 existing mobile homes
- Sewer service for Houlton Elementary School (230 students)
- 8 acres of Commercial/Industrial development (70,000 square feet of space)
- 40,000 gallons/day

Concept B is illustrated below in Figure 9-7.

**Figure 9-7
Development Concept B**



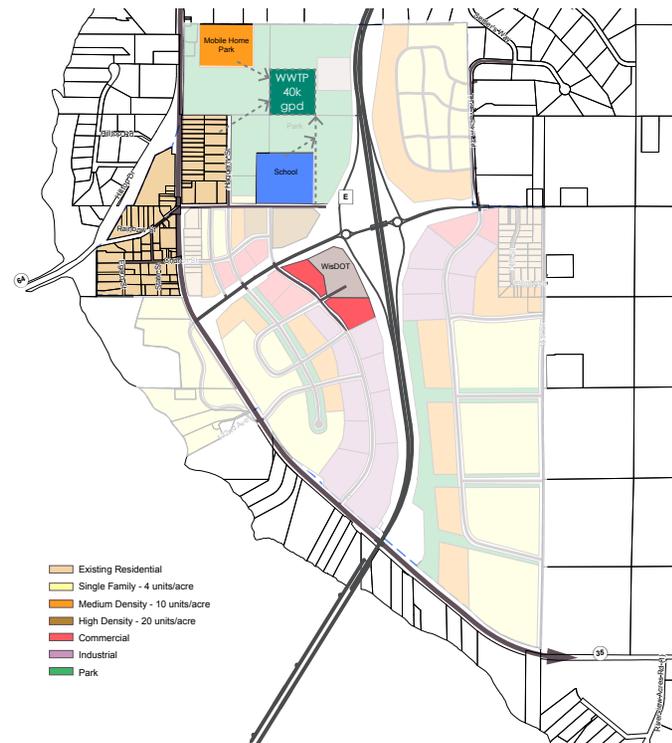
Limited Concept C

Concept C is the most limited of all the proposed concepts, eliminating all new residential development and significantly scaling back commercial and industrial development. However, additional existing homes would be serviced by the proposed treatment facility. Concept C includes:

- No new Residential development
- Sewer service for 80 existing Residential units
- Sewer service for 50 existing mobile homes (only if required at some point in the future)
- Sewer service for Houlton Elementary School (230 students)
- 7 acres of Commercial/Industrial development (65,000 square feet of space)
- 40,000 gallons/day

Concept C is illustrated below in Figure 9-8.

Figure 9-8
Development Concept C



Analysis of Alternatives

In analyzing alternatives, discussion has centered on the understanding that the Town is not in a position, financially or politically, to pay the cost for a new sewage treatment plant, even a very modest sized facility. The assumption is that a developer would need to pay this up-front development cost in order to make it happen. To explore this issue further, Stantec conducted interviews with three experienced residential developers to discuss the feasibility and attractiveness of such a development in Houlton. The interviews were conducted off the record and are summarized below as Developers A, B, and C.

Two of the developers are local representatives of large national residential development companies, each with many years of experience in the Twin Cities area market and many projects in the ground. The third developer is a successful local Twin Cities developer known for innovation and creative communities, including projects not served by municipal sewer and water.

Each developer was given a brief explanation of the context of the discussion – that the Town was updating its Comprehensive Plan, that the previous 2006 Plan had identified the potential for a mixed use “village” or town center, and that the current community discussion was open to the idea of exploring the concept further and had developed more information and analysis related to the concept. The overall study area, land use concepts and basic conclusions of the sanitary sewer facility study were shared. The three limited development concepts (Concepts A, B, and C) were shared with the interviewees.

The question to each developer was, would a developer be likely to develop such a town center project and pay up front for a small sewage treatment plant, and would such an area in St. Joseph be attractive and feasible in the market?

Findings

Based on the interviews, the following general conclusions can be drawn:

1. It is appropriate and laudable for St. Joseph to plan for the future, regardless of current market conditions or economic realities.
2. As we have seen in the past decade, economic conditions can change quickly. What is true today may be very different in five, ten or twenty years.
3. A developer would benefit from the kind of study and analysis done in the St. Joseph facility study. Making that information publicly available would be supportive of future development.
4. In the current market and the current concept it is highly unlikely that a developer would pay for a large scale or small scale sanitary sewage treatment plant (as presented in the development concepts above) – the costs would be too high to add to the risk of developing the project.

5. In the current market, a Mixed Use concept would likely need to be significantly larger than the current St. Joseph concept in order to justify the up-front cost. Other examples nationally of this kind of project involve thousands of residential units, not dozens as suggested for an initial phase in St. Joseph.
6. If a town center development were to be feasible it would need to be in an outstanding setting with significant amenities or other attractions.
7. St. Joseph needs to be seen in the context of the regional market – competitive projects in terms of location, availability and amenities. What are people looking for? Can they get equal or better elsewhere, and how many lots are available in other communities?
8. How would a new Houlton Center compete in the market with Stillwater, Lake Elmo, West Lakeland Township, Hudson, Somerset, New Richmond, River Falls or other areas? What would people be looking for in driving to Wisconsin? St. Joseph and Houlton have good qualities and good location. Is there a market for folks who want to live there vs. in the wider open areas of St. Joseph, or rural Stillwater, Lake Elmo, Somerset, etc.?

Interviewees' specific comments are included in Appendix G, following this Plan.

7. POLICY PLAN

The purpose of the land use policy plan is to develop a set of goals and policies that directly support how the Town would like to develop and use land in the future. The Town has the ability to shape and guide growth in the manner in which it prefers, and the subsequent goals and policies will help identify a way to encourage a development pattern that is consistent with the Town Vision.

Land Use Goal #1: Promote and encourage a development pattern that is responsive to the Town Vision.

Policies:

1. Work with developers and land owners to encourage development that maintains a rural, small town character.
2. Develop and enforce community site planning/architectural standards that maintain the rural character in the Town.
3. Plan for residential growth that considers the Natural Resource Inventory.

Land Use Goal #2: Encourage a diversity of land uses within the Town to provide business development, living, and recreational opportunities.

Policies:

1. Develop ordinances that support the new land use designations identified in this Plan.
2. Work with land owners to ensure that the land uses designated in the Plan are understood and accepted.
3. Work with adjacent towns and jurisdictions to ensure that land uses are consistent with neighboring communities.

Land Use Goal #3: Enhance and encourage the preservation of open spaces and agricultural lands to maintain the rural character.

Policies:

1. Create land protection tools that support the preservation of important natural resources and agricultural lands.
2. Work with agencies, adjacent jurisdictions, the county, and state to identify ways to preserve open spaces in the most effective way.
3. Implement developer's agreements that reflect the context of the project and the goals of the Town.

Land Use Goal #4: Create and develop the Houlton Town Center which provides business, residential and recreational opportunities.

Policies:

1. Create a Houlton Center Plan that responds to the business and residential needs of current and future residents.
2. Develop design guidelines for the town center that support the small town character.
3. Attract small business owners to the Houlton town center to maintain the rural, small town character of the Town.
4. Work to make the Houlton Town Center a destination with attractive businesses and structures.

Chapter 10 Implementation

1. IMPLEMENTATION PLAN

The Implementation Plan for the Town of St. Joseph Comprehensive Plan Update identifies specific action steps that the Town can take to implement key recommendations in the Plan. Within the various chapters are goals and policies laying out the Town's vision and aspirations for the future. Many of these goals and policies are generalized, and some describe ongoing activities that will be carried on in any event by the Town Plan Commission, Town Board or others. But the action steps below are more concrete steps that will address some of the most important issues facing the Town.

Not all goals and not all policies have action steps in this Implementation Plan. However, the action steps that are included below indicate which goal or policy in this Plan they are related to (colored by chapter), who would be responsible for taking action, and a time frame for accomplishing them. See table 10-1 for the Implementation Plan and associated action steps.

Section 2 of this chapter lists the goals and policies from chapters 2 through 7 and 9 for reference.

**Table 10-1
 Implementation Plan**

	Action Step	Related Goal/Policy	Who	When
1	Review and adopt Subdivision Regulations that require a conservation-based approach to development, referencing and implementing the 2016 Natural Resource Inventory	General Goal #1 - Policy 2 General Goal #2 - Policies 1 & 2 General Goal #3 - Policies 1 & 2 Natural Resources Goal #1 - Policies 3, 4 & 5 Natural Resources Goal #5 - Policy 1 Land Use Goal #1 - Policy 3 Land Use Goal #3 - Policy 1 Land Use Goal #4 - Policies 1 & 2	Plan Commission, Town Board	2017
2	Meet regularly with St. Croix County planning staff to insure the Town's goals and expectations are being met with County zoning ordinances and with zoning and subdivision reviews	General Goal #1 - Policy 2 General Goal #3 - Policies 1, 2 & 3 General Goal #7 - Policies 2, 3 & 4 Natural Resources Goal #1 - Policy 8 Natural Resources Goal #5 - Policies 1, 3, 4 & 5 Land Use Goal #2 - Policy 1 Land Use Goal #3 - Policy 2	Plan Commission Chair and Town Board Chair and/or selected members	Twice yearly, ongoing
3	Create recommendations and an information package to communicate to Town residents, related to the 2016 Natural Resource Inventory, , with recommendations on how best to preserve and protect natural resources in the community	General Goal #2 - Policy 1 Natural Resources Goal #2 - Policy 2	Plan Commission	2017
4	Create recommendations and an information plan to communicate to Town residents, on how best to protect groundwater in the community	General Goal #4 - Policies 1, 2, 3, & 4 Natural Resources Goal #3 - Policies 1-4	Plan Commission	2017

	Action Step	Related Goal/Policy	Who	When
5	Establish and support a Houlton Area Task Force to promote business and mixed use development in the Houlton area; contact potential businesses, developers, and housing builders; engage with current residents and property owners; and explore ways to capitalize on tourism and other visitors to the area as a result of the new highway, interchange, and Loop Trail.	Goal #7 - Policies 1-4 Housing Goal #2 - Policies 1-5 Transportation Goal #1 - Policy 1 Transportation Goal #2 - Policy 2 Community Facilities Goal #5 - Policies 1 & 2 Natural Resources Goal #4 - Policy 2 Natural Resources Goal #5 - Policy 5 Economic Development Goal #1 - Policies 1 & 2 Economic Development Goal #2 - Policies 1-6 Economic Development Goal #3 - Policies 1-4 Economic Development Goal #3 - Policies 1-4 Land Use Goal #4 - Policies 1-4	Plan Commission, Town Board	2017, ongoing
6	Prepare and adopt development design standards that implement the Comprehensive Plan goals	General Goal #1 - Policy 2 General Goal #3 - Policies 1, 2 & 3 General Goal #7 - Policies 2, 3 & 4 Economic Development Goal #4 - Policy 1 Natural Resources Goal #5 - Policy 6 Land Use Goal #1 - Policy 2 Land Use Goal #4 - Policy 2	NRDC Committee, Plan Commission, Town Board	2017
7	Establish a Town of St. Joseph Housing Task Force to research and make recommendations on housing maintenance and rehabilitation, including potential funding sources	Housing Goal #1 - Policy 1 Housing Goal #3 - Policies 1 & 2 Economic Development Goal #2 - Policy 5	Plan Commission	2017, ongoing
8	Contact the West Central Wisconsin Regional Planning Commission (WCWRPC) to research State and Federal funding opportunities for housing-related programs	Housing Goal #1 - Policies 2, 3 & 4 Housing Goal #3 - Policy 2	Plan Commission	2017
9	Meet with St. Croix County planning staff to discuss the approach and mechanism to permit accessory dwelling units in the Town, to promote alternative housing needs	Housing Goal #2 - Policy 4	Plan Commission	2017
10	Review the Comprehensive Plan annually to assess how the plans and policies have been implemented, and to determine if changes need to be made	General Goal #1 - Policy 3	Plan Commission	Annually

2. GOALS AND POLICIES

This Plan has resulted in the development of numerous goals and policies, outlined in Chapters 2 through 7 and Chapter 9. All goals and policies are included here, listed by chapter, for reference for the implementation plan above.

General Goals

General Goal #1: Enhance and maintain the rural character of the Town while providing opportunities to maintain and enhance St. Joseph as a unique and desirable place to live, learn, work, and recreate.

Policies:

1. Promote the development and implementation of a comprehensive plan that effectively and efficiently plans for land use, community facilities, transportation, housing, economic development and environmental protection.
2. Formulate and enforce ordinances to ensure development in accordance with the Comprehensive Plan.
3. Review and amend the Comprehensive Plan as necessary to ensure its usefulness as a practical guide for current and future development. Adhere to this Plan, which shall guide all zoning changes, as closely as possible to ensure consistent development policy.

General Goal #2: Maintain and enhance the natural landscape by encouraging special consideration for places of natural significance in the Town.

Policies:

1. Preserve and protect key natural resources as identified through the natural resources inventory.
2. Provide incentives to developers and land owners to protect important natural resource areas.

General Goal #3: Encourage unique and innovative development that supports and enhances the Town's Vision.

Policies:

1. Update and refine current ordinances to be consistent with the goals set forth in this Plan.
2. Create and develop land use tools that promote development that is creative, unique, and consistent with the vision of the Town.
3. Work to develop design and architectural standards that support and guide future development.

General Goal #4: Protect groundwater supplies and surface water to assure high quality groundwater for all residents.

Policies:

1. Encourage and promote improvements in monitoring of all private wells and private septic systems in the Town to assure the highest standards are being maintained.
2. Encourage and promote improvements in monitoring of all waste disposal and management systems and practices to assure the highest standards are being maintained.
3. Develop and implement a stormwater management plan and best practices to guide future development.
4. Encourage and promote lake management plans for lakes in St. Joseph.

General Goal #5: Support strong, ongoing working relationships between the Town of St. Joseph and surrounding cities, towns, St. Croix County, and other jurisdictions in matters related to planning and the provision of public services.

Policies:

1. Continue to discuss and identify potential intergovernmental relationships that help promote efficient services to the Town and adjacent jurisdictions.
2. Pursue new collaborative planning efforts among local governments and organizations to address existing issues and new issues as they arise with regard to land use, transportation, parks, natural resources, delivery of services and other areas of mutual concern.
3. Promote information sharing between St. Joseph and surrounding towns, cities, and the county, and encourage them to participate in local issues.
4. Maintain communications, and collaborate where appropriate, with state agencies involved in planning issues that affect the Town and region.

General Goal #6: Promote community input, information sharing and collaboration.

Policies:

1. Actively encourage and utilize resident participation in the local decision-making process.
2. Continue to improve and enhance communication among the Town, residents, businesses, civic groups and public agencies utilizing various media such as a Town newsletter, cable access and a community web page.

General Goal #7: Encourage the creation of the Houlton Town Center that preserves and enhances the small-town, quaint, atmosphere the Town values.

Policies:

1. Create a Houlton Center Plan that identifies the types of businesses that the Town would like to support.
2. Encourage a compact development pattern in the town center to support a mix of residential, small retail and business.
3. Create Design Standards for the town center to promote architecture and design that is consistent with the small-town, rural atmosphere of the Town.
4. Promote a Houlton Center Plan that is easily accessible for pedestrians and bicycles.

Housing Goals

Housing Goal #1: Promote cooperative efforts and utilize existing resources to foster housing development within the Town.

Policies:

1. Continue to study housing needs and resources; and monitor and update goals as needed.
2. Work closely with federal, state, and local agencies and organizations that can help St. Joseph meet its housing goals.
3. Encourage public and private partnerships to expand affordable housing and housing rehabilitation opportunities in the Town.
4. Explore county-wide and other intergovernmental options to develop regional strategies and incentives to promote the expansion of affordable, work force, rental, life cycle and other housing opportunities.

Housing Goal #2: Promote a variety of housing types in the Town for citizens of all income levels, ages, abilities and needs.

Policies:

1. Encourage the appropriate mix of a variety of housing types throughout the Town's growth areas in accordance with the Future Land Use Plan.
2. Develop policies that allow neighborhoods with mixed housing types and/or other appropriate uses within residential areas.
3. Examine policies and other development standards to ensure they encourage the provision of affordable housing.
4. Develop options for providing accessory dwelling units to meet alternative housing needs.
5. Encourage housing developments that serve unique populations including seniors, low income residents, and residents with physical disabilities.

Housing Goal #3: Encourage well maintained residential neighborhoods.

Policies:

1. Develop and enforce the necessary codes to ensure the continued maintenance of the housing stock.
2. Identify or develop methods and funding options to encourage the rehabilitation or redevelopment of substandard housing.

Transportation Goals

Transportation Goal #1: Provide a safe, convenient and efficient multi-modal transportation system that:

- Ensures transportation system improvements are coordinated with land development plans.
- Maintains a cost effective level of service.
- Coordinates multi-jurisdictional transportation system improvements and maintenance.
- Plans for the extension of town roads and other arterials and collector streets as necessary to efficiently serve the users.
- Controls access through the road system to ensure the access, mobility and safety of affected road systems.

Policies:

1. Plan for the extension of Town roads and other arterials and collectors in order to complete connections and provide for future planned development access.
2. Consider planning and implementing a network of interconnected new roads to control highway access, preserve rural character, improve access to new development, minimize extensive road construction and decrease road maintenance costs.
3. Develop plans and new funding strategies for the regular structural maintenance of Town roads, including implementation of the WISLR Pavement Management program as required by WisDOT to provide for the upgrading and maintenance of Town roads.
4. Continue implementing Town road impact fees on any new building permit that places burden on or requires the upgrading of subcollector roads.
5. Continue implementing Town road fees on new developments that place burden on or require the upgrade of Town roads.
6. Continue posting weight restrictions on existing Town roads and consider the weight limits on local roads when reviewing development proposals.

Transportation Goal #2: Work to develop transportation system improvements for walking, hiking, biking and other transportation modes.

Policies:

1. Develop a shared community vision for bicycle and pedestrian facilities and recreational opportunities and build capacity to fund these facilities.
2. Connect St. Joseph residents, economic opportunities and recreational destinations with the Loop Trail which is being constructed through St. Joseph as part of the St. Croix Crossing Bridge.
3. Connect to other recreational and trail facilities outside St. Joseph.
4. Connect the Loop Trail with Willow River State Park.

Community Facilities Goals

Community Facilities Goal #1: Enhance and maintain community facilities to provide meeting and gathering spaces for Town residents.

Policies:

1. Maintain and monitor community gathering and meeting spaces to ensure appropriate facilities are available to conduct Town Business and other community building activities.
2. Encourage the use of Houlton Elementary School as a community gathering space and facility that provides benefit to all Town residents.
3. Encourage Town participation in the Hudson Area Joint Library Board.

Community Facilities Goal #2: Maintain the educational quality and accessibility to the Town's residents.

Policies:

1. Work with the School Districts to monitor and project the number of students entering the school systems to ensure the educational levels are maintained.
2. Encourage families and residents to actively participate in the schools to ensure quality educational opportunities are available to students.

Community Facilities Goal #3: Work with adjacent jurisdictions, the County and the State to ensure that services and utilities are being provided to residents in the most efficient and effective manner.

Policies:

1. Coordinate with adjacent jurisdictions to identify ways to provide services and utilities to residents in a way that is cost-effective and efficient.
2. Participate with intergovernmental groups to identify and monitor issues and concerns of residents and adjacent jurisdictions to ensure the adequacy of services and utilities in the area.
3. Support the work of the Highway 64 Stormwater and Wastewater Coalition.

Community Facilities Goal #4: Maintain and enhance adequate park and recreational opportunities for residents that encourage an active and healthy lifestyle.

Policies:

1. Enhance and maintain current recreational facilities in the Town.
2. Work with Town Plan Commission to ensure the development of interconnected trails and paths that allow Town residents to easily walk and bicycle throughout the Town safely.
3. Work with residents to identify and obtain park lands for current and future needs.
4. Cooperate with other governmental agencies for development of park property.
5. Work with State DNR to identify potential park lands within Willow River State Park that might better function as active parkland in the area.

Community Facilities Goals #5: Explore the need for municipal services for Houlton

Policies:

1. Prepare a municipal sewer facility study for the Houlton area.
2. Support the work of the Highway 64 Stormwater and Wastewater Coalition.

Natural Resources Goals

Natural Resources Goal #1: Improve and protect the quality of surface waters.

Policies:

1. Develop and implement a Surface Water Management Plan and policies, including the MS4 permit process in Houlton.
2. Work in partnership with the County's Priority Watersheds Program and local lake protection efforts.
3. Support and review Shoreland and Floodplain Ordinances as needed to protect surface waters.
4. Develop and adopt a wetland protection and buffers ordinance that sets minimum buffer standards.
5. Use park and open space dedication to protect significant water resources and adjacent habitat areas.
6. Promote wetland and shoreland restoration by private landowners.
7. Educate residents and developers regarding Best Management Practices and state and local stormwater regulations.
8. Support the development and implementation of a County Stormwater Management Ordinance to complement the Town's Erosion and Sediment Control Ordinance.
9. Support development designs that protect the quality of surface waters and other natural resources, and minimize development impacts.
10. Apply for DNR grants that support local efforts to control nonpoint source pollution.

Natural Resources Goal #2: Preserve and restore sensitive natural resource areas and wildlife habitat.

Policies:

1. Adopt the Natural Resources Inventory Map and Management Policy.
2. Encourage public and private landowners and developers to restore native habitats and control invasive species.
3. Seek state and other funding for habitat protection and control of invasive species.
4. Incorporate natural resource areas in parks and open space areas.
5. Adopt incentives and regulations to protect environmental corridors and natural resource areas (described in the implementation section).
6. Work with other conservation agencies and organizations, both public and private, to further this goal.

Natural Resources Goal #3: Protect groundwater supplies and surface water to assure high quality groundwater for all residents.

Policies:

1. Encourage monitoring of all private wells and private septic systems in the Town to assure the highest standards are being maintained.
2. Encourage monitoring of all agricultural waste disposal and management systems and practices to assure the highest standards are being maintained.
3. Encourage enforcement of state rules regarding wellhead and groundwater protection.
4. Encourage protection of wetlands and other ground water recharge areas.

Natural Resources Goal #4: Provide for future open space and recreation needs.

Policies:

1. Implement the Town and St. Croix County's Outdoor Recreation Plan.
2. Develop the proposed bicycle and pedestrian trail systems identified in the St. Joseph Bicycle and Pedestrian Facility Implementation Study.
3. Review and update park dedication requirements and fees included in the Town's impact fees, and use these fees along with grants, land dedication and donation to develop the town's park and bicycle/ pedestrian trail system as growth occurs.

Natural Resources Goal #5: Preserve the character of the Town's landscape, and examples of native woodlands, prairies, and wetlands.

Policies:

1. Identify important views and implement subdivision and zoning ordinances to protect valued views and viewsheds.
2. Incorporate scenic areas and native habitats in parks and open space.
3. Encourage development of County regulations that protect the night sky.
4. Encourage development of County wireless communications tower regulations that encourage towers that look like trees, or other techniques to blend in with the landscape.
5. Work with the County on developing and implementing landscaping ordinances for commercial development that support the Town's character.
6. Implement the Town's sign ordinance.
7. Develop and use the tools identified in Chapter 10: Implementation to manage land use and natural resources for the long term.

Economic Development Goals

Economic Development Goal #1: Promote cooperative efforts and utilize existing resources for economic growth in the Town.

Policies:

1. Continue to identify and tap into local, state and federal resources to enhance economic development.
2. Explore county-wide economic development coordination options.
3. Promote coordination of the educational system and the business community to ensure the availability of qualified workers.

Economic Development Goal #2: Promote economic stability and diversity that provides job opportunities to residents.

Policies:

1. Support efforts to retain existing businesses and facilitate their expansion.
2. Support efforts to recruit new businesses and industries in appropriate locations and scales.
3. Recognize the need to maintain, upgrade and expand existing infrastructure in the Town, including but not limited to roadways, parks/trails, utilities and telecommunications infrastructure, to support and promote continued economic development.
4. Target financial resources and programs to attract businesses that have an emphasis on job creation and businesses that meet or exceed livable wage requirements.
5. Encourage the availability of a range of housing types and values to accommodate an ample work force.
6. Encourage adoption of new technologies and policies that support telecommuting.

Economic Development Goal #3: Promote efficient, planned commercial and light industrial development.

Policies:

1. Identify key commercial and light industrial development opportunities within the unincorporated hamlets, and the Town's planned growth areas in locations with access to major transportation systems.
2. Encourage and facilitate infill development on vacant parcels to ensure maximum efficiency of land use.
3. Encourage compact commercial developments that will make efficient use of infrastructure and resources.
4. Encourage industrial and office/business commercial development to locate within master planned light industrial parks or business parks or at the Houlton Center Mixed Use area.

Economic Development Goal #4: Enhance the character of the Town's commercial and light industrial development.

Policies:

1. Develop the use of architectural, design or other development standards such as landscaping, screening and other standards within the Town's commercial, business park and industrial developments.
2. Support the provision of open/green space within commercial and industrial development.
3. Promote the rehabilitation and redevelopment of older existing commercial facilities by pursuing and making available various financial programs and assistance.

Land Use Goals

Land Use Goal #1: Promote and encourage a development pattern that is responsive to the Town Vision.

Policies:

1. Work with developers and land owners to encourage development that maintains a rural, small town character.
2. Develop and enforce community site planning/architectural standards that maintain the rural character in the Town.
3. Plan for residential growth that considers the Natural Resource Inventory.

Land Use Goal #2: Encourage a diversity of land uses within the Town to provide business development, living, and recreational opportunities.

Policies:

1. Develop ordinances that support the new land use designations identified in this Plan.
2. Work with land owners to ensure that the land uses designated in the Plan are understood and accepted.
3. Work with adjacent towns and jurisdictions to ensure that land uses are consistent with neighboring communities.

Land Use Goal #3: Enhance and encourage the preservation of open spaces and agricultural lands to maintain the rural character.

Policies:

1. Create land protection tools that support the preservation of important natural resources and agricultural lands.
2. Work with agencies, adjacent jurisdictions, the county, and state to identify ways to preserve open spaces in the most effective way.
3. Implement developer's agreements that reflect the context of the project and the goals of the Town.

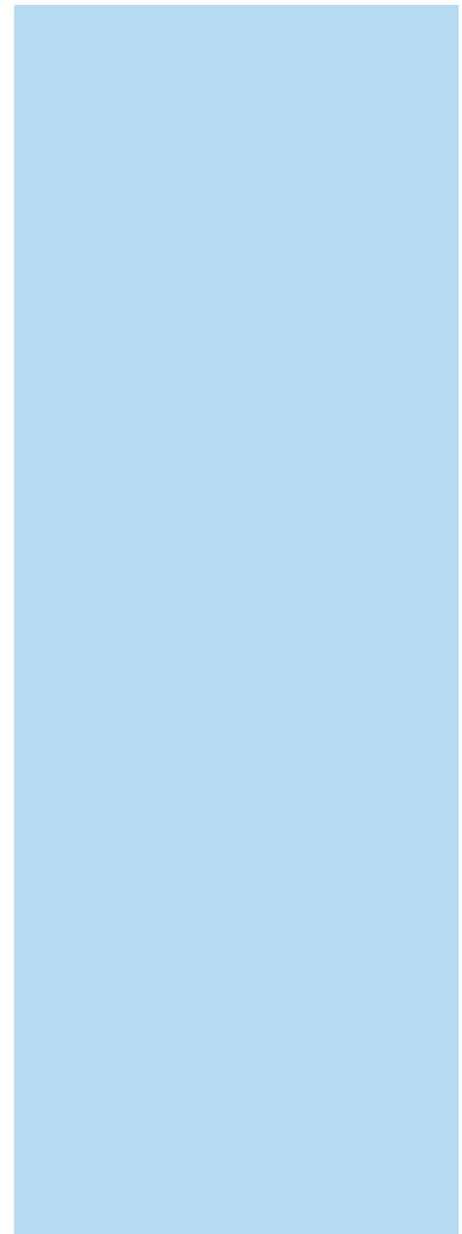
Land Use Goal #4: Create and develop a Houlton Town Center that provides business, residential and recreational opportunities.

Policies:

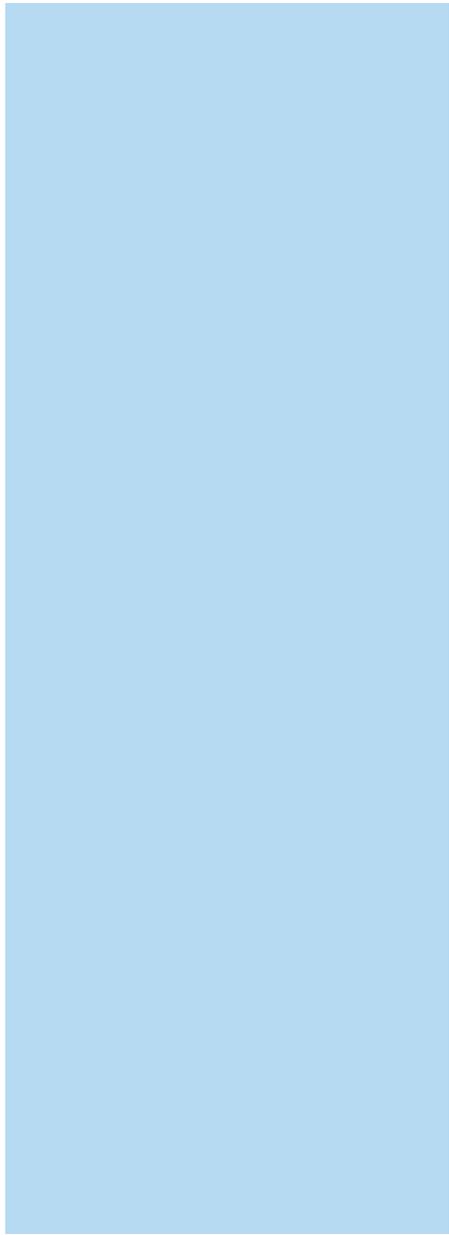
1. Create a Houlton Center Plan that responds to the business and residential needs of current and future residents.
2. Develop design guidelines for the town center that support the small town character.
3. Attract small business owners to the Houlton town center to maintain the rural, small town character of the Town.
4. Work to make the Houlton town center a destination with attractive businesses and structures.

Appendices

APPENDIX A: RURAL CHARACTER MEMORANDUM

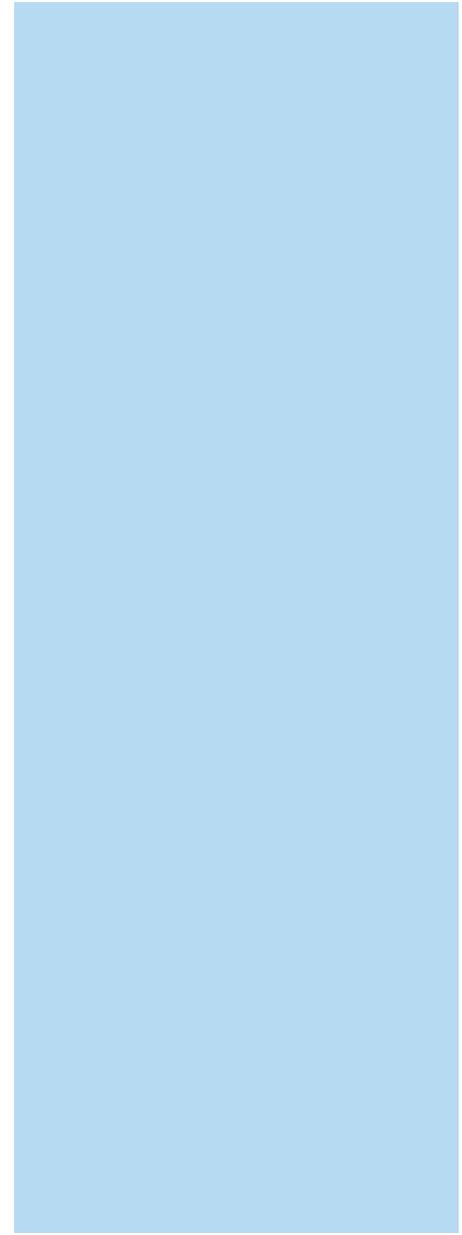


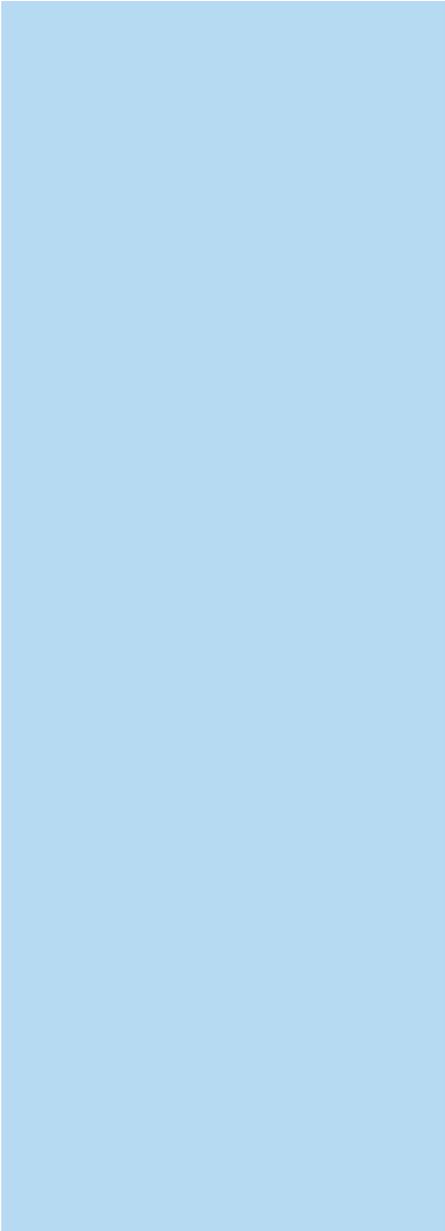
APPENDIX B: TOWN SURVEY EXCERPTS



A.2

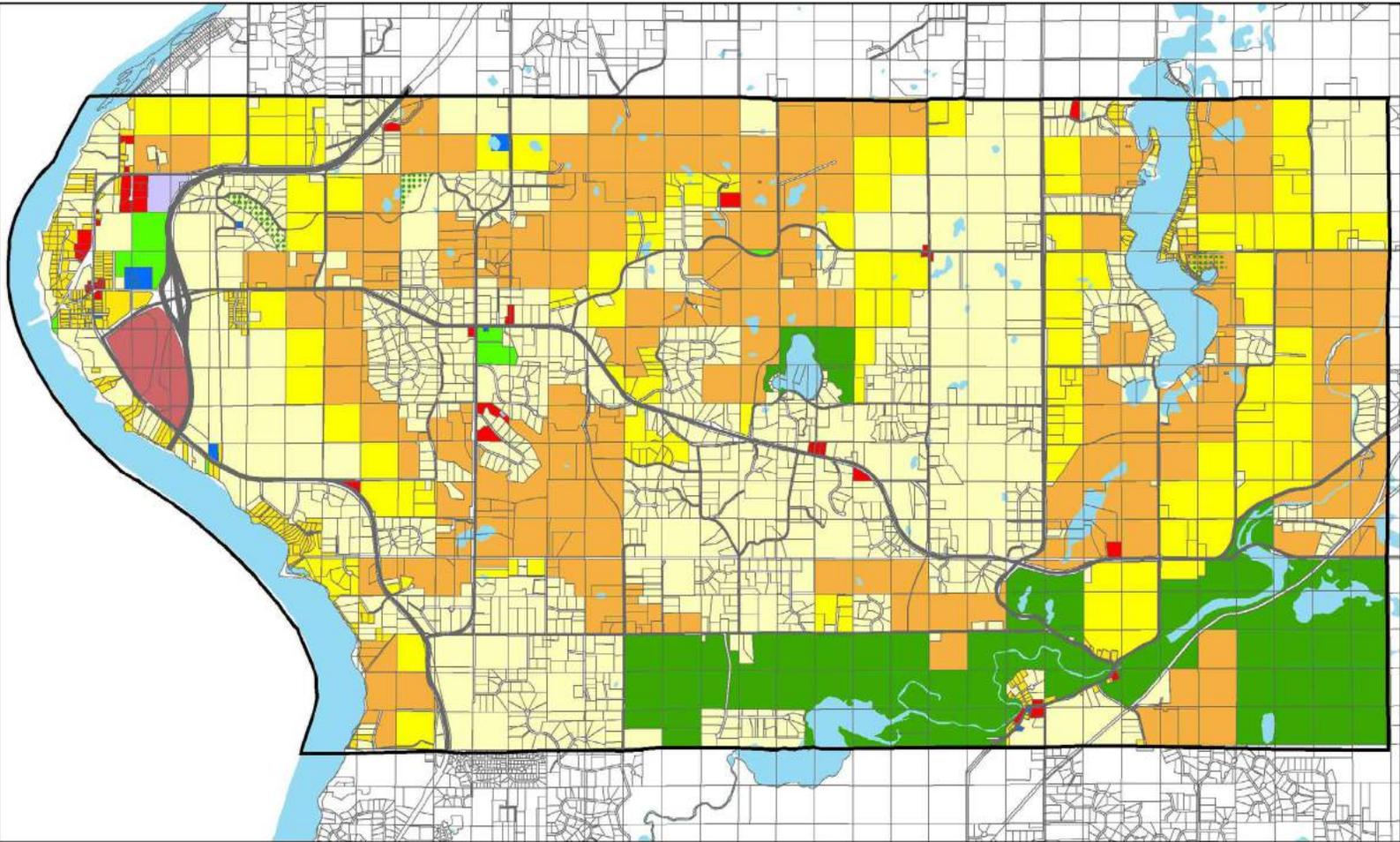
APPENDIX C: ECONOMIC IMPACTS OF THE ST. CROIX RIVER CROSSING





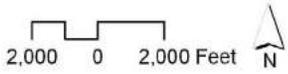
APPENDIX D: MARKET CONDITIONS ANALYSIS FOR ST. JOSEPH, WISCONSIN

APPENDIX E: 2006 FUTURE LAND USE PLAN



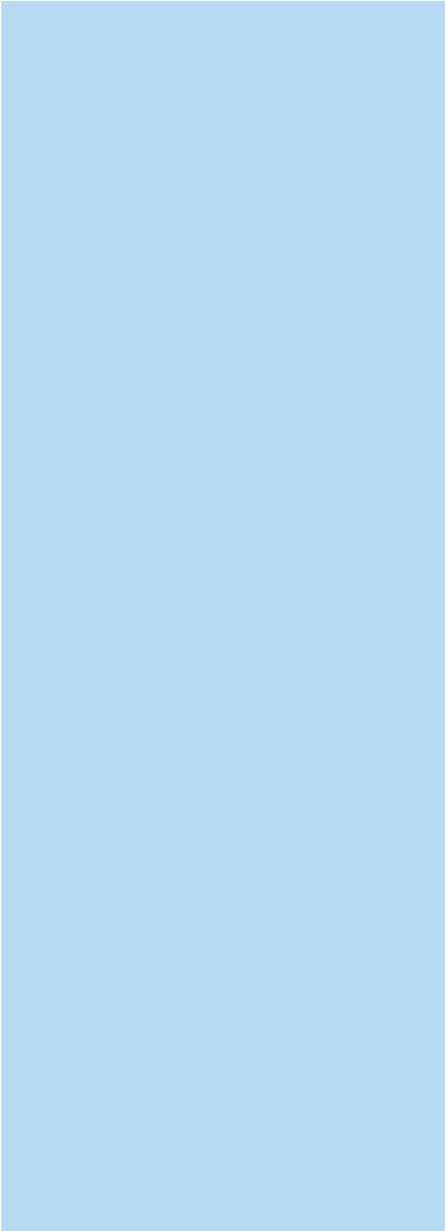
Future Land Use

2006 Town of St. Joseph Comprehensive Plan
 Town of St. Joseph, Wisconsin



- | | | |
|--------------------------|------------------------|----------------------------|
| Agricultural Residential | County/State Parks | Municipal Boundary |
| Residential Transition | Commercial | Right-of-Way |
| Residential | Light Industrial | Planned Principle Arterial |
| Preservation Residential | Business Park | Planned Minor Arterial |
| Public/Semi-Public | Open Water | Planned Major Collector |
| Parks | Conservation Easements | Planned Minor Collector |

Prepared by:
 DSU
 May 2, 2006
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APPENDIX F: HOULTON MUNICIPAL SERVICES MEMORANDUM

A.6

APPENDIX G: HOULTON - DEVELOPER INTERVIEWS MEMORANDUM

